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The Department of External Affairs

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The Department of External Affairs

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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 self-government in the field of external relations. This was, partly because of increasing importance in world affairs and partly out of a growing desire for national status, which had been fostered particularly during the First World War. Canada sought, within the existing constitutional framework of the Empire, a fuller control over its external relations. This trend was subsequently emphasized by the participation of the Pacific Peace Conference of 1919 of a delegation led by Sir Robert Borden, by the signing of the Peace Treaty and the many as well as other international agreements, and by her membership in the League of Nations as one of the original members. Subsequently, Canada's first efforts concerning its own external relations. In the early 1920s, with the formation of a separate department of external affairs.

Under the leadership of Sir Joseph Pope, the Under-Secretary of State.

In May 1926, under the Government of Sir Wilfrid Laurier, which introduced a bill, Parliament authorized the establishment of a "Department of External Affairs". The title was passed to a ministerial government within the British Empire and with foreign states. The act creating the Department placed it under the Secretary of State, with an Under-Secretary of State for External Affairs ranking as the permanent deputy head of the Department. The establishment of the Department involved no constitutional change.

In 1917, an amending act was passed placing the Department directly under the Prime Minister instead of the Secretary of State, and from April of that year the Prime Minister held the portfolio of Secretary of State for External Affairs. The appointment of a separate minister for the Department was considered

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The Department
of External Affairs

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Historical background

From Confederation in 1867 until 1914, Canada's position in the British Empire was essentially that of a self-governing colony, whose external relations were directed and controlled by the Imperial Government in Great Britain through the Colonial Office and through the Governor General. By 1914, however, Canada and the other British dominions had acquired considerable *de facto* power in the field of external relations. Therefore, 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 sought, within the existing constitutional framework of the Empire, a fuller control over its external relations. This trend was subsequently emphasized by the participation at the Paris Peace Conference of 1919 of a delegation led by Sir Robert Borden, by the signature of the Peace Treaty with Germany as well as other peace agreements, and by full membership in the League of Nations as one of the original members. This long process culminated in the Imperial Conferences of 1923 and 1926.

Canada's first efforts concerning its own external relations, in the early 1900s, took the form merely of creating improved administrative machinery at home. The first formal suggestion that a separate department be established to deal with ex-

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

In 1912, an amending act was passed placing the Department directly under the Prime Minister instead of the Secretary of State, and from April 1 of that year the Prime Minister held the portfolio of Secretary of State for External Affairs. The appointment of a separate minister for the Department was considered from time to time, but no action was taken until March 1946, when a bill was introduced to repeal the section of the act of 1912 providing that the Prime Minister should be the Secretary of State for External Affairs. The bill was passed on April 2 and five months later, on September 4, 1946,

the announcement was made of the appointment of the Honourable Louis St. Laurent as the first separate Secretary of State for External Affairs.

Early years

The Department began with a small 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 service, at least in some parts of the world. The new Department began to develop into an agency for the direct administration of Canada's external affairs.

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

An advance of the first importance in the Department's develop-

ment 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 a representative in Paris (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 ne-

gotiations. 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.

Canada's first attempts to have a diplomatic representative appointed in the United States were made towards the end of 1917. Owing to the importance of the constitutional issues that were raised, the project was postponed until the end of the war. Early in 1918, a Canadian War Mission was established at Washington to provide adequate representation and to secure closer co-operation in the conduct of the war effort. Soon after the war, the question of diplomatic representation was revived, and by 1920 the governments concerned agreed that a minister could be appointed to Washington. In spite of this agreement, the actual appointment was not made before 1926 and the first Canadian legation was opened in Washington early in 1927. This was followed in 1928 by the replacement of the Commissioner-General in Paris by a 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 with certain other foreign governments. The day after Canada's separate declaration of war on September 10, 1939, it was announced that the Canadian Government would send high commissioners to Australia, New Zealand, South Africa and Ireland. The governments of these countries reciprocated. The appointment in 1941 of a high commissioner to Newfoundland recognized the importance of that country to the defence of Canada.

The increasing magnitude of Canada's war effort and its growing international commitments led to a rapid increase of diplomatic exchanges with foreign countries. In 1942, by reciprocal agreement, Canada appointed ministers to the U.S.S.R. and China. During the war, a single Canadian minister was accredited to a number of allied governments then functioning in London or Cairo: those of Belgium, the Netherlands, Czech

oslovakia, 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, returned to Paris with the rank of ambassador. Separate missions are now established in the capitals of all these countries.

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

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. In the 1960s, Canada also developed its diplomatic relations in the French-speaking world, particularly the newly-independent French-language states of Africa.

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

Membership in the United Nations has increased Canada's responsibilities outside its own borders, and Canada has been represented on various organs of the United Nations since its formation in San Francisco in 1945. After Canada's election, for a term, to the Security Council in September 1947, a permanent Canadian delegation was established in New York in January 1948, and later in the year a small office was also opened in Geneva, the European headquarters of the world body. In view of the increasing responsibilities Canada has assumed in the organization since that time (e.g. Palestine truce supervision, the UN Military Observer Group in India and Pakistan, the United Nations Emergency Force, the 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 it ever since. In May 1952, on the establishment of the North Atlantic Council, a Canadian permanent delegation was set up in Paris to represent Canada's NATO interests. When, in October 1967, the headquarters of the NAC moved to Brussels, the Canadian delegation moved with it. Canada maintains in Paris a permanent delegation to the Organization for Economic Co-operation and Development. In addition to representing Canada on these permanent international bodies and their various committees, officials of the Department of External Affairs have been members of Canadian delegations at a large number of international conferences in recent years.

Kinds and numbers of missions

Today, Canada conducts its external relations with 164 countries through the following channels:

(a) *Embassies in:* Algeria, Argentina, Austria, Belgium, Brazil, Cameroon, Chile, People's Republic of China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Egypt, Ethiopia, Finland, France, the Federal Republic of Germany, Greece, Guatemala, Haiti, the Holy See, Hungary, Indone-

sia, Iran, Iraq, Ireland, Israel, Italy, Ivory Coast, Japan, Republic of Korea, Kuwait, Lebanon, Mexico, Morocco, the Netherlands, Norway, Pakistan, Peru, the Philippines, Poland, Portugal, Saudi Arabia, Senegal, South Africa, Spain, Sweden, Switzerland, Thailand, Tunisia, Turkey, the Union of Soviet Socialist Republics, the 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 Empire, 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, Mali, Mauritania, Mongolia, Mozambique, Nepal, Nicaragua, Niger, Oman, Panama, Paraguay, Qatar, Romania, Rwanda, Somali Republic, Sudan, Republic of Surinam, Syria, Togo, United Arab Emirates, Upper Volta, Uruguay, the 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;
- (d) *Non-resident high commissioners to:* Bahamas, Botswana, Cyprus, Fiji, Gambia, Grenada, Lesotho, Malawi, Malta, Mauritius, Papua New Guinea, Seychelles, Sierra Leone, Swaziland, Tonga, Uganda, Western Samoa;
- (e) *Commissioner in:* Hong Kong;
- (f) *Non-resident commissioners to:* Belize, Bermuda, the West Indies Associated States and Montserrat;
- (g) *Consulates general in:* Atlanta, Bordeaux, Boston, Chicago, Düsseldorf, Hamburg, Los Angeles, Marseilles, Melbourne, Milan, New Orleans, New York, San Francisco, Seattle, Strasbourg, Sydney;
- (h) *Consulates in:* Belfast, Birmingham, Buffalo, Cape Town, Cleveland, Dallas, Detroit, Glasgow, Manchester, Minneapolis, Philadelphia, Rio de Janeiro, San Juan, Sao Paulo, Stuttgart;
- (i) *Non-resident consul general in:* Monaco;
- (j) *Non-resident consuls in:* Macao, San Marino;
- (k) *Honorary consulate-general in:* Reykjavik;
- (l) *Honorary consuls in:* Acapulco, Guadalajara, Malaga;
- (m) *Military mission in:* Berlin;
- (n) *Canadian permanent missions to:* United Nations (New York), United Nations (Geneva), Conference of the Committee on Disarmament (Geneva), Secretariat of the General Agreement on Tariffs and Trade (GATT) (Geneva), United Nations Industrial Development Organization (UNIDO) (Vienna), International Atomic Energy Agency (IAEA) (Vienna), United Nations Environment Program (UNEP) (Nairobi);
- (o) *Canadian permanent delegations to:* North Atlantic Council (Brussels), United Nations Educational, Scientific and Cultural Organization (UNESCO) (Paris), Organization for Economic Co-operation and Development (OECD) (Paris), Mutual and Balanced Force Reduction Talks (MBFR) (Vienna);
- (p) *Canadian delegation to:* Multilateral Trade Negotiations (MTN) (Geneva);

Functions of the Department

- (q) *Canadian observer mission to: Organization of American States (OAS) (Washington);*
- (r) *Canadian mission (resident in Brussels) to the European Communities: European Economic Community (EEC), European Atomic Energy Agency (Euratom), European Coal and Steel Community (ECSC);*
- (s) *Permanent representative to: Food and Agriculture Organization (FAO) (Rome).*

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. A review of foreign policy published in 1970 identified these main purposes of national policy:

- (1) to foster economic growth;
- (2) to safeguard sovereignty and independence;
- (3) to work for peace and security;
- (4) to promote social justice;
- (5) to enhance the "quality of life";
- (6) 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 the light of foreign and domestic constraints, including the resources available to the Government.

