

Department of External Affairs

CLASSIFIED

MGID

File No 1-1-13

Subject: GENERAL ADMINISTRATION-  
POLICY AND CO-ORDINATION-  
CO-ORDINATION BETWEEN ~~1777/1777~~ THE  
DEPARTMENT AND MISSIONS ABROAD

Vol 9  
From ~~2 Jan~~ / 68  
To ~~5 Feb~~ / 68  
Nov. 29

VOLS ACCESSION NO. 124939

References to Related Files

File No.

Subject

CLOSED

RECORDS CENTRE  
ARCHIVES

DIVISIONAL SYMBOL



DATED FROM JAN/68 FILE NO. 1-1-13  
TO NOV/68 VOLUME No. 1

# CLOSED VOLUME

DO NOT PLACE ANY CORRESPONDENCE ON THIS FILE

FOR SUBSEQUENT CORRESPONDENCE SEE:

FILE No. 1-1-13 VOLUME No. 2

PLEASE KEEP ATTACHED TO TOP OF FILE

FILE/CIRC/DIARY

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
A Central Planning Staff

FROM  
De U.S.A. Division

REFERENCE  
Référence Telecommunication Division Memorandum of Nov. 25

SUBJECT  
Sujet Relations Between Missions and the Department.

SECURITY RESTRICTED  
Sécurité

DATE November 29, 1968.

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	34

ENCLOSURES  
Annexes

DISTRIBUTION  
Telecommunications Division

Africa & Middle East Div.

Commonwealth Div.

European Div.

Far Eastern Div.

U.S.A. Division is entirely in accord with Mr. Warren's suggestion that copies of departmental memoranda should more often be sent to posts. For some time indeed, we have been making a point of trying to increase the number of copies of memoranda we send to Washington and to our consular posts in the United States where this could serve to increase the post's knowledge of the facts concerned, or of official views in Ottawa, in a useful way. We agree that it is important to involve posts more extensively in our thinking during the period when policy is being developed as well as after it is firm. Apart altogether from the fact that posts may have something to contribute and will, in any case, like to know what we are up to here, this kind of involvement is important if we are to develop the effective relationship between posts and headquarters which we all seem to favour. In our case, of course, we have a special interest in improving our day-to-day relationship with the U.S. consular posts which can very easily, in the nature of things, come to feel isolated and ignored.

2. One of the problems, of course, is that a departmental memorandum is frequently directed to a particular purpose in such a way that it may give only a fragmentary picture; as a result this may, in a greater or less degree, suggest an inaccurate picture and may if received at the post in isolation and without explanation, give rise to misapprehension or worse. This and similar kinds of consideration must necessarily affect the choice of memoranda which are distributed to posts but, in our view, should not be allowed unduly to restrict the flow.

J. R. BARKER

U.S.A. Division



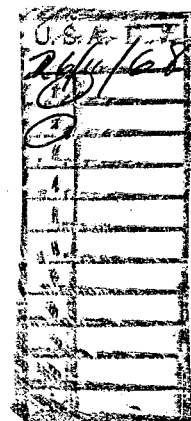


CANADIAN EMBASSY



AMBASSADE DU CANADA

Washington, D.C.,  
November 18, 1968.



Mr. K. J. Burbridge,  
Office of the Under-Secretary of State  
for External Affairs,  
Ottawa, Ontario,  
Canada.

Dear Mr. Burbridge:

Upon my return to Washington following a visit to the mid-west of several days duration, I found your kind and thoughtful letter of November 5, commenting on my recent reports on the United States election, awaiting me.

I am most grateful for your letter. In my reports on a wide variety of matters I attempt to get down to the realities of a given situation with a view to presenting the governing factors of any problem or situation in such a way that my superiors in Ottawa will have an equivalent and realistic grasp of what goes into issues in the United States. It was in this sense that I wrote the series of reports on "Labour and the U.S.A. Elections."

I am quite sure that when you wrote your letter you were not aware that it was an historic one. In the sixteen or more years I have been in Washington this has been the first comment of any kind I have received on my reports which now number close to the 1800 figure. You will, therefore, appreciate that your letter commenting on my reports on the election came, not merely as a surprise but, because of its nature, a very pleasant one indeed. I wish to thank you and the Under-Secretary for your thoughtfulness in writing me with respect to the reports in question.

With best wishes.

Yours sincerely,

*Pat. Conroy*  
Patrick D. Conroy,  
Labour Counsellor.

PERSONAL

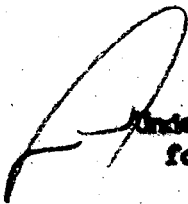
Ottawa, November 5, 1966.

Dear Mr. Conroy,

I would like to thank you for your very fine and lengthy series of reports on "Labour and the U.S.A. Election". These reports provided not only most interesting reading but also a great deal of valuable information on the American electoral process and on some of the underlying issues in the recent election campaign. These reports are clearly the product of much research on your part, your extensive knowledge of the American scene and particularly your close association with the leading personalities in the United States labour movement.

Your reports have been most valuable to us in the Department of External Affairs and have helped us greatly in our assessment of the prospects of the parties and the leading candidates in the campaign. I wanted you to know that copies of your reports were given wide circulation not only to those interested in our own Department, but also in other Departments of Government here in Ottawa.

Yours sincerely,

 K. J. CURRIDGE

Under-Secretary of State  
for External Affairs

Mr. P. Conroy,  
Counsellor (Labour),  
Canadian Embassy,  
Washington.

c.c. Mr. A.E. Ritchie,  
Canadian Ambassador,  
Washington.

The Deputy Minister,  
Department of Labour,  
Ottawa.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
A European Division

FROM  
De Central Planning Staff

REFERENCE  
Référence Letter No. 469 of November 19 from Oslo

SUBJECT  
Sujet Relations between Missions and the Department

*for action*  
*JS*

1	S
2	SECURITY Sécurité
3	DATE
4	NUMBER Numéro
5	FILE DOSSIER
6	OTTAWA
7	MISSION
8	1-1-13
9	34
10	
11	
12	
13	
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15	

RESTRICTED

November 28, 1968

ENCLOSURES  
Annexes

DISTRIB

Mr. Bennett

Mr. Tovell

*I haven't seen.*  
*JS*

OSLO

Attached is a comment on the Circular Document Admin. No. 59/68 (Relations between Missions and the Department) received from Oslo (Letter No. 469 of November 19). Mr. Grande agrees with the suggestions made by Mr. Andrew in his letter No. 379 of November 12 from Stockholm and suggests a couple of additional wrinkles. The first is that we might again pursue the question of obtaining reduced air fares from Air Canada as a means of facilitating the the return of ambassadors to Ottawa every two or two and one-half years. Mr. Grande also suggests that it might be useful for the Department to do a survey on the practice of other countries of bringing their ambassadors home every two years or so to "re-identify themselves with their country's problems and policies".

2. As a civil servant I have no quarrel with the desirability civil servants abroad obtaining reduced air fares to return to Canada from time to time. I wonder, however, whether this question should be considered in the context of the desirability of bringing ambassadors home for consultation and "reindoctrination". In any event, while I have no special knowledge of the financial situation of Air Canada it seems to me that if press speculation about government financing in connection with the appointment of Yves Pratte and John Baldwin as Chairman and President respectively of Air Canada have any basis in fact neither Air Canada nor the Government would likely be receptive to any scheme for giving special concessional rates to government employees.

3. As regards the question of making a survey of the practice of other countries in bringing their ambassadors home for "reindoctrination", you might wish to consider whether this is not an enquiry that Mr. Grande might make among his diplomatic Colleagues in Oslo. The findings of such an enquiry would doubtless be of considerable interest and value to the Department.

