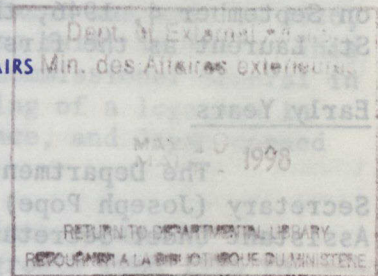


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# REFERENCE PAPERS

INFORMATION DIVISION  
DEPARTMENT OF EXTERNAL AFFAIRS

OTTAWA - CANADA



No. 69

(Revised May 1967)

## THE DEPARTMENT OF EXTERNAL AFFAIRS

### Historical Background

From Confederation 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 dominions had acquired considerable de facto power in the field of external relations. Partly because of its increasing importance in world affairs and partly out of a growing desire for autonomous status which had been fostered particularly during the First World War, Canada therefore sought, within the existing constitutional framework of the Empire, a fuller control over its own external relations -- a process which culminated in the Imperial Conference of 1926.

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

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

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

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March 1946, when a bill was introduced to repeal the section of the act of 1912 which provided that the Prime Minister was to 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 Mr. Louis St. Laurent as the first separate Secretary of State for External Affairs.

### Early Years

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

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

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

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

### Representation Abroad

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

Before 1920 Canada had no independent diplomatic representative abroad, although, as early as 1920, it was agreed by the British and Commonwealth Governments, and by the United States Government, that a Dominion Minister could be appointed to Washington. The appointment was made in 1926, and the first Canadian legation was opened in Washington early in 1927. This was followed in 1928 by the appointment of the former Commissioner-General in Paris as Minister to France, and, in 1929, by the opening of a legation in Tokyo. At about the same time, the United States, France, and Japan opened legations in Ottawa.

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

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

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

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

Canada's external affairs services continued to expand following the war. Embassies were opened in a number of countries and, after 1947, high commissioners were accredited to India and Pakistan, and subsequently to most of the other new members of the Commonwealth -- Ceylon, Cyprus, Ghana, Jamaica, Malaysia, Nigeria, Sierra Leone, Tanzania, Trinidad and Tobago, Uganda, Kenya and Malta.

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

Membership in the United Nations has increased Canada's responsibilities outside its own borders, and Canada has been represented on various organs of the United Nations since its formation in San Francisco in 1945. After Canada's election, for a term, to the Security Council in September 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 organization. In view of the increasing responsibilities which Canada has assumed in the organization since that time (e.g., Palestine Truce Supervision, Indo-Pakistan border observation, United Nations Emergency Force, United Nations Operation in the Congo, and other UN undertakings), both these offices, now called Permanent Missions, have been expanded.

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

Today, Canada conducts its external relations with some 85 countries through the following channels:

- (a) Embassies in: Argentina, Austria, Belgium, Brazil, Cameroun, Chile, Colombia, Congo (Leopoldville), Costa Rica, Cuba, Czechoslovakia, Denmark, the Dominican Republic, Ecuador, Ethiopia, Finland, France, the Federal Republic of Germany, Greece, Haiti, Indonesia, Iran, Ireland, Israel, Italy, Japan, Lebanon, Mexico, The Netherlands, Norway, Peru, Poland, Portugal, South Africa, Spain, Sweden, Switzerland, Turkey, the Union of Soviet Socialist Republics, the United Arab Republic, the United States of America, Uruguay, Venezuela, Yugoslavia;

- (b) Non-Resident Ambassadors in: Algeria, Bolivia, Burma, the Central African Republic, Chad, Congo (Brazzaville), Dahomey, El Salvador, Gabon, Guatemala, Guinea, Honduras, Hungary, Iceland, Iraq, Ivory Coast, Jordan, Kuwait, Luxembourg, Morocco, Nepal, Nicaragua, Niger, Panama, Paraguay, the Republic of Korea, Senegal, Sudan, Syria, Thailand, Togo, Tunisia, Upper Volta;
- (c) High Commissioners Offices in: Australia, Britain, Ceylon, Cyprus, Ghana, Guyana, India, Jamaica, Kenya, Malaysia, New Zealand, Nigeria, Pakistan, Trinidad and Tobago, United Republic of Tanzania;
- (d) Non-Resident High Commissioners in: Malta, Sierra Leone, Uganda;
- (e) Consulates General in: Bordeaux, Boston, Chicago, Hamburg, Los Angeles, Manila, Marseilles, New Orleans, New York, San Francisco, Seattle;
- (f) Consulates in: Detroit, Duesseldorf, Philadelphia, Sao Paulo;
- (g) Honorary Consulate-General in: Reykjavik;
- (h) Military Mission in: Berlin;
- (i) Canadian Permanent Missions to: United Nations (New York and Geneva);
- (j) Canadian Permanent Delegations to: North Atlantic Council, UNESCO, OECD (Paris);
- (k) Canadian Delegation to: Conference of the Eighteen-Nation Committee on Disarmament (Geneva);
- (l) Canadian Commissioners on: International Supervisory Commissions for Cambodia, Laos and Vietnam;
- (m) Canadian Mission (resident in Brussels) to the European Communities: EEC, EAEC, ECSC.