In carrying out its responsibilities, the Department:

- (a) ensures the effective representation of Canada in other countries and in international organizations (the conduct of Canada's foreign relations involves extensive contact, communication and negotiation with other countries and organizations through a network of Canadian representatives abroad, as well as through

- the representatives of other countries and organizations in Canada);
- (b) collects and evaluates information about political, economic and other developments likely to affect Canada's interests;
 - (c) gives advice to the Government, often in consultation with other departments, on the formulation and implementation of policies or programs with international implications;
 - (d) ensures 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);
 - (e) reflects Canada abroad as a bilingual and multicultural society;
 - (f) provides assistance to Canadians travelling abroad.

Organization in Ottawa

The organization of the Department of External Affairs in Ottawa is designed to ensure strength and flexibility, and to facilitate the closest possible co-ordination between the discharge of operational responsibilities and the continuous development of the policy within which operations must be conducted.

The Under-Secretary has general responsibility for departmental policy and operations. He is aided by

five Deputy Under-Secretaries and four Assistant Under-Secretaries. Collectively, they constitute the *Under-Secretarial Group*. The incumbents of the Deputy Under-Secretary positions share with the Under-Secretary "line responsibility" for all departmental activities, while the four Assistant Under-Secretaries assume responsibility for specific issues and negotiations. In this way a clear chain of command for management of the Department's major sectors has been established and additional capacity has been made available at the senior level to take on individual major issues.

In order further to free senior management to concentrate on policy formulation, considerable responsibility has been delegated to the directors-general of the bureaux comprising the main body of the Department. These units gather most of the divisions of the Department into three groups: *area*, *functional* and *administrative*. This structure is also designed to exploit the advantages offered by adoption of a system of "country" planning and management. By its very nature, such a conception facilitates differentiation between matters that require decisions to be taken at the senior-management level and those that can be made at the management level immediately responsible for the direction of operations.

Under-Secretarial Group

Associated with the exercise of the Under-Secretary's responsibilities are certain functions that are carried out under the direct control of the Under-Secretarial Group. The role of the Departmental Press Officer is one such function. The Policy Planning Secretariat, which has particular responsibility for longer-term considerations, also reports directly to the Under-Secretarial Group, as do the Executive Information Service, the Inspection Service, the Office of the Chief of Protocol, the Chief Air Negotiator, the Adviser on Disarmament and Arms Control Affairs and various other officers on special assignment.

The *Departmental Press Officer* serves as the Minister's and the Department's official spokesman to the media and provides the official position on foreign-policy questions. Besides answering questions from journalists and handling the Department's day-to-day press relations, he arranges general press conferences for the Minister at home and abroad, and special briefings by departmental officials on complex subjects. The Press Office issues press releases on behalf of the Department and the Minister containing the formal announcements of the Department, texts of statements and speeches by the Minister, policy statements on international affairs, and the like. It assists Canadian journalists going abroad on assignment, and makes

arrangements for journalists accompanying the Minister when he visits foreign countries or attends international conferences. Similarly, it organizes programs for members of the press accompanying foreign leaders on official visits to Canada.

The *Policy Planning Secretariat* assists the Under-Secretarial Group in evaluating the effectiveness of current policies in the light of changing international and domestic circumstances, stimulating options and planning new directions in policy, and strengthening the Department's function as the leading organization in the management of Canada's foreign relations. The Chairman of the Secretariat is a member of the Under-Secretarial Group.

The *Inspection Service*, which reports direct to the Under-Secretary, is responsible for carrying out systematic independent reviews and appraisals of departmental operations both at posts abroad and at headquarters. It seeks to assist all levels of management in the effective discharge of their responsibilities by furnishing them with objective analyses, appraisals, comments and recommendations. The Inspection Service is integrated, including an officer from each of the two major departments besides External Affairs that are represented abroad — Industry, Trade and Commerce and the Canadian Employment and Immigration

Commission/Department. Representatives of other departments and agencies (e.g., the Canadian International Development Agency and the Canadian Government Office of Tourism) may be borrowed for particular inspection tours. The Service also assists the Interdepartmental Committee on External Relations by providing, *inter alia*, reports on the adequacy and effective use of the integrated support-service resources at posts abroad.

The *Executive Information Service* has responsibility for ensuring that senior management, both in Ottawa and abroad, receives a timely and concise flow of information. This involves monitoring the quality of reporting and preparing regular summaries and bulletins.

The *Office of the Chief of Protocol* handles matters of the accreditation and appointment of foreign diplomatic and consular representatives to Canada and heads of Canadian diplomatic and consular missions to other countries, which involves questions of diplomatic and consular privileges and immunities respecting both foreign representatives in Canada and Canadian representatives abroad. The Office plans, organizes and manages state and official visits to Canada and the hospitality involved, as well as other ceremonial and hospitality matters affecting the diplomatic corps in Ottawa and the

various consular corps in the principal Canadian cities.

The *Chief Air Negotiator* is responsible for the conduct of an extensive series of bilateral negotiations. He reports to the Interdepartmental Committee on Civil Aviation, which is responsible for co-ordinating domestic and international civil-aviation matters and making recommendations to the Minister of Transport and the Secretary of State for External Affairs.

As the Under-Secretary's principal adviser on disarmament policy, the *Adviser on Disarmament and Arms Control Affairs* represents Canada at meetings of major United Nations disarmament bodies, including the First Committee of the UN General Assembly and the Disarmament Commission, and also serves as a point of contact, by means of a consultative group, for those individuals and institutions, both within the Government and outside it, that are interested in or involved in disarmament and arms control.

Associated with the Adviser and reporting to him is the *Disarmament and Arms Control Office*, which, together with its involvement in the formulation of Canadian policy on disarmament and arms control, has the task of stimulating public-information activities relating to disarmament and initiating research and special projects in the field of disarmament and arms control.

The Office of the Adviser on Disarmament and Arms Control Affairs replaces the Arms Control and Disarmament Division, which was part of the Bureau of Defence and Arms Control Affairs. The duties performed by the defunct division will continue to be performed by the Office of the Adviser on Disarmament and Arms Control Affairs, except that operational responsibility for SALT and MBFR has been assumed for the time being by the Defence Relations Division. In addition, the Office is responsible for taking a special interest in policies relating to non-proliferation, looking towards the NPT Review Conference to be held in 1980, and is kept informed of all developments in this area (the Bureau of Commercial and Commodity Relations continues to be responsible for nuclear-safeguards matters).

The *Co-ordinator for Development Policy*, who reports to the Deputy Under-Secretary (Economic), is responsible for the co-ordination of all matters pertaining to the formulation of development-assistance policy — which includes not only development-assistance policy as such but also general Canadian policy towards developing countries. As the bearer of these responsibilities, the Co-ordinator is designated as the executive secretary of the Interdepartmental Committee on Economic Relations with Developing Countries.

The *Interdepartmental Committee on External Relations*, made up of deputy ministers of departments with major interests in foreign operations, is served by a Secretariat that is responsible to the Under-Secretary in his capacity as chairman of the ICER. The ICER was established in 1970 and was, in specific terms, to guide the foreign-service integration process. In more general terms, the ICER advises the Government on matters such as the formulation of broad policy, the harmonization of departmental plans and the allocation of resources for foreign operations.

Area bureaux

Each of the five area bureaux co-ordinates the formulation and conduct of Canadian policy towards the countries of the region with which it is concerned, and supervises the operations of the diplomatic and consular posts in that region.¹ The main responsibility of each post is the quality of Canada's relations with the country in which it is situated. The area bureaux are the main points of contact on bilateral matters for the diplomatic missions of other countries in Canada. They also advise both other government and private agencies regarding the policies of such agencies towards the countries and multilateral organizations with which they have specialized relations.