*why not?*

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RESTRICTED

As regards the suggestion contained in paragraph 7 that it might be useful if Mr. Grande were to visit NATO Headquarters and our NATO mission occasionally, you may wish to consider whether and how the rationale for such visits would square with the objectives of the Embassy. (See the Under-Secretary's memorandum of November 1 on "Relations between Missions and the Department").

should be  
raised  
on an  
ad hoc  
basis in  
each case,  
I think.  
CR

  
A. deW. Mathewson

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
A  
Consular Division

FROM  
De  
Latin American Division

REFERENCE  
Référence

SUBJECT  
Sujet  
Study on Relations Between Missions  
and the Department--Request for Information

SECURITY  
Sécurité  
*Unclassified*

DATE  
November 26, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1 - 1 - 13
MISSION	34 —

ENCLOSURES  
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The Central Planning Staff has embarked upon a detailed study of the objectives, activities and effectiveness of the missions in the area of this division's responsibility. A statistical compilation of Canada's consular and immigration activities is naturally an integral part of the study and accordingly we would request the assistance of Consular Division in supplying the following information for each country in Latin America:

Canadian students in each country  
Number of students from each country in Canada  
Canadians resident in each country  
Canadian tourists and other visitors to each country  
Each country's tourists and other visitors to Canada  
Immigration from each country to Canada for the last complete year for which statistics are available and the last five year average for which complete statistics are available

2. For your information, the countries for which we require this information are: Mexico, Guatemala, El Salvador, Honduras, Nicaragua, Costa Rica, Panama, Cuba, Haiti, Dominican Republic, Venezuela, Colombia, Ecuador, Peru, Bolivia, Chile, Argentina, Uruguay, Paraguay and Brazil.

3. We regret to add that this information has been requested by Friday, November 29.

M. C. TEMPLE

Latin American Division

Latin American/M. C. Temple/vk

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
A Mr. Dier, Miss Doyle, Mr. Ellis, Mr. Temple

FROM  
De Latin American Division

REFERENCE  
Référence

SUBJECT  
Sujet Request from Central Planning Staff--  
Relations Between Missions and the Department

SECURITY  
Sécurité UNCLASSIFIED

DATE November 26, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	34

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DISTRIBUTION

Pursuant to a suggestion by Mr. Ellis, the three officers delegated to collect data for this study, Miss Doyle, Mr. Ellis and Mr. Temple, have divided the task of collecting the required information in as equitable and practical a manner as possible. For some items, it was deemed best for one officer to collect the data for all those countries within the purview of this division; whereas, for other items, it was decided that each officer should collect the data for those countries for which he has responsibility.

2. Accordingly, the work load has been divided as follows:

Miss Doyle will collect information for all countries on--

GNP, per capita income; country's imports from Canada; country's exports to Canada; total bilateral trade; Canadian aid to country; ten-year total of Canadian aid

Mr. Ellis will collect the data for all countries on--

total country's investment in Canada; total Canadian investment in country; ECIC 21A credits to country

Mr. Temple will collect information for all countries on--

armed forces establishment; Canadian technical assistance and armed forces personnel in country; Canadian students in country; country's students in Canada; Canadians resident in country; Canadian tourists and visitors to country; country's tourists and visitors to Canada; immigration to Canada.

3. Items for which each officer will be responsible for those countries allocated to him for this purpose are:

population

Size and nature of country's diplomatic representation in Canada

Number of resident missions maintained by country abroad

Number of resident missions maintained by other countries in country

.../2

-3-

For this purpose we have divided the countries as follows:

Miss Doyle—Mexico, Cuba, Haiti, Dominican Republic

Mr. Ellis—Guatemala, El Salvador, Honduras, Nicaragua, Costa Rica, Panama, Colombia, Ecuador, Peru and Bolivia

Mr. Temple—Venezuela, Chile, Argentina, Uruguay, Paraguay, and Brazil

Items C and D of the format present special problems. Because these items request this division to prepare an assessment of Canadian bilateral and multi-lateral interests in each of the countries in Latin America, this division is thereby expected to pre-empt the task specifically assigned the Ministerial mission. The three officers concerned will attempt to outline a rough draft for subsequent discussion within the division.

M. C. TEMPLE

Latin American Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
A  
D.L. (2) Division  
Attn: Mr. Singleton

FROM  
De  
Far Eastern Division

REFERENCE  
Référence

SUBJECT  
Sujet  
Relations between missions  
and the Department

SECURITY  
Sécurité  
Unclassified

DATE  
25 Nov. 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	34 —

ENCLOSURES  
Annexes

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As mentioned in our telephone conversation this afternoon I should be grateful if you could obtain from DGIS basic information on the Armed Forces Establishment of the following countries:

Japan	Laos
Republic of Korea	Cambodia
Indonesia	Republic of Vietnam
Thailand	China
Burma	Taiwan
Philippines	

2. The information required should not be detailed and need not involve particulars of any great security sensitivity. We should however like, if possible, a figure for manpower in the Army, Navy and Air Forces in each country together with summary information on equipment and training standards. It would also be useful to have some indication of the role the forces might be able to play in the event of hostilities, their general effectiveness and their morale.

3. The countries listed above, with the exception of China and Taiwan, are all ones in which there is some form of resident or non-resident Canadian representation. In the case of China and Taiwan, however, the nearest mission is the Trade Office in Hong Kong which we will be asking to comment on both territories. Since the survey will also include Hong Kong itself it would be useful to have similar information on the forces maintained in the Crown Colony.

J. M. HARRINGTON

Far Eastern Division.



CPA/A. deW. Mathewson/il

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
A  
FROM  
De  
REFERENCE  
Référence  
SUBJECT  
Sujet

European Division  
Historical Division  
Central Planning Staff  
Letter No. 379 of November 12 from Stockholm  
Relations between Missions and the Department

Information Division  
Press Office

SECURITY  
Sécurité

RESTRICTED

DATE November 21, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	34

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Starnes  
Mr. Bennett  
Mr. Tovell  
  
Telecommun.  
Division  
  
Stockholm  
Helsinki  
Oslo  
Copenhagen

three

So far we have received responses to the invitation contained in Circular Document Admin. No. 59/68 to comment on the procedures outlined in that document for increasing the effectiveness of the departmental headquarters and the foreign service. After a reasonable time has been given for all missions to make their comments I would hope to analyze them with a view to determining whether and in what respects the procedures suggested and, in particular, the emphasis on the authority and responsibility of the area divisions might in certain respects require modification.

2. Several points which are relevant to the general problem of maintaining and if possible improving communication between missions and departmental headquarters have been raised in Letter No. 379 of November 12 from Stockholm. A copy of that letter is attached for your information and for further action if this is called for by the letter and is likely to serve a useful purpose both from the point of view of headquarters and post.

3. For European Division: In paragraphs 4 to 7 Mr. Andrews suggests a procedure whereby originators of letters and despatches would at least know what distribution had been given those communications in Ottawa. He identifies a number of the arguments that have been advanced against adoption of the system he proposes but clearly is of the opinion that notwithstanding these arguments the gain would outweigh the losses. My own reaction, for what little it may be worth, is pretty negative to this idea. This is in part for the reasons mentioned by Mr. Andrews but more particularly because I do not think that there can be any mechanical substitute for an explicit response to a particular letter or series of communications or volume of reporting. The response, in my view, should state whether the material received is useful or not and whether more or less of it is desired. In this connection you will recall the observation in the Under-Secretary's memorandum of November 1 on this subject to the effect that while it will be important to develop and maintain a dialogue with a mission to stimulate and guide a trend in its reporting, it may on occasion be equally important to discourage reporting of one kind or another

RESTRICTED

together in the interest of redirecting mission resources towards a different activity. It is in fact my impression that for some time you have maintained dialogues with European missions regarding your requirements and their reporting practices.