#### Functions of the Department

The main functions of the Department of External Affairs are:

- (a) the supervision of relations between Canada and other countries and of Canadian participation in international organizations; the protection of Canadian interests abroad;

- (b) the collation and weighing of information regarding developments likely to affect Canada's international relations;
- (c) correspondence with other governments and their representatives in Canada;
- (d) the negotiation and conclusion of treaties and other international agreements;
- (e) the representation of Canada in foreign capitals and at international conferences.

Departmental Organization in Ottawa (See attached chart.)

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

The staff is headed by an Under-Secretary of State for External Affairs with a Deputy and four Assistant Under-Secretaries. These are assisted by three groups of officers of various ranks classified by the Civil Service Commission as Foreign Service Officers, Junior Executive Officers and External Affairs Officers. Officers at diplomatic posts are formally designated according to their rank, from senior to junior, as ambassadors, ministers, counsellors and first, second and third secretaries. Those serving at consular posts are called consuls general, consuls and vice-consuls.

With the rapid expansion of Canadian representation abroad, the work of the Department in Ottawa has increased correspondingly. It is at present carried on in 29 divisions, organized largely on a functional basis. The Deputy and Assistant Under-Secretaries are each responsible for supervising the work of a group of divisions.

There are six geographical divisions: African and Middle Eastern, Commonwealth, European, Far Eastern, Latin American and U.S.A. Their primary task is to provide the advice on which Canada's general political relations with other countries are based. In addition, they are consulted on the political aspects of matters that are primarily legal, economic, consular, etc., and they have a general responsibility for co-ordinating the various aspects of Canadian policy with respect to the countries and areas under their jurisdiction.

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

The Information Division has two main responsibilities: (1) to convey to the people of other countries a knowledge and understanding of Canada and the Canadian people and (2) to provide information on Canada's external policy and on the work of the Department of External Affairs. To these ends

it produces and distributes a variety of publications such as Statements and Speeches, Reference Papers, Reprints, the departmental monthly bulletin External Affairs, the Canadian Weekly Bulletin, and occasional booklets and folders to meet specific needs. Outside Canada, the task of the division is to co-ordinate Canadian information activities and, in most countries, to conduct those operations that include dissemination of general and specific information about Canada's external policy. The division helps journalists and other visitors obtain information about Canada. It is responsible for liaison with the information services of the United Nations in New York, of the North Atlantic Treaty Organization in Paris and of the Colombo Plan in Colombo. Through the Interdepartmental Committee on Information Abroad, it maintains contact with other government departments concerned with the distribution of Canadian information abroad. Within Canada, the Information Division makes available current and background information on government policy regarding international affairs and on the activities of the Department as a whole. It also deals with requests from other government departments, educational institutions, business and private organizations and the Canadian public at large for information on Canada's external relations.

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

The Economic Division deals with all primarily economic questions which have international implications for Canada. They include financial, fiscal and trade questions, as well as a number of others which fall generally into the field of economic relations. It is, therefore, responsible for the

work of the Department concerned with treaties, agreements and general day-to-day relations concerning commercial, fiscal and financial matters as well as problems of transport (shipping and aviation), telecommunications, energy matters (including nuclear energy, oil and natural gas), export of strategic materials, foreign loans, Canadian participation in multilateral programmes of assistance and exchange and balance-of-payment problems. Co-ordination of policy is secured by co-operation with the Departments of Finance, Trade and Commerce, National Revenue, Transport, Agriculture, Energy, Mines and Resources, Labour, Fisheries, National Health and Welfare, the Privy Council, the National Research Council, the National Energy Board, the Atomic Energy Control Board, Atomic Energy of Canada Limited, Eldorado Mining and Refining Limited and the Bank of Canada. The division is also responsible for co-ordinating the work of the Department with the External Aid Office, a separate agency established in November 1960 to administer Canada's economic and technical assistance programmes abroad. Relations with a number of international agencies in the economic field are also the responsibility of the Economic Division.