In co-operation with other government entities, the area bureaux make substantive arrangements for official visits (both incoming and outgoing), many of which take place at ministerial, head-of-state or head-of-government level. An allied responsibility of these bureaux is the preparation of the policy-briefing and advisory materials associated with such visits.

Responsibility also devolves upon the area bureaux for supervising the allocation of resources at posts and between posts, and for ensuring the effective management of individual missions.

The *Bureau of African and Middle Eastern Affairs* directs the activities of three divisions: *African Affairs (Anglophone)*, *African Affairs (Francophone and Maghreb)* and *Middle Eastern*. Within the bureau's extensive and diverse region, 21 posts, 16 with multiple accreditation, maintain Canada's relations with more than 60 countries. The Arab-Israeli confrontation, southern African questions, Canada's growing economic relations with the Middle East and the security situation in a number of French-speaking countries, as well as the expansion and diversification of Canadian activities in French-speaking Africa, are among the Bureau's most active concerns.

The *Bureau of Asian and Pacific Affairs* directs the work of three divisions — *Northeast Asian*, *Pacific Affairs* and *South Asia* — and through them the work of 17 diplomatic and consular missions. The bureau is responsible for the implementation and general co-ordination of Canadian Government policies and programs in an area that contains over 60 per cent of the world's population, exhibits dramatically different cultural, political and economic characteristics, and stretches east from Afghanistan as far as Oceania and north from Australasia to the Sea of Japan. The region contains some of the world's wealthiest industrialized countries, as well as many of the poorest. Substantial Canadian con-

(1) See Appendix, p.39

nections with the region date back many years and have grown impressively, especially in recent years, to the point where Japan has become Canada's second-largest national trading partner. Development-assistance programs in the region are among the oldest in which Canada has participated. This deep commitment will continue in the future.

The *Bureau of European Affairs* has recently been reorganized. The present *Europe II Division* consists of the countries that come under the responsibility of the Canadian ambassadors accredited to the members of the European Community; the other Western European countries have been grouped within *Europe III Division*. The former Eastern European Division has become *Europe I Division*.

The *Bureau of United States Affairs* and its two divisions, the *United States General Relations Division* and the *United States Transboundary Relations Division*, co-ordinate Canada's relations with the United States. The United States General Relations Division is concerned with the broad policy aspects of these relations, as well as the operations of the Canadian Embassy in Washington and the 15 consulates and consulates-general

throughout the United States. The United States Transboundary Relations Division focuses on the numerous bilateral environmental, energy and other questions with transboundary implications.

The *Bureau of Latin American and Caribbean Affairs* is responsible for co-ordinating and managing Canada's relations with all countries of the western hemisphere except the United States of America. The 20 countries of Latin America — including the Caribbean islands of Cuba, the Dominican Republic and Haiti — are the concern of the *Latin American Division*, which also oversees the work of the Canadian Permanent Observer to the Organization of American States and Canadian representatives to a variety of other inter-American agencies. The *Caribbean Division* is concerned with Canada's relations with the Commonwealth Caribbean, Bermuda and Surinam — a total of 18 territorial entities — and with some aspects of relations with the principal organizations of the region, the Caribbean

Community and Common Market (CARICOM) and the Caribbean Development Bank. Canadian sales to Latin America are approximately two-and-a-half times as large as those to Eastern Europe and the Middle East, one-quarter larger than those to Asia (less Japan) and three-and-a-half times as large as those to Africa. Canadian sales to the Caribbean amount to almost 75 per cent of Canadian shipments to French-speaking and English-speaking Africa combined.

Thus Latin America and the Caribbean offer a very good opportunity for the implementation of Canada's "Third Option" policy.

Corresponding to the area bureaux are ten bureaux organized on a functional basis: Commercial and Commodity Relations; Development, Industry and Science Relations; Defence and Arms Control Affairs; Legal Affairs; Consular Services; United Nations Affairs; International Cultural Relations; Information; Co-ordination; and Intelligence Analysis and Security. Though not technically a bureau, the Operations Centre is for practical purposes included among the functional units.

The *Bureau of Commercial and Commodity Relations* is responsible within External Affairs for the co-ordination and development of general international economic policy and the advancement of Canadian economic interests in the international sphere. The Bureau has particular responsibility with respect to commercial policy, energy matters (including nuclear-non-proliferation controls) and international commodity issues. This function requires the Bureau to work closely with the economic departments of the Federal Government and brings it into frequent contact with the provinces and the private sector, both industrial and academic. The Bureau consists of the Commercial and General Economic Policy Division and the Commodity and Energy Policy Division.

The *Commercial and General Economic Policy Division* has the principal responsibility in External

Affairs for the development of Canadian commercial policy. As such, it deals with the Multilateral Trade Negotiations, with the development of trade policy generally, with special import-policy questions, and with agricultural and industrial trade issues. It is responsible in the Department for co-ordination of Canadian policy towards the GATT and provides a Secretary for the Interdepartmental Committee on Commercial Policy. The division is also responsible in the Department for the development of Canadian international economic policy and has the Department's principal liaison function with the Department of Finance and the Bank of Canada on international economic and monetary questions. It is responsible for co-ordination of Canadian interests in the OECD and for general co-ordination of Canadian positions with respect to economic summit meetings and the dialogue with developing countries. In this latter respect, the division is responsible for co-ordinating Canadian interests in the UNCTAD and provides a Secretary for the Interdepartmental Committee on External Relations with Developing Countries. It is the principal focus in the Department for relations with the Canadian Export Association, the Canada Manufacturers' Association and Canadian labour organizations.

The *Commodity and Energy Policy Division* is responsible for the ex-

ternal-relations aspects of Canada's commodity and energy policies. In energy, this includes bilateral and multilateral questions and negotiations relating to nuclear energy and safeguards, conventional energy (oil, natural gas and coal) and new forms of energy. The division also deals with matters concerning: the International Atomic Energy Agency, which is responsible for applying safeguards under Canadian nuclear agreements; the International Energy Agency, in which energy-policy co-ordination with other industrialized countries takes place; and the Nuclear Energy Agency of the Organization for Economic and Commercial Development.

As far as commodities are concerned, the division monitors international developments affecting both mineral and agricultural commodities and assists, with other interested departments, in the formation of Canadian commodity policy. The division co-ordinates Canadian participation in meetings of international commodity organizations and in international discussions and negotiations, in UNCTAD and elsewhere, on individual commodities and on the Common Fund.

The *Bureau of Development, Industry and Science Relations* develops and co-ordinates policy and initiatives on broad questions of major significance for Canada in interna-

tional-development, scientific, investment and environmental affairs. It comprises three divisions: Development and Export Financing Policy; Industry, Investment and Competition Policy; and Science, Environment and Transportation Policy.

The *Development and Export Financing Policy Division* provides a focus for departmental responsibility respecting the development of aid policy, and a channel for consultation with the Canadian International Development Agency and the International Development Research Centre, and with other government departments and agencies that have an interest in particular aspects of development-assistance activities, both bilateral and multilateral. The division also brings foreign-policy considerations to bear on Canada's program of official export credits, and provides liaison with the Export Development Corporation. It supplies representation at relevant inter-departmental consultations on aid questions and international understandings related to official export credits. It participates in the preparations for and helps to staff Canadian delegations to international conferences concerned with aid and development matters, such as the Colombo Plan Consultative Committee, the United Nations Conference on Trade and Development, the United Nations Development Program, the

International Bank for Reconstruction and Development and the regional development banks to which Canada belongs.

The *Industry, Investment and Competition Policy Division* has principal responsibility within the Department for industrial co-operation policy. It is the main liaison with the Department of Industry, Trade and Commerce, the Canadian International Development Agency and other concerned departments and agencies on the elaboration of policy for and the framework for implementation of industrial competition with industrialized and developing countries. Its concerns in this area include developments in Canadian industrial strategy, and extend to the transfer of technology and related issues under discussion in the UNCTAD forum and responsibility for Canadian participation in the United Nations Industrial Development Organization and the United Nations Conference on Science and Technology for Development. Its other major responsibilities are in the investment area — including liaison with the Federal Investment Review Agency and the business community and developments in the OECD and the UN relating to multinational corporations — and in the fields of competition policy and intellectual property, where it co-ordinates policy development, principally with the Department of Consumer and Corporate Affairs and

the international agencies concerned, such as the OECD and the World Intellectual Property Organization.