2 \*  
4. For Information Division: You will note Mr. Andrew's reference to the desirability of Canadian representatives returning to Ottawa for a couple of weeks every two years (this will also be of interest to Personnel Branch). There is no question of visits by Division Heads and desk officers to posts being regarded as a complete substitute for visits to Ottawa by Heads of Mission. Some of the same purposes are served by both devices, e.g. improvement of communication and rapport. However to have a Head of Division acquire a "feel" for the environment in which missions are operating is no substitute for the Ambassadors maintaining a "feel" for the environment in which instructions he receives are being developed. It occurs to me, however, that, given the increasing emphasis that is being placed by the Department on the development of relations with the academic community and with other interested segments of the Canadian public, a persuasive case might be made for fairly regular visits to Ottawa and to various parts of Canada by our Heads of Mission. I have not looked into the financial implications (in terms of travel costs, etc.) of such a programme. I put it forward however with the thought that it might serve several useful purposes at the same time and might be considered as perhaps a partial substitute for some other programme you have in mind. It would, in part at least, serve the purpose of renewing the "knowledge of the current thinking and atmosphere at home" of our Ambassadors and would at the same time make it possible to reach a good many more people that we want to reach than is now possible with the meagre resources at our disposal.

*and also  
more with  
the business  
community*

5. Your attention is also drawn to paragraph 12 in which Mr. Andrew says he looks forward to receiving PITEIS.

6. For Historical Division: Mr. Andrew expressed his appreciation of the improvements in recent years in the flow of general information from home. He refers specifically to the foreshortened versions of the Globe and Mail and Le Devoir. He wonders, however, whether an additional page might be possible or some other system introduced such as the use of microfilm to make available whole editions.

7. From our conversation I gather that the possibility of using microfilm was looked into some years ago and found to be prohibitively costly. You also made the point that most of the important information in these papers is contained in the six pages sent to missions. In addition, you pointed out the problem that would arise over the use of only one filmstrip projector where several people might wish to see the paper at different times.

8. For Press Office: Your attention is drawn to paragraph 11 of Mr. Andrew's letter where he asks whether it might be possible to send all press releases, including e.g., those relative to senior appointments, by wire. It is not clear from Mr. Andrew's letter whether he considers that such press releases would have some operational usefulness or whether it would just be nice to be kept informed. If the latter consideration is the dominant one then it might be difficult to justify the telegraphic costs involved. However, I have assumed, perhaps wrongly, that most if not all departmental press releases appear in an abbreviated form

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RESTRICTED

In the news bulletins which are sent daily by telegram to certain posts for further distribution by airmail.

*AM*  
A. deW. Mathewson

MEMORANDUM

Latin American Division

UNCLASSIFIED

Central Planning Staff

November 20, 1968

Letter No. 274 of November 8 from Montevideo

Relations between Missions and the Department

One cannot help but have a feeling of real pleasure that Mr. Langille was moved to comment in essentially positive terms on Circular Document Admin. No. 59/68 of October 16. It is gratifying that he finds the procedure outlined in that Circular Document to be helpful to him. I can only hope that the concern he feels about how the system will work in practice will be unfounded.

Records  
Management Div.

2. As regards the question of home leave and the effect its more frequent occurrence would have on people's feelings of isolation and sense of remoteness, it occurs to me that if Mr. Langille wishes to develop this argument he might choose one or both of two courses. The first would be to develop an argument founded on the effect that more frequent home leave would have on the efficiency and effective operation of Canadian missions. This argument could be directed to the Department for its consideration. The alternative or possible companion exercise would be for Mr. Langille to develop an argument for more frequent home leave as a matter of individual right to be incorporated in a future contract between PAISO and the Government. *This would presumably be made available to the union.*

Cdn. Embassy,  
MONTEVIDEO

3. As regards the question of posts' referring to area divisions copies of their correspondence on administrative matters I would hope that this would be done as a matter of course whenever the problem which is the subject of correspondence becomes so irksome as to have an impact on the ability of the mission to discharge its responsibilities. As you know the Under-Secretary's memorandum of November 1 pointed out that administrative matters "which will have an important impact on the ability of the mission to discharge its responsibilities should be the subject of consultation with area divisions". I would hope that departmental administration would improve steadily to the point where the intervention of area divisions on behalf of "their" missions would no longer be necessary. Until that stage is reached however it seems to me incumbent on the area division to take the part of missions vis-à-vis the administrative branches of the Department.

- 2 -

4. Mr. Langille demonstrates characteristic generosity of spirit and appealing, if unwarranted, self-deprecation in relation to those matters which apparently have been the source of some difficulty for him in the last year. No one could ever accuse him of lèse-majesté. He has moreover an important point in his reference to the difficult position in which the missions find themselves when their pleas "because of the filing system, lands up on the desk of their pro-tem tormentor or adversary for reply". Here again however it would seem to be the area division that should provide missions with relief or at least a sympathetic and, one would hope, effective friend in court. One would assume that the Head of Post who complained too frequently and without cause about picayune matters would soon acquire the deserved reputation for being not a squeaky wheel but a sore head. As such he would presumably lose the sympathy and support of his "mother" division.

5. I am offering these comments to you in case you might wish to draw upon them in your reply to letter 274 of November 8 from Montevideo. The "action" copy of this letter was sent to me, not exactly in error, because the Circular Document inviting comments did after all originate here. However, you are "mother" not I.

A. DE W. MATHEWSON

A. deW. Mathewson

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

diary  
circ  
div di

**MEMORANDUM**

TO  
A  
Mr. M.C. Temple  
Miss A.M. Doyle  
Mr. H.R. Ellis  
FROM  
De  
O.W. Dier  
REFERENCE  
Référence

SECURITY  
Sécurité

**DECLASSIFIED**

DATE November 20, 1968

NUMBER  
Numéro

SUBJECT  
Sujet  
Request from Central Planning Staff - Relations  
Between Missions and the Department

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	34 -

ENCLOSURES  
Annexes

...

Info DISTRIBUTION  
Mr. Waterfall

...

Attached is a copy of a memorandum dated November 1, 1968 on the above noted subject together with supplementary memoranda of November 13. You will note that we have been requested to supply detailed information on the objectives, activities and effectiveness of the missions in accordance with the general format outlined in Appendix A copies of which are also attached. I should be grateful if you would begin to compile the information requested in sections A and B of appendix A as this information should be available in this Division. I should also be grateful if you could give some thought to sections C and D for the individual posts for which you are responsible. These latter sections may vary from country to country but in general our assessment for most Latin American posts would seem to be similar in nature. At a later stage this aspect of the questionnaire could be discussed on an individual basis.

2. To ensure that the work load for this project is shared equitably, I would ask Mr. Waterfall to be available to assist when he has time available from his present duties, particularly in the research aspect of the problem.

3. Please feel free to consult with me on any aspect of this request.

ORMOND W. DIER

BEST COPY AVAILABLE

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EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO Heads of all Branches, Offices and Divisions

SECURITY  
Sécurité

UNCLASSIFIED

FROM The Under-Secretary

DATE November 1, 1968

REFERENCE  
Référence

NUMBER  
Numéro

SUBJECT Relations between Missions and the Department

FILE	DOSSIER
OTTAWA	
MISSION	

ENCLOSURES  
Annexes

DISTRIBUTION

You will have seen Circular Document Admin. No. 59/68 of October 16, 1968 on this subject, which sets out guidelines relating to certain initiatives aimed at improving relations between the Department in Ottawa and our missions abroad, and, thereby, increasing the effectiveness of departmental operations. These guidelines envisage important new responsibilities for area divisions and implicitly the initiation of a broad review of mission objectives, activities and effectiveness.