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

The division keeps diplomatic missions of other countries informed of relevant Canadian laws and regulations and helps them resolve problems arising from the application of such laws and regulations.

It arranges visits to Canada by distinguished foreigners and for the extension to them of governmental hospitality.

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

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



Parliament. The section also deals with problems of an economic nature. The Claims Section protects the properties and interests abroad of Canadian citizens. Among the other subjects dealt with by the Legal Division are the providing of legal advice on administrative and consular matters, in respect of matters relating to diplomatic and consular immunities, and legal problems arising in connection with Canadian membership in the United Nations. The Law of the Sea is also a subject dealt with by the division. A Co-ordination Section has been established to deal with all matters of interest to provinces in the external field and to serve as a departmental channel for enquiries from provinces in this sector.

The direct relation between foreign policy and defence policy necessitates close liaison between the Department of External Affairs and other departments, particularly the Department of National Defence. The two Defence Liaison Divisions are responsible for these aspects of the Department's work. They are concerned with Canada's membership in the North Atlantic Treaty Organization and Canadian participation with the United States in the defence of North America. They are also responsible for co-operation with the appropriate government departments and agencies concerning the Canadian military contribution to United Nations peace-keeping operations such as the UN Force in Cyprus (UNFICYP), the UN Military Observer Group in India and Pakistan (UNMOGIP), the UN India-Pakistan Observation Mission (UNIPOM), and the UN Truce Supervision Organization in Palestine (UNTSO). These divisions are charged with responsibility for Canadian technical military assistance to newly-independent members of the Commonwealth, which has been increasing in importance in recent years, with responsibility for emergency planning, and with responsibility for co-operation with the Department of National Defence in arranging naval visits, tours of the National Defence College and clearance for military aircraft.

The co-ordination of Canadian foreign and defence policies in connection with Canada's membership in NATO and participation in North American defence is dealt with by various committees on which the Department is represented. The Secretary of State for External Affairs is the vice-chairman of the Cabinet Committee on External Affairs and Defence, the meetings of which are usually attended by the Under-Secretary as well. From time to time, the Under-Secretary may attend, and is regularly represented at, the meetings of the Defence Council in the Department of National Defence. He is also a member of several senior interdepartmental bodies that examine and advise on various aspects of defence questions. The Department provides the chairman of the Joint Intelligence Committee and a member and the secretary of the Canadian Section of the Permanent Joint Board on Defence. The Defence Liaison Divisions are responsible for co-ordinating departmental views and for preparing papers for the departmental representatives on these interdepartmental bodies.

It is the duty of Defence Liaison officers to co-ordinate the preparation of instructions for the Canadian Permanent Delegation to the North Atlantic Council and briefs for periodic ministerial meetings concerned with defence questions and for the meetings of the Permanent Joint Board on Defence, held three times a year.

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

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

The Consular Division is responsible for the conduct of all consular matters. Its duties include safeguarding the rights and interests of Canadian citizens and companies abroad; making arrangements for the protection and evacuation of Canadians resident abroad in times of emergency or war; representing Canadian citizens in matters involving estates abroad; assisting in finding missing persons; helping Canadian citizens in difficulty or distress abroad, including those who are temporarily destitute and, as appropriate, providing financial aid on a recoverable basis either to relieve their immediate difficulty or to repatriate them to Canada where warranted; handling matters pertaining to Canadian merchant shipping and seamen; procuring and authenticating legal documents; providing advice and assistance on citizenship questions; acting as visa officers in countries in which the Canadian immigration authorities are not represented; and the issuance and renewal of Canadian passports. The Consular Division is also responsible for the negotiation of agreements with foreign countries for the easing of entry requirements for Canadian citizens visiting such countries, whether by the waiver of visas, the elimination or reduction of visa fees or the introduction of multi-entry visas.