The principal responsibilities and functions of the *Science, Environment and Transportation Policy Division* are: to provide a focus for departmental responsibilities in the development and co-ordination of Canada's international scientific and environmental policies and activities; co-ordination of scientific and environmental relations with international organizations; liaison and co-ordination with science-based departments and agencies of the Canadian Government on these matters; and administrative direction of official scientific representation abroad. The division is responsible for bilateral air relations and the negotiation of air agreements, and for foreign-policy co-ordination in regard to Canadian participation in international organizations concerned with transportation, with telecommunications and with the use of outer space.

The direct relation between foreign policy and defence policy requires close liaison between the Department of External Affairs and other departments concerned, particularly the Department of National Defence. The *Bureau of Defence and Arms Control Affairs* is responsible for these aspects of the Department's work. There is close co-ordination and some overlap of responsibility

between the Bureau and the recently-appointed Adviser on Disarmament and Arms Control Affairs.

The co-ordination of Canadian foreign and defence policy in connection with Canada's participation in North American defence, Canadian membership in the North Atlantic Treaty Organization and other military activities abroad including peacekeeping, is carried out through a variety of interdepartmental channels and groups in which the Department is represented. The Secretary of State for External Affairs is the chairman of the Cabinet Committee on External Policy and Defence, the meetings of which are attended by the Under-Secretary and other officials from the Department as required. The Department is also represented on various senior interdepartmental bodies that advise on aspects of defence policy. The Director-General of the Bureau is a member of the Canadian Section of the Canada United States Permanent Joint Board on Defence, and the Bureau provides the Secretary of the PJBD's Canadian Section. It also represents the Department on the Canada United States Civil Emergency Planning Committee.

The *Defence Relations Division* has the general task of co-ordinating departmental views and preparing policy proposals on the multilateral defence aspects of Canadian foreign policy. In carrying out this task, the

division engages in extensive liaison with the Department of National Defence, as well as other departments and agencies such as the Privy Council Office and the Department of Industry, Trade and Commerce.

This division is concerned with the foreign-policy and defence-policy aspects of Canada's participation in NATO. This responsibility involves continuous departmental and inter-departmental co-operation in the preparation of instructions for the Canadian delegation to NATO in Brussels on the wide range of subjects of concern to the Alliance, as well as in preparations for the semi-annual meetings of NATO foreign and defence ministers. The division provides advice with respect to the financing and staffing of Canada's NATO delegation and the placing of Canadians on NATO's International Secretariat.

The division is responsible for the recommendation and co-ordination of Canadian policies on negotiations directed to the management and balance of nuclear and conventional forces maintained by the members of NATO and the Warsaw Pact. Among these are the Strategic Arms Limitation Talks (SALT) between the United States and the Soviet Union, which involve close consultation between the United States and its NATO allies, and the negotiations on Mutual and Balanced Force Reduction Talks (MBFR) in Central Europe.

The North American and Bilateral Relations Section is responsible for ensuring that foreign-policy considerations affecting the defence of North America are fully considered in the formulation and implementation of defence policy. It works with other departments to ensure a co-ordinated Canadian approach to co-operative ventures with the United States designed to contribute to the defence preparedness of North America. It is also concerned with the negotiation and operation of bilateral training agreements with the United States, the Federal Republic of Germany and Britain.

Since the Defence Structure Review of 1975, this division has assumed responsibility for the consideration of foreign-policy aspects of major defence-procurement programs. In addition, it helps make arrangements for naval visits, clearances for military aircraft and the overseas tour of the National Defence College.

The Military Assistance and Peacekeeping Section of the division co-ordinates Canadian military-training assistance to developing countries (an activity that is financed through the Department's appropriations). It co-operates with the Department of National Defence in the preparation of recommendations on international peacekeeping operations, including the various military

contributions to United Nations operations. It is also responsible for advice on the theory and practice of peacekeeping that may be required for use at the United Nations and in other international forums. This section is responsible as well for Canada's relations with Cyprus.

The *Bureau of Legal Affairs*, under the general policy direction of the Director General of Legal Affairs, performs two distinct but closely-related functions. These are reflected in the two divisions — Legal Advisory and Legal Operations — that make up the bureau, each division functioning independently under its own director.

In its advisory role, the bureau provides advice to the Department of External Affairs and other government departments on matters of international law, to ensure that, in the conduct of Canada's international relations, full account is taken of existing and emerging principles of international law. The bureau replies to enquiries from the legal profession, the academic community and the general public on matters of international law.

In its operational role, the bureau has direct responsibility for Canada's contributions to the progressive development of international law, in the light of Canadian interests. It is particularly active, therefore, in those important areas of international relations where the legal regime is emer-

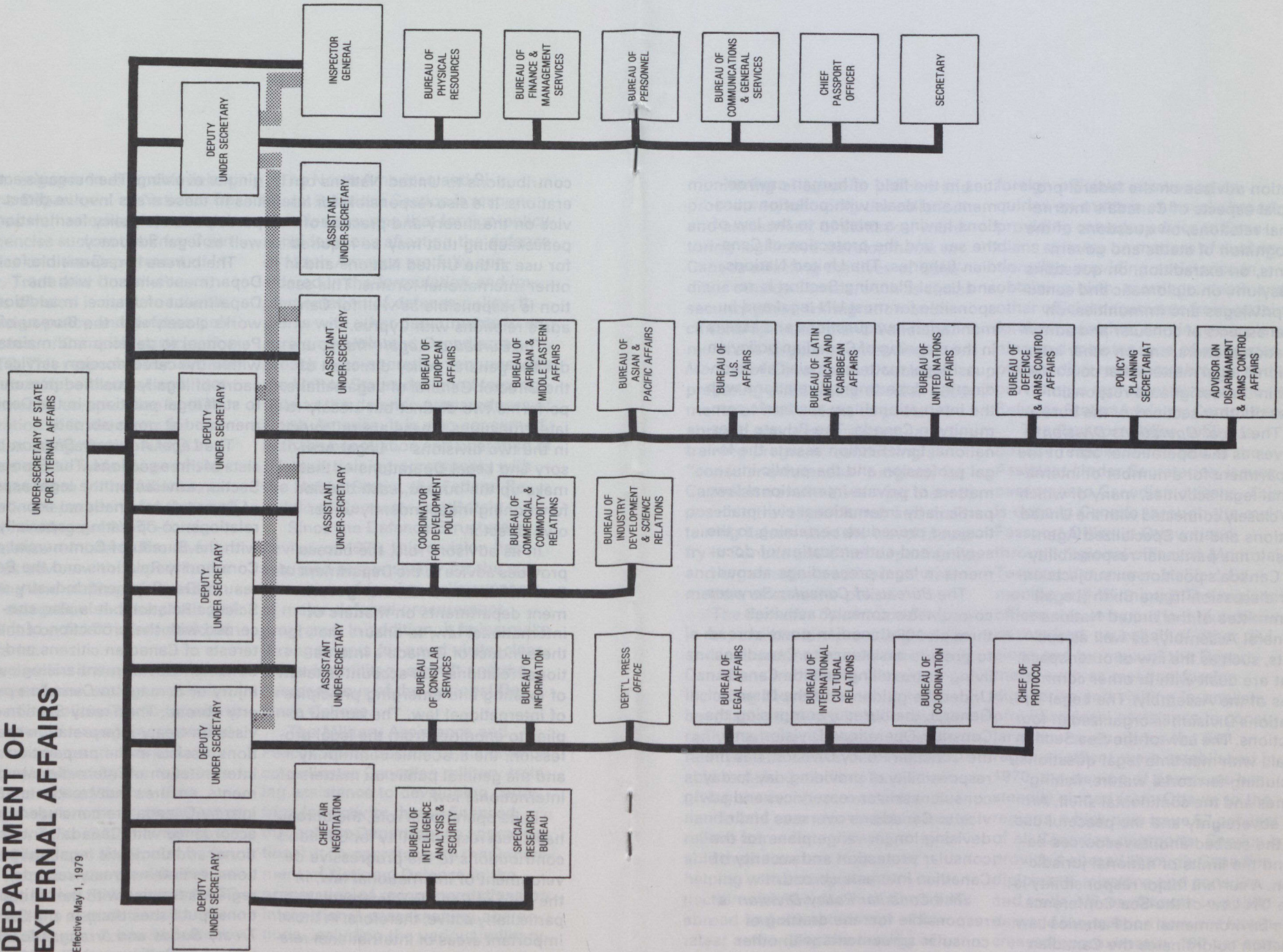
ging or evolving. The bureau's activities in these areas involve direct participation in policy formulation as well as legal advocacy.