2. The extent to which this new approach will be successful, consisting as it does of a renewal of emphasis on the role and responsibilities of the area divisions, will be determined by two things. First it will require that area division heads discharge their leadership responsibilities. Second it will require that all others show them the cooperation they need and which they have the right to expect. At the same time it bears repeating that cooperation is a two way street and functional and administrative divisions too have the right to expect that they will be kept informed and will be consulted on matters that are of importance to their operations. In sum, to have this arrangement work it will be necessary for all concerned to practice common sense, to keep constantly in mind the possibility or actuality of other divisions' interests and to resist any tendency towards the erection of jurisdictional barriers.

3. Against this background the immediate objectives of the directive contained in the Circular Document may be described as being to ensure that to the greatest extent possible area divisions are:

- (a) assured of the possibility of performing a central and leading role in the formulation of policy guidance and the provision of support for missions in their areas;
- (b) to this end, kept fully informed of all activities relating to their missions;
- (c) consulted by functional divisions on all policy matters relating to their missions.

is also intended that important administrative matters relating to the missions, i.e. those which will have an important impact on the ability of the mission to discharge its responsibilities, should be the subject of consultation with area divisions. While functional offices and divisions will continue to take action on matters within their responsibilities, they should ensure that area divisions receive copies of correspondence relating to their missions. It is, of course, equally important that area divisions ensure that functional divisions are informed and consulted on matters which are of concern to them. Communication between area and functional divisions along these lines is, of course, taking place to a considerable extent now. A special point is made of it however, because it is vital to the effective discharge by area divisions of their central role in the provision of direction and assistance to missions.

4. Area divisions will continue to have an important role to play in connection with the Annual Programme Review of missions in their areas. (Functional divisions will have similar responsibilities for delegations.) The exact procedures to be followed in future Annual Reviews will change as the system evolves and is refined to make it increasingly meaningful for purposes of determining departmental objectives and operations. They will, however, continue to involve coordination by area divisions as well as area division recommendations regarding policy objectives, priorities, and the manpower and resources required to attain them. There flows from this the necessity for area divisions to be thoroughly and continuously informed as to the emphasis being placed by missions on the various types of activity in which they are engaged. Thus while it will be important to develop and maintain a dialogue with a mission to stimulate and guide a trend in its reporting it may, on occasion, be equally important to discourage reporting of one kind or another altogether in the interest of redirecting mission resources towards a different activity. This maintenance of contact and responsiveness between missions and headquarters will be further enhanced by personal visits by responsible officials in Ottawa to posts in their area. This will not only make it possible for missions to be kept abreast of the direction of thinking in Ottawa, but of equal or even greater importance it will permit the senior officer concerned to bring to his own work and discussion with others a first hand appreciation of the situation in a particular post and the conditions in which it is operating.

5. As I indicated above there is implicit in Circular Document Admin. No. 59/68 of October 16, 1968 the initiation of a broad review of mission objectives, activities and effectiveness. This is not intended to be a review of Canadian policy towards a given country or area like the current review of Canadian policy towards Europe. Its aim is to determine, on the basis of demonstrable Canadian interests in particular countries and areas what should be missions' objectives and the optimal method of achieving those objectives.

6. The first step in this review will be the acquisition of information in a form that can be analyzed and compared. In order to provide such comparative information for all areas a format which might be used in undertaking this Review has been drawn up by the Central Planning Staff and is attached as Appendix A. This format is definitely not to be considered as inflexible; nor should it be regarded as something simply to be passed on to posts for completion. It should be viewed as a guide to the sort of information that the Department should have in order to do a proper job of evaluating the importance of competing demands on finite resources. Some parts of the form can and should be completed in Ottawa. These are parts A and B which contain basic country information and



- 3 -

statistics on bilateral involvement. Other parts (C and D) should properly be completed here and sent to missions for comment. These are concerned with assessments of Canadian bilateral and interdependent interests in particular countries. Parts E and F are the only parts that are properly the responsibility of missions to complete in the first instance. Functional divisions that have responsibilities vis-à-vis certain posts (permanent delegations) analogous to those of area divisions will find the format of limited relevance to the work of their missions. They should nevertheless find sections D, E and F reasonably applicable and information produced under these headings should prove both useful and instructive.

7. This review exercise will involve the collection of a certain amount of data, either from sources in Ottawa or from posts. It should be obtainable without difficulty and is, in any event, working data that should be readily at hand. The making of assessments of Canadian interest is much more difficult and time consuming. It is, however, the most important part of the exercise. I therefore ask that you give priority to this activity in the review process and that you have your own assessments out to missions for comment by the end of November. When their comments are received (mid-January might be a good deadline) they should be considered by the area divisions in consultation with functional divisions (and vice versa) and with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this Review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination as necessary.

*H.B. Harrison*  
*for me*  
Under-Secretary of State  
for External Affairs

APPENDIX A

OBJECTIVES, ACTIVITIES AND EFFECTIVENESS OF MISSION

Country of Resident Accreditation:

A. BASIC INFORMATION

Population: \_\_\_\_\_ GNP: \_\_\_\_\_

Per Capita Income: \$ \_\_\_\_\_ Armed Forces Establishment:  
(Comment on equipment and training standards) \_\_\_\_\_

Size and Nature of Country's Diplomatic Representation in Canada (Number of Officers on Diplomatic List): \_\_\_\_\_

Number of Resident Missions Maintained by \_\_\_\_\_ Abroad: \_\_\_\_\_

Number of Resident Missions Maintained by Other Countries in \_\_\_\_\_:

B. BILATERAL STATISTICS

	<u>Year (Most Recent)</u>	<u>5 Year Average</u>
Country's Imports from Canada:	<u>Cdn \$</u>	<u>Cdn \$</u>
Country's Exports to Canada:	<u>Cdn \$</u>	<u>Cdn \$</u>
TOTAL:	<u>Cdn \$</u>	<u>Cdn \$</u>

	<u>As % of Total Canadian Trade</u>	<u>As % of Total Country's Trade</u>
Total Bilateral Trade:	<u>%</u>	<u>%</u>
Total Country's Investment in Canada:	<u>Cdn \$</u>	(Description of major undertakings)
Total Canadian Investment in Country:	<u>Cdn \$</u>	(Description of major undertakings)

	<u>Commitment</u>	<u>Disbursement</u>	<u>% of Total Aid to Country</u>
Canadian Aid to Country (Current FY):	<u>\$</u>	<u>\$</u>	<u>%</u>
Ten Year Total of Canadian Aid: (Or cumulative total for a lesser number of years where applicable)		<u>\$</u>	<u>%</u>

CIC 21A Credits to Country: (Current FY) \$ \_\_\_\_\_

(10 Year Total) \$ \_\_\_\_\_

Canadian Technical Assistance and Armed Forces Personnel in Country: \_\_\_\_\_

Canadian Students in Country: \_\_\_\_\_

Country's Students in Canada: \_\_\_\_\_

Canadians Resident in Country: \_\_\_\_\_

Canadian Tourists and Other Visitors to Country: \_\_\_\_\_

Country's Tourists and Other Visitors to Canada: \_\_\_\_\_

Year (Most Recent)    5 Year Average

Immigration to Canada: \_\_\_\_\_

#### C. SUMMARY ASSESSMENT OF CANADIAN BILATERAL INTERESTS IN COUNTRY

This summary might be developed under the following headings:

- (1) Objectives related to our bilateral relations; (Discuss in order of importance.)
- (2) What we are doing to accomplish these objectives, including treaties;
- (3) What further activities should be undertaken to accomplish these objectives, including treaties.