The Passport Division is responsible for issuing passports to Canadian citizens. This is done in Canada through the Passport Office, 85 Sparks Street, Ottawa, and abroad through Canadian diplomatic missions, consular and trade offices. The Passport Office also provides certificates of identity to non-Canadians legally landed and currently residing in Canada who are eligible to receive them. During 1966, 251,553 passports were either issued (208,804) or renewed (42,749) to citizens residing in Canada; in addition, some 1,699 certificates of identity were issued, and 982 were renewed. Fees received by the Passport Office during the year amounted to \$1,129,717.70. Growth in public demand for passport services has increased by 123.26 per cent in the past ten years.

The administrative work of the Department of External Affairs is performed by the Administrative Services Division, the Communications Division, the Finance Division, the Personnel Operations Division, the Personnel Services Division, the Registry Division, the Supplies and Properties Division, the Inspection Service and the Organization and Methods Unit.

The work of the Administrative Services Division includes the handling of pay and allowances, leave and attendance, superannuation, printing and reproduction of documents, co-ordination of services relating to posting of personnel abroad, the processing of hospital and medical claims from members of the Department serving abroad, and the preparation and administration of departmental manuals and directives. The division also has responsibility for co-ordinating administrative arrangements within the Department for the opening or closing of posts abroad and for liaison with other departments on administrative matters.

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

Chief among the duties of the Finance Division are the preparation of the main and supplementary estimates for External Affairs, general financial control over departmental expenditures, the financing of missions and the auditing of mission accounts, the handling of travel and removal claims, payments to international organizations, and administrative arrangements for Canadian participation in international conferences.

The Personnel Operations Division and the Personnel Services Division are responsible for the training and posting of staff, both among the various divisions in Ottawa and to the missions abroad. Their responsibilities include all matters affecting disposition, training, promotion and the general administration of personnel affairs. These divisions arrange departmental representation on examining boards set up by the Public Service Commission to recruit staff for the Department, interview candidates for departmental employment, maintain personnel records and deal with a variety of matters involving the welfare of members of the Department.

The Registry Division is charged with the custody and management of departmental records. It is responsible for opening and distributing all incoming mail; for classifying, recording, indexing and placing in appropriate files all official correspondence received or despatched by the Department; and for scheduling all records for retention or destruction. The division also exercises functional control over all records operations at posts. It carries out liaison with the Dominion Archivist in all aspects of records management.

The Supplies and Properties Division arranges for the acquisition of sites and for the purchase and construction of buildings abroad. The division is responsible for the leasing of office accommodation and official residences for heads of post, as well as staff quarters at some missions. The implementation of a preventive maintenance programme and the upkeep of all government-owned or leased properties forms part of the division's activities. It also arranges for the purchase of furniture, furnishings and equipment for chanceries, official residences and staff quarters, including major schemes of interior decoration for new premises. All official vehicles for the Department's use abroad are purchased through this division. It is also responsible for replacement, servicing, maintenance and insurance of these vehicles. The division operates a Stores and Shipping Depot, which orders, packs and ships stationery, office supplies and equipment for missions abroad. It also makes personal purchases and arranges for the packing and transportation of household and personal effects of rotational staff of the Department, including customs clearance.

The Inspection Service exists principally to help co-ordinate the purposes of the Department and the operations of the posts. It does so by assessing activities against objectives and performance against programmes. It also assists in the achievement of effectiveness and economy in operations at home and abroad through the review of procedures and the identification of problems. It has a general responsibility for providing advice to the Department on the organization, personnel and policies required to enable the Department to meet its responsibilities and to comply with general government directives. Members of the Inspection Service examine the work of divisions at headquarters and make visits to posts abroad, and they also arrange for officers going to posts on other business to undertake limited liaison duties.

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

The Historical Division is responsible for the archival activities of the Department, for historical work in the field of foreign affairs and, on occasion, for the preparation of background material on international issues. Library services at home and abroad fall within the jurisdiction of the Historical Division, which also operates a press-clipping service.

The Press and Liaison Division has had, for a number of years, two distinct areas of responsibility. The Press Office is concerned with most aspects of departmental relations with press, radio and television concerning Canadian foreign policy. It deals with a continuing flow of requests for facts, comment, background briefings and interviews. It also holds weekly press briefings on foreign affairs. It prepares press conferences for the Minister and makes information arrangements for international conferences at home and abroad and for visiting dignitaries. The head of the division acts

on occasion as press spokesman for Canadian delegations headed by the Secretary of State for External Affairs. The Press Office issues press releases, policy statements and announcements of major diplomatic appointments and the opening of new posts. It also distributes advance texts of statements and speeches by the Minister and assists Canadian journalists on assignment to foreign countries.