The bureau is responsible for the Department's liaison with the Department of Justice. In addition, it works closely with the Bureau of Personnel to develop and maintain, within the career foreign service, a cadre of legally-qualified personnel to staff legal positions in the Department and at posts abroad.

The *Legal Advisory Division* consists of three sections. The Economic Section advises on the legal aspects of Canada's international economic relations, co-operating especially with the Bureau of Commercial and Commodity Relations and the Bureau of Development, Industry and Science Relations. It is also concerned with the protection of the interests of Canadian citizens and the Canadian Government arising out of injury or damage to Canadian property abroad. The Treaty Section advises on treaty-interpretation questions, assists in the preparation and interpretation of international agreements, ensures that treaties entered into by Canada are concluded in accordance with Canada's international and domestic legal obligations, maintains treaty records, registers treaties with the United Nations, publishes them in the *Canada Treaty Series* and arranges for their tabling in Parliament. The Advisory

DEPARTMENT OF EXTERNAL AFFAIRS

Effective May 1, 1979



Section advises on the federal-provincial aspects of Canada's international relations, on questions of the recognition of states and governments, on extradition, on questions of asylum, on diplomatic and consular privileges and immunities, on legal aspects of consular and administration matters, and on other international legal matters that do not fall within the designated responsibilities of other sections of the bureau.

The *Legal Operations Division* serves as the operational arm of the Department for a number of international legal activities, many of which are closely connected with the United Nations and the Specialized Agencies. It has particular responsibility for Canada's position on subjects under discussion in the Sixth (Legal) Committee of the United Nations General Assembly, as well as subjects, such as the law of outer space, that are dealt with in other committees of the Assembly. The Legal Operations Division is organized in four sections. The Law-of-the-Sea Section deals with maritime legal questions, including territorial waters, fishing zones and the continental shelf, Arctic sovereignty and the peaceful use of the seabed and its resources beyond the limits of national jurisdiction. A current major responsibility is the UN Law-of-the-Sea Conference. The Environmental and Fisheries Law Section co-ordinates the Canadian approach to international legal activ-

ities in the field of human environment and deals with pollution questions having a relation to the law of the sea and the protection of Canadian fisheries. The United Nations and Legal Planning Section is responsible for most UN legal and humanitarian-law questions and assists in the planning of Canadian policy on quasi-legal matters, as well as co-ordinating departmental relations with the international-law academic community in Canada. The Private International Law Section assists the legal profession and the public in matters of private international law, particularly international civil practice and procedure pertaining to the serving and authentication of documents in legal proceedings abroad.

The *Bureau of Consular Services* co-ordinates consular activities through 108 Canadian posts abroad to provide assistance to Canadians living or travelling outside Canada. Under the guidance of the Director General, the bureau, comprising the Consular Operations Division and the Consular Policy Division, has the responsibility of providing day-to-day consular assistance, services and advice to Canadians overseas and of devising longer-range plans for the consular protection and security of Canadian interests abroad.

The *Consular Policy Division* is responsible for: the drafting of consular agreements with other countries; the development and

monitoring of consular policies and procedures, including the collation and assessment of statistics; monitoring legislative developments in Canada affecting the lives of Canadians outside Canada, such as social-security plans, immigration and citizenship matters and Canadian merchant shipping; amending the *Manual of Consular Instructions*; preparing and issuing circular documents of instructions to posts abroad; conducting a consular-training program; conducting a "consular-awareness" program for Canadian travellers, warning them of possible travel problems; and maintaining liaison with the travel industry in Canada and other departments and organizations concerned with matters of consular policy.

The *Consular Operations Division* is responsible for: providing advice and instructions to posts concerning Canadians in difficulty abroad, including those who are ill, have been injured, or are in jail or temporarily destitute; contacting friends, relatives and others who might be able to help Canadians in distress; giving them, where warranted, financial aid on a recoverable basis to relieve immediate distress or to enable them to return to Canada; helping with arrangements in connection with the death of Canadians abroad and the settlement of estates; authorizing the issuing of diplomatic and courtesy visas to

foreign officials; answering enquiries on matters of travel abroad; providing consular advice to Canadians at home on matters of dual nationality; providing assistance in obtaining birth, marriage, death and other official documents from certain foreign countries; contingency planning and maintenance of a register of Canadian residents abroad; and providing a representative on the Refugee Status Advisory Committee.

The *Passport Office*, which is directly responsible to one of the Assistant Under-Secretaries, issues passports to Canadian citizens. This is done in Canada through the main Passport Office in Ottawa and through regional offices in Montreal, Toronto, Vancouver, Halifax, Edmonton and Winnipeg. The regional offices also carry out local functions, as required, on behalf of other divisions and bureaux of the Department, such as meeting foreign dignitaries and visiting journalists, providing local assistance in consular matters, etc. Since the first regional offices were established in 1970, the issuing of passports has steadily shifted from Ottawa to the regions, which now issue 57 per cent of all Canadian passports. Service is provided abroad through Canadian diplomatic missions and consular and trade offices. Growth in public demand for passport services has increased approximately 100 per cent during the past ten years.

The Passport Office also issues certificates of identity and United Nations Refugee Convention travel documents to non-Canadians legally landed and currently living in Canada who are eligible to receive them.

The *Bureau of United Nations Affairs*, which consists of two divisions, United Nations Political and Institutional Affairs and United Nations Social and Humanitarian Affairs, provides advice on and co-ordinates the implementation of Canadian policy towards the United Nations and its programs and the related "family" of Specialized Agencies. A major function of the bureau and its divisions is to assist in the appointment, briefing and co-ordination of the Canadian delegations that participate in the many UN meetings that offer an opportunity to advance Canadian policy objectives on the multilateral level. In addition to its major co-ordinating responsibility, the bureau has a variety of operational responsibilities and serves as the headquarters link with the Permanent Missions to the UN in Geneva and New York, as well as with other Canadian missions respecting the UN tasks they discharge.

The *United Nations Political and Institutional Affairs Division* has the task of assessing, on a continuing basis, the political implications of developments in the Security Council, the General Assembly and other UN

organs and the Specialized Agencies. It also examines and co-ordinates Canadian policy and activities regarding the institutional development of the United Nations system and the co-ordination of administrative, personnel management, financial and budgetary matters throughout the United Nations family of organizations. The division chairs and co-ordinates the activities of the Interdepartmental Committee on Personnel Questions in Intergovernmental Organizations, which encourages the selection and recruiting of qualified Canadians for service at senior levels in international secretariats.

The *United Nations Social and Humanitarian Affairs Division* is responsible for co-ordinating Canadian international policy and activity relating to social questions, human rights, refugees and humanitarian and emergency assistance.

The *Bureau of International Cultural Relations* is responsible for all cultural, artistic, academic and historical affairs and for sports liaison within the Department of External Affairs in Ottawa and at Canadian missions and cultural centres abroad. Its three divisions — Academic Relations, Cultural Affairs and Historical — are concerned with the promotion of Canadian objectives and policies abroad, in particular mutual understanding between Canada and various countries such as the United

States, members of the European Community and Japan. The bureau works closely with other federal departments and agencies, with provincial governments and with private organizations and individuals in the academic, cultural and sports communities.

The *Academic Relations Division* offers awards on behalf of the Government of Canada to nationals of certain countries for graduate scholarships and post-doctoral fellowships.

Included under the program are all areas of the arts, the humanities, the social, physical and biological sciences and engineering. Awards are offered to graduates of high academic standing. They are tenable only in Canada, and a proposed program of study must focus on a Canadian subject or include Canadian content.

Most of the countries to which Canada offers awards have similar programs for Canadians.

Within its program of helping to provide opportunities for Canadian professors and graduate students to maintain and develop contacts with institutions and individuals outside Canada, the Division encourages and facilitates international university contacts wherever possible. With the exceptions of China and the U.S.S.R., direct financial assistance is not usually made available. Under agreements with

China and the U.S.S.R., the Department participates financially in certain academic exchanges: there is an annual exchange with the U.S.S.R. of five researchers in the social sciences and humanities for a total of up to 20 months and an exchange of ten graduate and young post-doctoral fellows. With the People's Republic of China there is an exchange of 18 students.

Through its program of Canadian Studies at foreign universities, the Division encourages the development of teaching, research and publication on Canadian subjects in certain countries (principally the United States, France, Britain, Germany, Japan, Italy and Belgium).