#### D. SUMMARY ASSESSMENT OF CANADIAN INTERDEPENDENT INTERESTS IN COUNTRY

The purpose of this assessment is to point up those Canadian interests and objectives in the country which are shared by a number of other likeminded countries. A distinction must be drawn between interests which are shared by the country in question as part of the grouping including Canada and those which relate to the objectives of a grouping which does not include the country in question. Such groupings might be the Commonwealth and the "Western World" but should not, except in a few cases, include the United Nations. This summary might be developed under the following headings:

- (1) Objectives of the grouping(s) shared by Canada (when the country is part of the grouping);
- (2) What part are we playing to accomplish these objectives;
- (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

## E. OFFICIAL CANADIAN ACTIVITIES IN THE COUNTRY

### Canadian Departments, Agencies and Armed Forces Represented in Country

	<u>Officers and Canadian Staff</u>	<u>Local Employees</u>
Department of External Affairs:	_____	_____
Department or Agency: _____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
TOTAL:	=====	=====

Description of Information programmes in \_\_\_\_\_ conducted by any of the departments or agencies listed above:

## F. ACTIVITIES OF EXTERNAL AFFAIRS COMPONENT

The purpose of this section is to provide the Department in Ottawa with an estimate of the time spent on different activities. It is recognized that this is a difficult assessment to make and that for some missions, activities can change markedly in response to changing situations. This summary might be discussed in reply to the following questions:

- (1) How do you and your officers spend most of your time?
- (2) How does the time spent in the mission accord with the objectives you have indicated?

The first question might be related to the following activities:

	<u>Officers<sup>*</sup></u>	<u>Total Staff<sup>*</sup></u>
Political Analysis, Reporting and Related Activities	%	%
Economic Analysis Reporting and Related Activities	%	%
Aid Management	%	%
Commercial Activities (Trade Promotion)	%	%
Information, Cultural and Press Relations	%	%
Consular Activities	%	%
Immigration Activities	%	%

Mission Administration (Security & Supporting Staff)

- of External Affairs Personnel
- on behalf of other departments

%	%
%	%

Assistance to Canadian Visitors

%	%
---	---

Other Activities

%	%
---	---

TOTAL:

100%	100%
------	------

- \* If missions find it helpful to fill in these percentages they would be useful to the Department. If they create difficulty, a less detailed indication of the main elements of the missions' work would be satisfactory.

Time spent on Non-Resident Accreditations:

Country	Officers	Total Staff
%	%	%
%	%	%
%	%	%

Representation (Average Officer spent outside of working hours per week at representational functions): \_\_\_\_\_ Hours

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A The Under-Secretary of State  
for External Affairs, Ottawa.

FROM  
De The Canadian Embassy,  
OSLO, Norway.

REFERENCE  
Référence Circular Document Admin. No. 59/68  
dated October 16, 1968.

SUBJECT  
Sujet Relations between Missions and the  
Department.

SECURITY  
Sécurité

RESTRICTED

DATE November 19, 1968

NUMBER  
Numéro 469

FILE	DOSSIER
OTTAWA	
MISSION	1-1

ENCLOSURES  
Annexes

DISTRIBUTION

Helsinki  
Stockholm  
Copenhagen  
Nato

As your Circular Document Admin. No. 59/68 arrived here before I did my attention was not drawn to it until I received a copy of Stockholm's very useful letter No. 379 of November 12.

2. In general the suggestions outlined by the Department to improve the state of relations between it and Missions abroad are very welcome ones and should go a long way to help us all to divert our energies in the most productive directions. I also agree in general with Mr. Andrew's further suggestions and would like to add the following comments to his.

3. I agree that it should be very useful for the four Heads of our Scandinavian Missions to meet together from time to time. I know this is an old chestnut but the personalities involved are always changing and as a new boy I would welcome an opportunity to consult with my Scandinavian colleagues early in my posting. A topical agenda could easily be drawn up for these meetings with one of the obvious ones the general subject of Nordic cooperation and the activities of the Nordic Council and its multifarious committees. At this time such subjects as post-hostilities aid to Vietnam and aid to Nigeria and Biafra, in both of which the Department is so interested, could usefully be discussed with a view to channeling the energies of our four Missions in the most valuable manner by perhaps dividing the initial responsibilities between us.

4. The all-important cost of such meetings should not be very great, particularly if we could stay at each others' houses and eat each others' food.

5. I agree, of course, with Mr. Andrew's point that nothing would be more useful than periodic returns to Canada and Ottawa say, after a two or two and one-half year period away from home. Would it not be possible for us to pursue once more the question of getting reduced air fares from Air Canada for this purpose? I know that other countries

- 2 -

RESTRICTED

do purposely bring their Ambassadors back home every two or so years so that they can re-identify themselves with their country's problems and policies. In this connection it might be useful for the Department to do a short survey of the practice of other countries in this regard as results might be useful in presenting a case to Treasury Board.

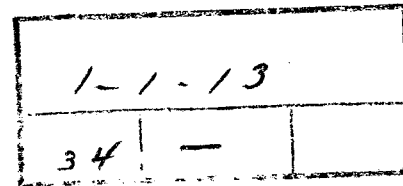
6. I should think that Stockholm's idea of each post being sent the actual distribution list for its own communications would be a helpful improvement. I particularly like the idea of a post at least suggesting an initial distribution for its own despatches and telegrams.

7. On the subject of visits, in my own case I think it might be useful if I were to visit Nato Headquarters and our Nato Mission occasionally, particularly several weeks before Ministerial meetings for example. This should prove to be helpful in enabling us to better report Norwegian views on subjects to be discussed at the forthcoming meetings. I am convinced that personal conversations with those directly involved are worth far more than a million words of print.

8. Finally, I should add a word of praise to the improvement in the flow of information to Missions which I have certainly noticed since arriving here, as compared to my previous post which I left some 2½ years ago. The more information which we receive on the telex the better, be it in the form of policy guidance telegrams, press releases, policy information telegrams, or what not.

Original Signed By  
**G. K. GRANDE**

Ambassador.



November 15, 1968

Dear McGuff,

I have been in two minds as to whether to write to you by numbered letter, or by personal letter to commence the dialogue envisaged in Admin No. 59/68 of October 16, 1968. I have decided to start by using the latter method as it permits a somewhat freer exchange on a division to post basis, rather than on a departmental to post basis. This seemed particularly desirable in view of the over-all responsibility the area divisions now have for coordinating departmental relations with posts.

While it would hardly be possible that you and we would be in absolute agreement about everything, there does seem to be pretty close agreement on most matters which include, of course, political and economic assessments. We recognize the administrative problems you face, and in recent weeks have supported you strongly on allowance policy and better communications. We naturally hope for success, but cannot guarantee it on both scores. Miss Dove's report was excellent. The current riots in Islamabad, Rawalpindi and elsewhere were timely in supporting our case although unlikely to be helpful in other ways. We look forward to the details which you have promised and assure you they will be sent to all those concerned with allowances as well as the many others who will be interested.

I would gather from a preliminary look at your establishment projection, that as matters stand at present, they are generally satisfactory to you, with, of course, some slight addition to your staff. The Department is limited in what it can do, as you know, and is under considerable pressure. We do not envisage any notable expansion or extension of Canadian and Pakistani relations at the present time, and we would gather from your reports that you would be inclined to think the same. We shall deal with your establishment requests separately and as a topic of its own. We hope to be in a position to do this shortly when the administrative divisions provide the necessary information.