The liaison functions of the division consist of providing assistance to posts abroad through timely reports and analyses of Canadian news and government policy, and helping them in their dealings with the local press.

The division also has primary responsibility, in a consultative capacity, for liaison between the Department and the CBC International Service.

#### Posts Abroad

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

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

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

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

The work of a mission abroad is:

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

- (d) to serve Canadians in the country;
- (e) to make information about Canada available.

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

#### Qualifications for the Service

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

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

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

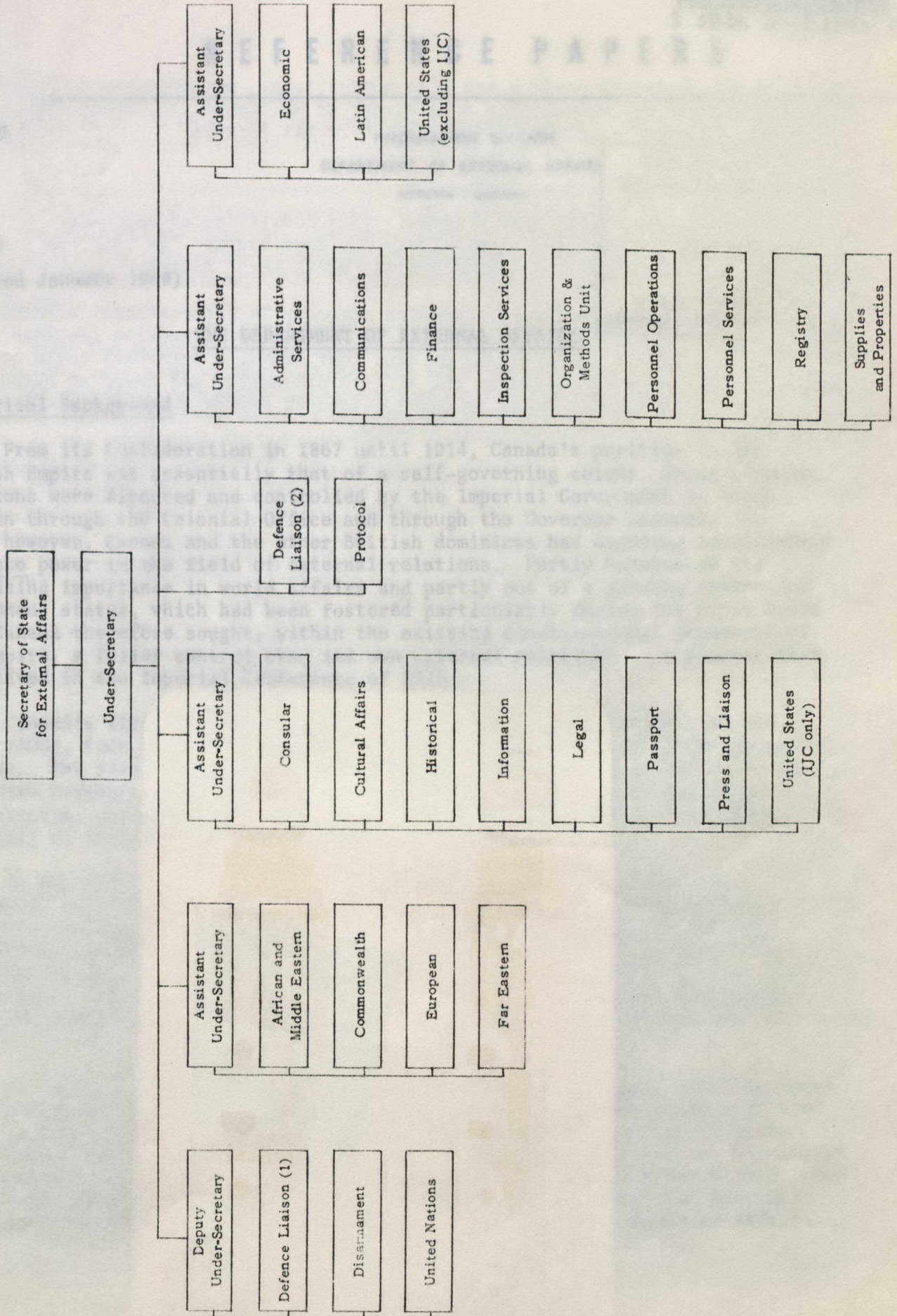
The more senior positions of high commissioner and ambassador are filled by appointment. Appointees are normally "career men" who have come up through the Public Service, but in some cases distinguished citizens are appointed directly from private life. Since shortly after the Second World War, women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

As Canada's interests multiply in the international field, the work of the Department continues to grow. To meet these increased responsibilities, the Department had, in Ottawa and abroad, in December 1966, a total of 616 officers and 1,334 clerical and stenographic personnel. In addition, missions abroad employed a total of 867 locally-engaged employees.