The Division co-operates with appropriate organizations like the Canadian Council of Ministers of Education to facilitate Canadian participation in international education conferences and meetings arising out of Canadian membership in organizations such as the Organization for Economic Co-operation and Development, UNESCO and the Commonwealth.

Through its program of providing foreign policy information to Canadians, the Department makes officers available to Canadian universities and related organizations for discussions of foreign policy matters. Each year the Department also provides two or three officers as Foreign Service Visitors to Canadian universities.

More information on the Division's activities is contained in the Department's publication *International Cultural Relations*.

The *Cultural Affairs Division* is responsible for the promotion of cultural relations between Canada and other countries, subject to Canada's foreign-policy objectives and specific priorities. Canadian cultural initiatives abroad are designed to enhance the image of Canadians as creators of cultural works of quality. Such initiatives also provide new opportunities for Canadian artists to compare, learn, compete and grow in the international arena. By endowing Canada's cultural relations with new dimensions, particularly its relations with countries of political and economic importance to Canada, cultural activities abroad support the Canadian foreign-policy aims of improving understanding, creating closer contacts and deepening mutual esteem among nations. Cultural programs involve professional artists in all areas — the performing arts, the visual arts, literature and the broad socio-cultural field — encompassing projects such as concert tours, travelling exhibitions, lecture tours, book donations, participation in major international festivals and international cultural meetings and special events such as "Canada Weeks". The division also invites foreign specialists in the arts to visit this

country to meet their Canadian colleagues and experience the diversity of Canada's cultural activity. Cultural affairs are co-ordinated abroad under the public-affairs programs of Canadian embassies and missions. In Paris, Brussels and London, there are special facilities to "showcase" Canadian artists. The Cultural Affairs Division negotiates and administers special programs of artistic exchanges under formal cultural agreements with certain countries and informal arrangements with others. It also co-ordinates Canada's involvement in certain aspects of its membership in the United Nations Educational, Scientific and Cultural Organization (UNESCO). The division maintains contact with other cultural agencies and associations engaged in the promotion of the Canadian arts abroad, and helps keep Canadian organizations informed of cultural activities outside the country.

The *Historical Division* is responsible for the archive activities of the Department, for historical work in the realm of foreign affairs, and for the preparation of background material on international issues for use in the Department. The division deals with requests from scholars studying Canada's external relations for access to departmental records and, when possible, assists them with their research. It also conducts the Department's program of oral history.

One of the major tasks of this division is the compilation and editing of state papers in the series entitled *Documents on Canadian External Relations*, nine volumes of which have already been published. For technical reasons, Volume 12 (1946) has preceded Volumes 9, 10 and 11, which will cover the remaining years of the war. Though Volume 9 is expected to be released in the second half of 1979, it is still too soon to set approximate dates for the publication of Volumes 10 and 11, work on which is progressing as planned.

From time to time, the division also undertakes special projects, one of which is the compilation and publication of documents on pre-Confederation relations with Newfoundland. Volume 1 of this study appeared in 1975, and it is planned to have Volume 2 released in time to mark the thirtieth anniversary of Newfoundland's union with Canada.

The division also serves as a link with the Pan-American Institute of Geography and History, an official agency of the Organization of American States.

The *Bureau of Information* has the tasks of supporting Canadian foreign-policy objectives by spreading the knowledge of Canada abroad, and of creating within Canada an understanding of the activities of the Department of External Affairs. It is thus responsible for the Department's programs of information and media

relations outside Canada and for informing the Canadian public of Canada's external relations.

The activities of the bureau support all programs of the Federal Government abroad. Thus they require continuous liaison with other federal departments and agencies, with provincial governments and with private organizations. Joint planning and close co-operation with the Bureau of International Cultural Relations ensure the operation of an integrated public-affairs program at Canadian missions.

The external programs of the bureau are focused primarily on the United States, Britain and members of the European Economic Community, France and other members of La Francophonie, and Japan, though every Canadian mission is prepared to respond to enquiries about Canada. The components of the bureau are the External Information Programs Division, the Domestic Information Programs Division and the World Exhibitions Program.

The *External Information Programs Division* directs and provides material support for the programs of public information undertaken by Canadian posts. It produces information materials and conducts projects in support of Government policies and programs adapted to the requirements of particular audiences.

The day-to-day information activities of this division involve all the

media of communication and cover a broad range of topics. Canadian posts receive up-to-date printed materials to help them respond to inquiries; special research is often required to answer detailed requests. Selected audiences are the recipients of a variety of publications, issued in a number of languages, either dealing with specific aspects of Canada and Canadian life or presenting Canadian policies and positions. Foremost among these are: *Canada Weekly*, a bulletin of features and news for the public and the media abroad; *Statements and Speeches*, a series dealing mainly with international affairs; *Reference Series*, a growing list of pamphlets on Canadian subjects; *Photosheet*, a poster intended principally for students, consisting of a concise text illustrated by colour photographs of the regions of Canada and of various Canadian activities; and *Canada*, a colour-illustrated brochure of facts and figures. Illustrated articles and photostories are sent to posts for the use of local publications or for use in periodicals published at key missions in the national tongues. Numerous books and pamphlets are bought from private publishers for selective distribution abroad.

Films on Canada's international aims are commissioned or obtained from the National Film Board and from private film-makers. Arrangements are made with the Canadian

Broadcasting Corporation for the production or supply of television programs for use at posts. Records, transcriptions and radio programs are distributed in co-operation with Radio Canada International. Specially-prepared displays and exhibits are shown abroad, frequently in collaboration with the Canadian Government Expositions Centre and other departments.

Background materials are also prepared to help officers at posts meet speaking engagements. Journalists and "opinion-formers" are frequently invited to Canada for briefing on Canadian affairs and for familiarization tours. The Information Services Division also undertakes special projects such as "Canada Weeks", multi-media projects to illustrate particular events and public-relations projects with major policy themes. Its activities also include the development of the public-relations aspects of visits abroad by Canadian Cabinet ministers and by the celebration of important anniversaries and international events.

The *Domestic Information Programs Division* has three responsibilities: to make sure that missions are informed of policy developments at the federal and provincial levels; to answer enquiries from Canadians; to increase domestic awareness of Canada's foreign policy. Seeing that posts are informed involves the

monitoring of all important Government announcements and all major public-policy developments in Canada, as well as the immediate transmission of advice on these matters to Canada's embassies, high commissions and consulates. The Canadian public enquires about foreign policy through letters, telephone-calls and personal visits; a correspondence and enquiries unit is maintained within the division to handle these, and guides are on hand during the summer to show visitors round the building the Department of External Affairs occupies in Ottawa. Canada's relations with multilateral organizations (the UN, NATO, the European Community, the Commonwealth and La Francophonie) and Canadian foreign policy on matters as diverse as human rights, disarmament, East-West and North-South relations, the law of the sea and development assistance are explained by means of booklets, "resource kits", "audio tapes", speaking tours, conferences and other modes of communication.

The *World Exhibitions Program* is concerned with liaison and representation at the International Bureau of Exhibitions in Paris. It co-ordinates the handling of invitations to take part in world exhibitions, determines interdepartmental interest and makes recommendations. It also provides

for the organization and direction of Canadian participation in world exhibitions.

The *Bureau of Co-ordination* co-ordinates and develops policies concerning provincial participation in Canada's international relations and Canada's role in the institutions and activities of the Commonwealth and of La Francophonie. It comprises three divisions: Federal-Provincial Co-ordination, Commonwealth Institutions and Francophone Institutions.

The *Federal-Provincial Co-ordination Division* is responsible for developing policies and procedures whereby the international interests of the provinces are compatibly incorporated into the conduct of Canada's foreign relations. To ensure that Canada's federal character is fully reflected on international issues, the division seeks to co-ordinate the activities of federal departments and agencies, Canadian posts and provincial governments. In a continuing effort to develop more effective procedures of consultation on the various aspects of Canada's international activity that concern both levels of government, the division maintains close contact with provincial officials. By being aware of provincial aims and policies on international questions, the Department can recognize areas where federal and provincial interests may

conflict and so promote effective solutions.

The division advises the Secretary of State for External Affairs on international matters that involve provincial governments and on policy matters relating to the expanding interests of the provinces in the international arena.