... 2

C. E. McGaughey, Esq.,  
High Commissioner for Canada,  
Islamabad, Pakistan.



PERSONAL & SECRET

- 2 -

Your accreditation to Afghanistan was conditional on "no extra costs". So your functions there must be treated essentially as a formalization of the functions your office already had in that country with whatever extension that can be managed at present without extra costs chargeable to departmental votes.

In the division we are sympathetic to the continuation of the assistance programme in Afghanistan, and would like to see something done by way of a soft-loan to help the Afghans get the additional small aircraft. However, what we would like to see, and what may actually result could be two very different things. You could help by putting your imagination at work with additional argumentation. The Afghan program is up for review in the 1969/70 review of aid programs. The "concentration of aid" policy is rather nebulous in concept as you know, and subject to different interpretations by External Affairs and CIDA. Our own tentative divisional thought is that the sub-continent should be viewed as something of an entity from the aspect of Canadian policy towards countries in it, and that a country like Afghanistan, demographically, topographically, and geographically is at least partly encompassed by the sub-continental concept. (I refer to those parts of Afghanistan south of the Hindu Kush).

Another matter that can be of some concern is the question of arms sales in your area. Canadian policy as you know, is less restrictive than it was. We have asked for a study by SRB on the whole business of defence costs in India and Pakistan, whether they are realistic in terms of defence needs (including national prestige), and what the Canadian component is. We are also attempting to isolate the actual military component of these costs, as distinct from what might be termed a development input (i.e. barracks, farms, schools). Various other related facts are also involved. We have not asked your post to put together the study as it would represent a heavy burden. In any event your CFA has been reporting and his reports will, of course, be utilized. We shall endeavour to give you an opportunity to comment on the report. When we have all this, we shall, we hope, be in a better position to assess the merits of present policies and to justify arms sales or refusals on more solid grounds. There is considerable pressure here (of which you are no doubt aware) for sales of certain non-lethal items that are of considerable importance to various firms in Canada which have relatively large payrolls and in a position to pressure ministers.

At this stage, I cannot think of any further matters of a pressing nature. You may have some ideas. Please keep in mind, however, that I have to deal with about a dozen active Heads of Post and don't wish to be snowed under. A measure of restraint therefore will be much appreciated here.

... 3

- 3 -

It would appear possible there may be further activity on Kashmir in the U.N. in the Spring, and we may, perhaps, have a Pakhtunistan issue there as well. It would be wise for us to keep this in mind.

With best regards,

Yours sincerely,

D. M. CORNETT

D.M. Cornett

P.S.: On your problem about Canadian immigration policy, and the bad relations resulting from the ordinary Pakistani's misunderstanding of what is involved by our selective policy based on skills, etc., I should judge there is not the slightest possibility of getting Canadian policy changed to fit the particular circumstances of Pakistan. Nor would I be prepared to support efforts to have the policy changed: all things considered, from the viewpoint of Canadian interests, I think it is a reasonably sound policy. <sup>W</sup>Without knowing too much about the background or the correspondence which has been exchanged, it strikes me at first glance, that there is a public relations job of some sort to be done by the post in explaining more fully to the individual Pakistani applicant what Canadian policy means in practice as regards his particular application. Surely measures to ameliorate this situation if not to rectify it are not beyond the capacity of an old newspaperman like yourself.

DMC

# MESSAGE

*File Copy*

FM/DE		EXTERNAL OTT		DATE	FILE / DOSSIER	SECURITY SECURITE
				NOV 6 1968	1-1-13 41	RESTD
TO/A				NO		PRECEDENCE
				K-499		<i>Priority</i>
CNBRA AND WELLINGTON						
INFO						

**REF** CNBRA TEL 1495 NOV 1 AND WLGTN TEL 759 NOV 4

**SUB/SUJ** RELATIONS BETWEEN MISSIONS AND DEPT - ANNUAL GENERAL MEETING

WE OF COURSE RECOGNIZE VALIDITY OF SUGGESTION, THAT ATTENDANCE BY DEPARTMENTAL OFFICER FROM RESPONSIBLE AREA DIVISION AT ANNUAL MEETINGS SUCH AS THAT PLANNED FOR DEC 5-6 IN CANBERRA COULD BE OF GREAT IMPORTANCE IN INCREASING UNDERSTANDING IN OTT OF WHOLE SPECTRUM OF PROBLEMS INVOLVED IN OUR RELATIONS WITH COUNTRY IN QUESTION, AND IN IMPROVING RAPPORT BETWEEN MISSIONS AND DEPT ON BOTH PROBLEMS OF POLICY AND QUESTIONS OF ADMINISTRATION INCLUDING PERSONNEL MATTERS. BECAUSE CNBRA'S MEETING WILL OCCUR WITHIN FEW WEEKS OF APPOINTMENT OF NEW HEAD OF COMWEL DIV, PROPOSAL IS TIMELY AND PARTICULARLY WELCOME THIS YEAR.

2. HOWEVER, SEVERAL FACTORS MAKE IT IMPRACTICAL TO ACT ON *suggestion* ~~INITIATION~~ AT THIS TIME. THESE INCLUDE (A) SHORTAGE OF PERSONNEL IN COMWEL DIV; (B) LENGTH OF TIME INVOLVED IN TRAVEL UTILIZING CAF YUKON (C) IMMINENCE OF COMWEL PMS MEETING FOR

**DISTRIBUTION** Messrs. Collins, Starnes, Tovell, (*Done*)  
**LOCAL/LOCALE** A. deW. Mathewson

NO STD

ORIGINATOR/REDACTEUR	DIVISION	TELEPHONE	APPROVED/AUTORISE
SIG <u>D.M. CORNETT: NC</u>	COMWEL	2-6356	SIG <u>D. M. CORNETT</u> <u>D.M. CORNETT</u>

FOR WHICH PREPARATIONS WILL BE AT FULL PITCH IN EARLY DEC; AND  
(D) VISIT OF DIRECTOR GENERAL OF PERSONNEL WHICH WILL OCCUR AT  
ABOUT SAME TIME. LATTER WILL BE IN POSITION TO DISCUSS GENERAL  
ADMINISTRATIVE AND PERSONNEL PROBLEMS WITH MISSIONS CONCERNED.  
FOR ABOVE REASONS, WE REGRET THAT IT WILL NOT/NOT BE POSSIBLE TO  
SCHEDULE VISIT BY COMWEL DIV OFFICER AT THIS TIME. WE HOPE THAT  
IDEA WILL BE KEPT ALIVE, AND THAT IT WILL BE POSSIBLE TO UNDER-  
TAKE VISIT DURING 1969.

MEMORANDUM

Heads of Division

UNCLASSIFIED

November 13, 1968

Central Planning Staff

Memorandum from the Under-Secretary of November 1

Relations between Missions and the Department

The suggestion has been made by one division that it would be helpful if each officer who might be concerned with the preparation of material in connection with the exercise of defining missions' raisons d'être, objectives and activities could have a copy of the reference memorandum. It was also suggested that while the initial work would be done in Ottawa (particularly on Sections A-D of the appendix to the memorandum) it would be helpful if divisions could have one copy of the appendix for each of the missions with which they have a reporting relationship. This would enable the material to be prepared in a form that would facilitate analysis and comparison.

The following  
Divisions:

A & ME  
Commonwealth  
NATO & North  
American  
Defence  
Military Asst.  
& Peacekeeping  
Disarmament  
European  
Far Eastern  
Latin American  
Commercial Policy  
United Nations  
U.S.A.