#### Administrative Staff

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

# ORGANIZATION CHART

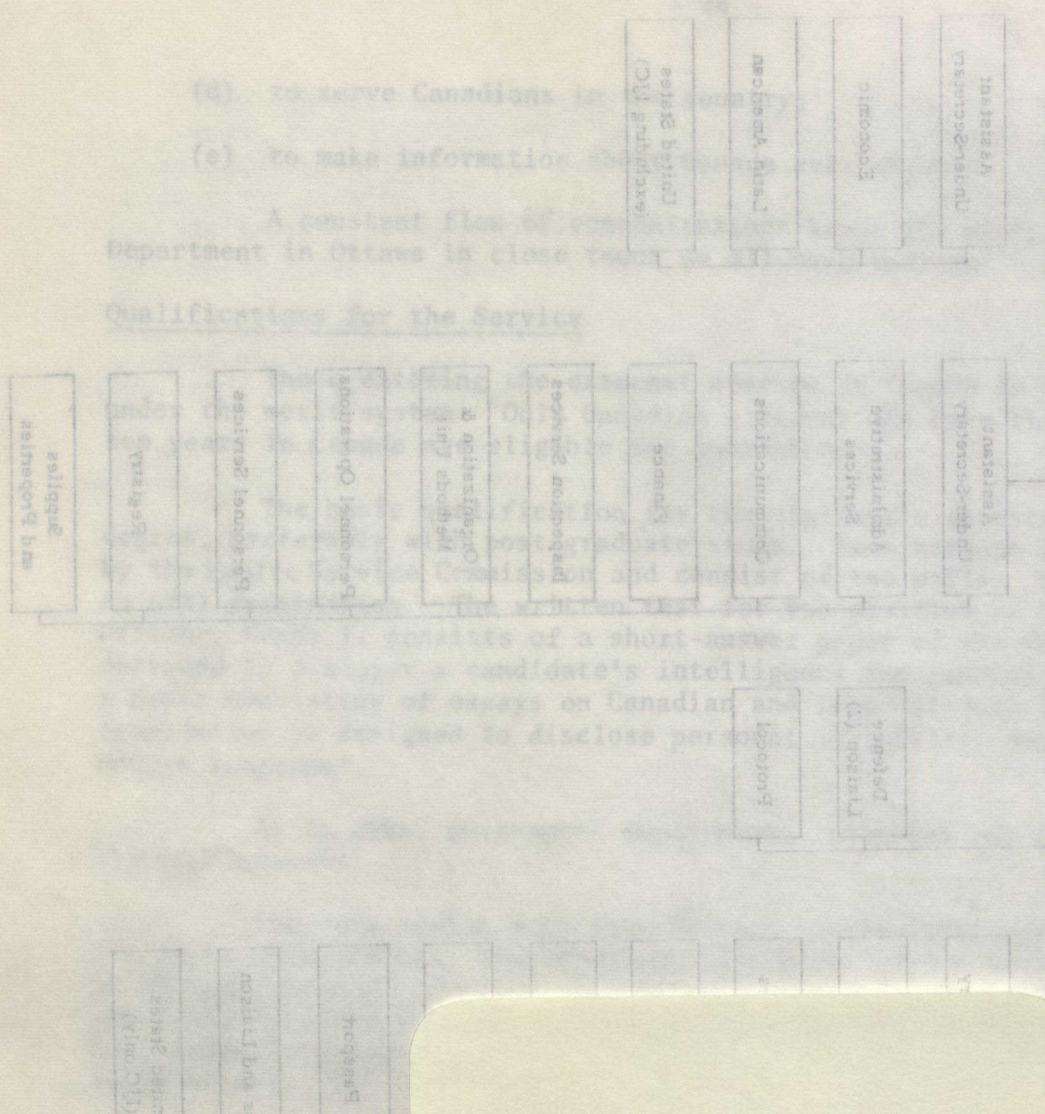


(d) to serve Canadians in

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A constant flow of information  
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Qualifications for the Service



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