The division assists the provinces in other ways. For example, it makes available to provincial officials the services of the Department's network of foreign missions and of its extensive telecommunications facilities. It co-ordinates the increasing number of visits abroad by provincial authorities and by foreign officials to the provinces. Within the framework of normal diplomatic practice, the division helps establish contact between provincial and foreign governments. It seeks to ensure that provincial concerns are articulated as part of Canada's activities in international organizations through the provision of information, the process of consultation, and provincial representation on delegations to certain international conferences. It consults regularly with the provinces on Canada's accession to international agreements that involve provincial jurisdiction. The division has developed and is putting into practice procedures whereby information and documentation relating to provincial interests in the United States

and the European Community are regularly sent to provincial authorities.

The *Commonwealth Institutions Division* co-ordinates Canada's multilateral relations with the 37 independent countries of the Commonwealth, as well as with the Commonwealth Secretariat in London and the many Commonwealth official and non-governmental organizations.

In the governmental field, these responsibilities involve, among other things, co-ordinating Canada's participation in Commonwealth heads-of-government meetings and senior officials' (secretaries to cabinet) conferences, as well as advising and working with the functional divisions, departments and agencies involved in Commonwealth meetings and programs in the various fields of Commonwealth functional co-operation. In carrying out these functions, the division serves as the main channel for formal communications with the Commonwealth Secretariat in London.

In the non-governmental field, the division also has an advisory and liaison role with regard to Canadian association with the 300-odd non-governmental institutions and organizations that operate on a Commonwealth basis.

The *Francophone Institutions Division* co-ordinates Canada's multilateral relations with the 35 or so countries making up the French-speaking world community, as well as with French-speaking intergovernmental authorities and the many private French-speaking international associations.

At the governmental level, the division helps formulate and implement Canada's multilateral policy regarding the French-speaking countries and the institutions and programs of the international French-speaking community. Thus it is called on to co-ordinate the formulation and implementation of Canadian policy at meetings of the institutions of the Agency for Cultural and Technical Co-operation, the main forum of the world French-speaking community. Since its creation in 1970, the Agency has brought together about 26 member countries, two associate states, and two participating governments (Quebec since 1971 and New Brunswick since 1977). The division thereby ensures the participation of the Canadian Government and of those provincial governments involved in the programs and other activities of the Agency.

The division also co-ordinates Canadian participation in the two major French-speaking ministerial conferences of which Canada is a

member — the Conference of Ministers of Education and the Conference of Ministers of Youth and Sports of French-speaking Countries.

In the non-governmental sphere, it provides liaison with private international French-speaking associations and agencies and lends them its support with a view to promoting effective and representative Canadian participation.

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

The *Operations Centre* was set up to improve the ability of the Department and the Government to react quickly and to alert ministers and officials to reports and events of immediate significance for Canadian interests. Special task forces are often formed to deal with crises, and are located physically in the Centre, thus providing a useful focal-point for decision-making and information-gathering.

Administrative bureaux

The administrative bureaux, which complete the headquarters bureaux structure, are Communications and General Services, Finance and Management Services, Personnel, and Physical Resources. These support bureaux run the machinery for the widely-dispersed operations of the Department and, in consultation with the area bureaux, help to administer its resources.

The *Bureau of Communications and General Services* consists of the Information Systems and Records Management Division, the Library Services Division and the Telecommunications Division, as well as the Accommodation Section, the Telephone Services Section and the Word-Processing Services Unit.

The *Information Systems and Records Management Division* is responsible for the operation of the computer-based information-storage and -retrieval system introduced in the Department in 1978, and for all manual records services. The division has charge of all records services at headquarters, and exercises general control over post records. It is responsible for the handling of all official correspondence with a Department-wide classification system, employing both computerized and manual procedures. Research and reference services are provided for headquarters and post records personnel and for the para-professional

information-control officers recruited to manage the computer-indexing system. The division is also responsible for scheduling valuable records for retention or transfer to the Public Archives and valueless ones for destruction.

With the promulgation of the Canadian Human Rights Act on March 1, 1978, a Privacy Act Officer was assigned to handle requests for access to departmental files under the general guidance of the Departmental Privacy Act Co-ordinator.

The *Library Services Division* is composed of a main library and one branch library specializing in international law. The Library provides information and research services to departmental staff at home and abroad and, in addition, to university professors and other researchers.

The Library Services Division assists with the planning of physical facilities for libraries at posts abroad and establishes and maintains these libraries by providing a range of support functions. A relatively recent development has been the expansion of the capability of the Library to carry out research through access to various automated data-bases.

The *Telecommunications Division* provides and manages a world-wide telecommunications network for record transmissions between all government departments

and agencies and their representatives abroad (except for the operational units of the Department of National Defence). The network protects the confidentiality of sensitive communications with embassies abroad, and also provides for the relaying of non-sensitive traffic to official representatives at outlying sites. Fully 50 per cent of the services provided by the system are for other government departments.

The division is also responsible for the operation of the diplomatic courier services between Ottawa and the posts abroad.

The *Bureau of Finance and Management Services* provides support services to the Department through three divisions — Accounting and Financial Services, Resource Planning and Analysis, and Management Services — and six Area Comptrollers. As directed by the Government, these support services are provided on an integrated basis for most Government operations abroad except operational military formations. In accordance with Government policy, the Department has adopted a decentralized system of financial management that increases the flexibility and effectiveness of program management in the field.

The *Accounting and Financial Services Division* provides a wide range of financial services to the Department, including the maintenance

of financial controls over departmental accounts, fiscal accounting and reporting to the Receiver-General, cash-forecasting to the Department of Finance, preparation of the departmental section of Public Accounts, the development and promulgation of appropriate financial systems and procedures, and the verification of expenditures and revenues to ensure compliance with Parliamentary, executive and departmental authorities.

Pursuant to the integration of administrative-support services for foreign operations, the division determines the financial procedures followed by all Canadian Government departments at posts and is responsible for related financial services at headquarters.

The division also provides advice and assistance to headquarters bureaux and divisions, and to posts, on accounting and reporting and on the interpretation of policy guidelines and regulations, arranges payments of grants, contributions and assessments to international organizations, administers two working-capital advances to finance post operations and loans to Government employees posted abroad, provides revenue-accounting and collection services and prepares special forecasts and statements as required.

The *Resources Planning and Analysis Division* reflects the increased emphasis the Department is

placing on financial management. The division acts as a resource-management adviser to the Department, a function that includes the design, development and operation of the Department's resource-management systems, which cover both monetary and manpower resources and conduct special studies and analyses of the resource implications and costs of departmental programs and plans.

To be more specific, the division is responsible for the preparation and submission to the Treasury Board of the annual program forecasts and estimates and the allocation and control over departmental operating budgets.

The *Management Services Division* provides management-consulting, computer and administrative-publications services. The consulting services are provided, on request, to help departmental managers improve the effectiveness and efficiency of their operations. Special skills, knowledge and information concerning administrative systems, procedures, organizations, computer systems and modern office equipment are used by analysts in finding solutions to difficult problems.

The division assists departmental managers in developing and implementing new computer systems, and is responsible for co-ordinating the acquisition of electronic data-processing services (including "hardware" and software") for the Department.

A particular goal of this division is the gradual development of co-ordinated management-information systems to serve the needs of the Department.

The *Bureau of Physical Resources* is responsible for the planning, provision and functional management of all Crown-held property and matériel² that the Department of External Affairs provides in support of the Government's integrated foreign operation. The bureau was established to manage an expanded accommodation program that will provide for a systematic increase in Crown ownership of office and living accommodation abroad. The four divisions of this bureau are Facilities Development, Matériel Management, Policy, Planning and Co-ordination, and Property Management.

The *Facilities Development Division* is responsible for the physical planning, design and construction of buildings and multi-use complexes required in support of Canada's integrated foreign operation. This includes the development of program requirements, involvement in site selections, architectural design through consultants, interior design and the co-ordination of engineering projects. The division is also responsible for the "in-house" development of major interior-design

(2) Defined by the Treasury Board as all moveable public property except money obtained by a department in support of its operations.

schemes and the specification of furniture and furnishing for chanceries, official residences and ministerial-level staff accommodations.

The *Matériel Management Division* is responsible for the provision of matériel support for those Canadian Government posts and agencies outside Canada whose operations have been integrated for administrative support, as well as for the Department of External Affairs headquarters. Its detailed responsibilities include determination of requirements, cataloguing, shipment and distribution, storage, maintenance and repair, accounting for assets on hand and ultimate disposal of matériel when it is beyond further use. Of particular significance is the procurement, through selected sources, of furnishing and equipment for chanceries, official residences and staff accommodation, and the specifying and acquisition of special technical and domestic electrical and mechanical equipment appropriate for use under peculiar and adverse climatic conditions and in under-developed technological environments.