2. This seemed like a sensible suggestion and accordingly I have had reproduced a number of copies of the memorandum and of the appendix which will, I hope, meet your requirements. In sending them to you, however, perhaps I should repeat the point made in the memorandum to the effect that the format is not inflexible and is definitely not simply to be passed on to missions for completion. I might qualify this by observing <sup>that</sup> Sections E and F of the appendix might be detached and sent to the mission to fill out when they are asked to comment on your definitions <sup>under</sup> and C and D.

3. The memorandum states that during this exercise the Central Planning Staff will be available for consultation and advice with a view to maintaining interdivisional coordination as necessary. I would only add that limited though it will inevitably be I shall be happy to be of whatever assistance I can in relation to any aspect of the effort to establish missions' objectives, activities and effectiveness.

A. DE W. MATHEWSON

A. deW. Mathewson

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A Under-Secretary of State for  
External Affairs, Ottawa

FROM  
De Canadian Embassy, Stockholm

REFERENCE  
Référence Circular Document Admin. No. 59/68  
dated October 16, 1968

SUBJECT  
Sujet Relations between Missions and the Department

SECURITY  
Sécurité RESTRICTED

DATE November 12, 1968

NUMBER  
Numéro

379

FILE	DOSSIER
OTTAWA	
1-1-13	
MISSION	
33	

ENCLOSURES  
Annexes

DISTRIBUTION

Oslo  
Helsinki  
Copenhagen

The new arrangement, whereby area divisions will be kept informed of activities involving the missions for which they are responsible, is a very welcome development. The instruction that divisions should maintain regular dialogues with the missions and that visits should be made to them is also a helpful move. It would also be useful, in Scandinavia, for example, if representatives from the Department not only visited the four posts but if there could also be an occasion for the four heads of missions to meet with them. These posts have many things in common and some valuable mutual support could easily be arranged and maintained by periodic meetings.

2. It should however be acknowledged that nothing can substitute for frequent visits to Canada in general and to the Department in particular. Knowledge of the current thinking and atmosphere at home constitutes a Canadian representative's most valuable stock in trade. It is also a perishable commodity. Assisted travel from posts to Ottawa and, say two weeks in the Department, after a maximum of two years abroad would be the most effective possible means of keeping in contact.

3. The idea that political division desk officers are to be kept informed of exchanges between their posts and other divisions of the Department is a great step forward. It seems to <sup>in</sup> that the desk officers will not merely be informed but also will be <sup>in</sup> a position to intervene where necessary when it appears that too many simultaneous and similar demands are being made on a given mission. He will, for example, be able, through his head of division to help establish priorities and see that the post is informed of them. This makes the desk officer a much more important person in the eyes of the mission than he previously was.

4. The difficulties of a political division in Ottawa responding to communications from the missions are obvious and the burden of attempting to comment on reports will no doubt place some strain on

... 2

the resources of the division. There is another method, which, although not as satisfactory as direct comments, would be better than the present silence. It is to inform the missions of the fate of their communications. This could be done by having the desk officer record and send back to the mission a copy of the distribution given to its communication. This might be done by placing a carbon paper and a prepared form under the distribution portion of the numbered letter or the space on a telegram where distribution is indicated. As the desk officer wrote his distribution it would be copied on the form which then need only have the date, number and origin of the letter or telegram filled in before it is returned to the post which could then staple this form to the mission's file copy. The piece of paper used need not be very large. This would give the mission a good idea of the usefulness of their report and at the same time provide a constant reminder of what sort of people in Ottawa are interested in the subject being reported. The mission would then be in a better position to prepare subsequent reports to make them of greater use to their prospective readers. Perhaps equally important, it would also indicate what types of reports are of no interest to anyone besides the desk officer. In any event, writing is always improved when the writer has in mind some idea of whom he is writing for.

*not a criterion:  
1/ a piece might be very useful without receiving wide distribution  
2/ distrib. is often expanded as an afterthought*

5. When the above idea was aired on previous occasions the objection has always been that heads of mission might resent the treatment given to their immortal prose by junior officers, that it might give rise to further time-wasting communications, and might in the end increase misunderstanding between Ottawa and the mission rather than remove it. Alternatively, it was thought the desk officer might feel obliged to distribute a given document more widely than its content deserved, because of mission sensibilities, and thus increase the present flow of paper. While all these objections may be valid in the short run, in the long term most sensible people abroad would begin to get the message and tailor their reporting to the consumers' demand with less time wasted for both parties. It is true that a certain amount of background information might be lost to the desk officer as a result of the process but unless I am hopelessly out of touch, those harried individuals would probably be the last to complain. In any event, specific reports could be prepared on request for these purposes.

6. If this system were instituted, missions might eventually be asked to attach to their letters suggested distribution lists to which the desk officer would then need only to add or delete names as necessary.

7. No doubt, distribution returns from Ottawa would be studied very closely by originators who would doubtless develop techniques of reading into them the signs of approval which are, naturally, the principal rewards of their work.

8. As the appendices to the Circular Document suggest, missions abroad tend to imagine that their problems are not always completely understood by the people at home. There are, of course, built-in factors that tend to

divide the Department into a home service and a foreign service. The most important of these factors is the practical necessity of maintaining continuity in many Ottawa positions in the interests of efficiency. The Department has long been accused, by Treasury Board, among others, of removing persons from Ottawa just as they have begun to know their jobs. At the present time, there are, at a rough estimate, 47 persons occupying positions as head of division or higher. Of these, fewer than ten seem to be in non-rotational positions. Thus, of something under 40 rotational positions, only 12, on rough estimate, are now occupied by persons who have served as head of post, although the established grade for these positions would probably be at head of post level. This may be a temporary phenomenon attributable to the rapid growth of the department, but it is important from the point of view of the missions, that the people who are directing their activities should be one of themselves. We should recognize this inherent tendency to separate the Department into two services and be aware of the fact that it is not in the general interest to let it get out of hand.

9. There has been a great improvement in recent years in the flow of general information from home but it is still short of the desirable. The foreshortened Globe and Mail and Le Devoir are excellent but the complete papers would be better. Perhaps we might start with an extra page.

10. I wonder if airmailed microfilm of the complete papers would be practical instead of present surface mailed actual papers? We have film-strip projectors at most posts. One can see disadvantages in the use of film strip but it would enable us to maintain files of back issues which is now impossible because of the storage problem. I don't know if the process would also speed up the arrival of complete newspapers but if so this would be an additional factor. If we could legally get NFB to make the microfilm without infringing copyright, it might even save money.

11. The policy guidance telegrams are of great use, so are the press releases received by wire. It would also be of interest to get by airmail all other departmental press releases, for example, on senior appointments, which we do not at present receive..

12. We are looking forward to receiving the Policy Information Telegrams which we understand are being inaugurated to keep us in touch with official thinking on matters of topical interest.

A. J. ANDREW

Ambassador



EXTERNAL AFFAIRS



TO: *M. Temple*  
FROM: REGISTRY  
AFFAIRES EXTERIEURES  
NOV 15 1968  
FILE CHARGED OUT  
TO: SECURITY *UNCLASSIFIED*  
Sécurité

TO: UNDER-SECRETARY OF STATE FOR EXTERNAL AFFAIRS,  
OTTAWA.

FROM: CANADIAN EMBASSY, MONTEVIDEO.

DATE November 8, 1968.

REFERENCE: Circular Document Admin. No. 59/68 of October 16, 1968.

NUMBER 274  
Numéro

SUBJECT: Relations between Missions and the Department.

FILE	DOSSIER
OTTAWA 1-1-13	
MISSION 1-1	2

ENCLOSURES  
Annexes

DISTRIBUTION

Buenos Aires

Latin American Div.