The *Policy, Planning and Co-ordination Division* is responsible for the development and co-ordination of long- and short-term planning and programming of construction, acquisition, maintenance and pro-

urement activities within the bureau. This includes the determination of priorities, development of property strategy, program forecasts and budgets, financial control and the preparation of Treasury Board submissions.

The *Property Management Division* is responsible for the acquisition of property either through purchase or Government lease, the fit-up and alteration of buildings and premises, and the maintenance and operation of property abroad, including chanceries, offices, official residences, staff housing, ancillary buildings and grounds. This management of property includes an accommodation service provided for all integrated departments with overseas accommodation requirements, except operational military establishments.

The *Bureau of Personnel* consists of three divisions — the Personnel Policy and Official Languages Division, the Personnel Operations Division and the Staff Relations and Compensation Division, as well as a Manpower Forecasting and Control Unit.

The *Personnel Policy and Official Languages Division* is responsible for all aspects of the Department's official languages program, which includes planning and evaluation, testing and training, and a range of linguistic and cultural services. The division is also responsible for

policy-planning and program-development in the personnel field, a function that obviously covers a large number of topics and activities in a department with responsibilities both in Canada and abroad. Finally, the division is responsible for the Department's personnel-data processing system for a personnel analysis and research unit and for an evaluation section that monitors personnel programs to assess their effectiveness.

The *Personnel Operations Division*, which is divided into five sections, is responsible for the recruiting, training, development, career-planning, assignment, posting, secondment, transfer and separation of Canada-based personnel of the Department (except the Passport Office staff), including officers, secretaries, clerks, communicators, security guards and specialist personnel (a total of 2,984 as of August 1, 1978). The division is also responsible for the implementation of the appraisal and promotion system for all categories of personnel. In addition, it deals with the administrative arrangements for assignments abroad and the designations of personnel of other departments and agencies at posts. Finally, it is responsible for career development

and counselling, as well as for a broad variety of general personnel matters associated with the operational aspects of the assignments of foreign-service personnel.

The *Staff Relations and Compensation Division* is responsible for: the development, review and administration of policy on foreign-service terms and conditions of service, as well as on travel and removal; the management and administration of pay and allowance and compensation services; the management and administration of the *Heads of Post Directives* and official hospitality abroad; leave and attendance; the retirement program and superannuation; employee participation in hospital and medical insurance plans; staff relations; the health and safety of employees abroad; personnel welfare counselling and the employee-assistance program (alcoholism); the development and implementation of systems and procedures consequent upon statutory provisions, central-agency directives and collective-bargaining agreements; the classification and pay administration of locally-engaged employees abroad; classification of Canada-based positions; travel and removal

Posts abroad

arrangements for departmental as well as foreign operations personnel of the Departments of Industry, Trade and Commerce, and Employment and Immigration; and the development and administration of special voting procedures for all public servants abroad.

The *Manpower Forecasting and Control Unit*, which reports directly to the Director-General of Personnel, is responsible for manpower control and allocation.

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

The diplomatic staff of an embassy consists of the ambassador, assisted by one or more foreign service officers, who may also be assigned such consular duties as are 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 of 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 done by other officers. Where there are no diplomatic or consular representatives, 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 is:

- (a) to conduct negotiations with the government to which it is accredited;
- (b) to keep the Canadian Government fully informed of political and other developments of significance in the country in which it is serving;
- (c) to watch over Canada's interest in the country;
- (d) to service 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.

APPENDIX

Area Divisions, listing countries and territories for which each is responsible

Bureau of African and Middle Eastern Affairs

African Affairs (Anglophone) Division

Angola
Botswana
Cape Verde
Djibouti
Ethiopia
Gambia
Ghana
Guinea-Bissau
Kenya
Lesotho
Liberia
Malawi
Mauritius
Mozambique
Namibia
Nigeria
Rhodesia
Seychelles
Sierra Leone
Somalia
Sao Tome and Principe
South Africa
Swaziland
Tanzania
Uganda
Zambia

Middle Eastern Division

Bahrein
Egypt
Iran
Iraq
Israel
Jordan
Kuwait
Lebanon
Libya

African Affairs (Francophone and Maghreb) Division

Algeria
Benin, People's Republic of
Burundi
Cameroon
Central African Empire
Chad
Comores
Congo
Equatorial Guinea
Gabon
Guinea
Ivory Coast
Madagascar
Mali
Mauritania
Morocco
Niger
Rwanda
Spanish Sahara
Senegal
Togo
Tunisia
Upper Volta
Zaire

Oman
Qatar
Saudi Arabia
Sudan
Syria
Union of Arab Emirates
Yemen, People's Democratic Republic of (South Yemen)
Yemen Arab Republic (North Yemen)

Bureau of Asian and Pacific Affairs

Northeast Asia Division

China, People's Republic of
Hong Kong
Japan
Korea, Republic of
Mongolia

South Asia Division

Afghanistan
Bangladesh
Bhutan
India
Maldiv Islands
Nepal
Pakistan
Sri Lanka

Pacific Division

Australia
Burma
Fiji
Indonesia
Kampuchea, Democratic
Laos
Malaysia
Nauru
New Zealand
Oceania
Papua New Guinea
Philippines
Samoa
Singapore
Solomon Islands
Thailand
Tonga
Tuvalu Islands
Vietnam, Socialist Republic of

Area Divisions, listing countries and territories for which each is responsible

Bureau of European Affairs*Europe I Division*

Albania
 Bulgaria
 Czechoslovakia
 German Democratic Republic
 Hungary
 Poland
 Romania
 U.S.S.R.
 Yugoslavia

Europe II Division

Belgium
 Britain
 Denmark
 France
 Federal Republic of Germany

Europe III Division

Andorra
 Austria
 Cyprus
 Finland
 Greece
 Holy See
 Iceland
 Liechtenstein
 Malta
 Norway
 Portugal
 Spain
 Sweden
 Switzerland
 Turkey

Ireland
 Italy
 Luxembourg
 Monaco
 Netherlands
 San Marino

Bureau of United States Affairs*United States*

General Relations Division

Puerto Rico
 United States of America
 U.S. Virgin Islands

United States

Transboundary Relations Division

Puerto Rico
 United States of America
 U.S. Virgin Islands

Bureau of Latin America and Caribbean Affairs*Caribbean Division*

Antigua
 Bahamas
 Barbados
 Belize
 Bermuda
 British Virgin Islands
 Cayman Islands
 Dominica
 Grenada
 Guyana
 Jamaica
 Montserrat
 St Kitts-Nevis-Anguilla
 St Lucia
 St Vincent
 Surinam
 Trinidad and Tobago
 Turks and Caicos

Latin American

Division
 Argentina
 Bolivia
 Brazil
 Chile
 Colombia
 Costa Rica
 Cuba
 Dominican Republic
 Ecuador
 El Salvador
 Guatemala
 Haiti
 Honduras
 Mexico
 Nicaragua
 Panama
 Paraguay
 Peru
 Uruguay
 Venezuela



Bureau of European Affairs

Europe I Division

- Albania
- Bulgaria
- Czechoslovakia
- German Democratic Republic
- Hungary
- Poland
- Romania
- U.S.S.R.
- Yugoslavia

Europe II Division

- Belgium
- Denmark
- France
- Federal Republic of Germany

Europe III Division

- Austria
- Cyprus
- Finland
- Greece
- Italy
- Netherlands
- Norway
- Portugal
- Spain
- Sweden
- Switzerland
- Turkey

- Ireland
- Luxembourg
- Norway
- San Marino

Bureau of United States Affairs

United States General Relations Division

- Puerto Rico
- United States of America
- U.S. Virgin Islands

United States Transboundary Relations Division

- Puerto Rico
- United States of America
- U.S. Virgin Islands

Bureau of Latin America and Caribbean Affairs

Caribbean Division

- Antigua
- Bahamas
- Barbados
- Belize
- Bermuda
- British Virgin Islands
- Cayman Islands
- Dominica
- Grenada
- Guyana
- Jamaica
- Montserrat
- St. Kitts-Nevis-Anguilla
- St. Lucia
- St. Vincent
- Trinidad
- Tobago and Tobago
- Turks and Caicos

Latin American Division

- Bolivia
- Argentina
- Brazil
- Chile
- Colombia
- Costa Rica
- Cuba
- Dominican Republic
- Ecuador
- El Salvador
- Guatemala
- Haiti
- Honduras
- Mexico
- Nicaragua
- Panama
- Paraguay
- Pera
- Uruguay
- Venezuela

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