I would like to put forward a few brief comments and suggestions in response to your invitation to do so contained in your welcomed Circular Document under reference.

2. For what it is worth I am in complete agreement with the argumentation contained in your paragraph 2. However (and possibly unjustifiably) I have a slight feeling of unease that the solutions suggested might just possibly not work out too well in practice since they may add what could be a too heavy burden on divisions who, I have the impression, are now under-staffed and consequently over-worked. Already it is starting to function. Letter SK-292 of October 25, 1968, just received, is a prompt, helpfully explanatory and good-natured reply to a vexatious problem we raised and to which, unfortunately, we might normally not have received any reaction. Copies, also helpfully, were sent to three divisions and to one section. However, only partial implementation success could help greatly to reduce the "feeling of isolation" and the "sense of remoteness" to which you refer. (Switching to a completely different subject, both feelings (i.e. isolation and remoteness) could be effectively and, I think, very usefully further reduced if the long periods between home leave for those serving at many posts could be shortened. The longer I am in the Service the more conscious I am that at "A" posts, geographically far removed from Ottawa, three and a half years is a long time to go without physically touching base with Canada and with Headquarters).

3. I suppose that the smaller the post the greater the agreement with and enthusiasm for all the points detailed in your paragraph 4. My suggestions relate only to the second point. In the first place I wonder if posts abroad could not be formally incorporated into that procedure so that not only administrative divisions but also posts would be instructed to refer copies of more than routine correspondence to the appropriate area division. I have found it helpful from time to time to address a numbered letter directly to Latin American Division (not as normal to the Under-Secretary) so that it might be made aware of

...2

- 2 -

some unusual or time-consuming problem or problems with which we happened to be faced. If it were made part of the normal routine procedure the post could save some time and avoid special letters of explanation and the "mother" division would not be puzzled by receipt of duplicate copies knowing they were being sent for their information only.

4. The second suggestion is difficult to phrase because in making it I may commit lèse-majesté - and thereby spoil my unblemished record of 21 years. Therefore, I will hastily declare as an article of faith that when differences arise it is usually posts and not headquarters which are being piteyums or hard-headed or unreasonable or uncooperative. In rare cases, however, it might be headquarters which happens to be inadvertently at fault or apparently at fault. When this occurs posts are in a difficult position. If they try to talk back or to reason or to persuade, their plea, because of the filing system, lands up on the desk of their pro-ten tormentor or adversary for reply. If the problem, as it appears to the post, seems to be one, say, of undue reverence for officials of Treasury Board or, say, of an obsession for one kind of lock (two infuriating cases with which this post has had to contend in the past year) the post is at a considerable disadvantage because the complaints or petitions go to those who have already agreed (willingly or unwillingly) to have staff abroad submit their signed financial transactions to the curious and inquisitive eyes of Treasury Board officials or in the other case to those who have a monomania for the virtues of Falcan Knobset locks irrespective of the administrative problems which a delay in their supply might cause.

5. In these latter and similar cases I first adopted the practice of writing to Inspection Services but later in agreement with them I started using the Deputy Head of Latin American Division as our Ombudsman. My suggestion, therefore, is that it might be worth considering formalizing this infrequently used practice of this post and of assigning to the appropriate geographic division the role of Ombudsman or friend-in-court.

G. O. LANGILLE

Chargé d'Affaires a.i.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A UNDER-SECRETARY OF STATE FOR EXTERNAL AFFAIRS,  
OTTAWA.

FROM  
De CANADIAN EMBASSY, MONTEVIDEO.

REFERENCE  
Référence Your letter A-5136 of September 25, 1968.

SUBJECT  
Sujet Post Classification.

TO: *The Prime Minister*

19 1968

SECURITY **CONFIDENTIAL**  
Sécurité

DATE November 5, 1968.

NUMBER 270  
Numéro

FILE	DOSSIER
OTTAWA	
<del>1-3-170-2</del>	1-1-13 "CP"
MISSION	
<del>2</del> 1-3-2	2

ENCLOSURES  
Annexes

two

DISTRIBUTION

Latin American  
Division ←

Buenos Aires

I would like to thank you for your helpful and understanding letter under reference - a much more satisfactory reply than the earlier one we received. We particularly appreciate your concern (and awareness) of our administrative workload of the moment; the effect of the latter has been reflected in the two or three weeks it has taken us to complete the "Post Rating Form" which is attached.

2. It is possible that we might have been able to make a more persuasive case (if there is a case) had we delayed replying until we were well settled in our new quarters. However, I attach importance to what could be a mis-classification of this Post. Therefore, despite your cautions that your own workload may preclude early consideration of my recommendation that Montevideo be re-rated as a "C", I would prefer to let you have our early argumentation in the form in which you require it rather than, by delaying, to have the uneasy feeling of disquiet that our lack of a prompt submission may have played a part in delaying your consideration of my recommendation.

3. I note that you are facing what you describe, I am sure accurately, as "more urgent problems". Certainly there is no great urgency at the moment about the reclassification of Montevideo. Of the Canadians posted here I have by far the longest local service and it amounts to but 14 months. I am confident that you will keep an eye on the calendar because, naturally the "urgency" of the problem as it affects the three Canadians posted here, will increase as time speeds by. The definition of "urgency", of course, also depends on where you sit.

4. I have also noted the point which you have made that "when considering the rating for Montevideo we must keep in mind that reviews of other posts in your area may also be justified". I am sure that they are, and in other areas too. However, we all have a selfish streak in us and unless and until any one of us is cross-posted to one of these other mis-classified posts, we unfortunately and deplorably take only an academic interest in the plight of those serving there. What concerns us is that we think that we are serving in a post at which the length of tour should be two-and-a-half and not three-and-a-half years. What we are hoping,

...2

- 2 -

therefore, is that in the course of the next six months or so you will be able to examine the material which we have supplied and decide on the basis of it whether a reclassification is justified. Of course, we would not mind at all if at the same time you were to look at the classification of any other posts in any other corner of the world but we are somewhat puzzled by the inference in your letter that our classification can not be changed until the classifications of other posts are examined. Sort of equality of suffering of those suffering, is it?

5. You will see from the attachment that we have, as suggested by you, added comments on some of the sections of the Rating Form. I think that when the time comes when you are able to examine the attached Form and the comments you should again look at my six-page letter 128 of June 4, 1968. It gives a better picture than any form can draw. A very basic point is that made in paragraphs 3, 4 and 5. However, I believe all of the paragraphs have their importance. Possibly I should also stress the point made in paragraph 17, which dealt with a serious drawback encountered here by the administrative staff who are not allowed to import a private automobile unless they are prepared to pay the freight in and out. I should also point out that mail service (paragraph 16) continues to deteriorate. Other mail to non-Canadian addressees has gone astray. Distance adds to our mail problems. By an air envelope of October 4 (which was received in Ottawa October 9) I sent a letter to the Royal Bank in connection with my desire to convert one series of a Canada Savings Bond into the newest one. I still have not received an answer and I am beginning to fear that the date for this conversion will have passed before I receive the proper form, sign it and get it back to the bank.

6. In the post script to my letter 128 I mentioned robberies. Two weeks or so ago the apartment of Miss Francis, Third Secretary, was broken into and ransacked. Fortunately, only some liquor was stolen.

7. I realize that I may be over-labouring my concern about the length of the tour of duty in Montevideo. It is really not a great problem for a married employee. As I pointed out in my letter 128, it would not matter much to me personally whether we spend two-and-a-half or three or three-and-a-half years in Montevideo. It is "Dullsville" (with a surprising number of frustrations and minor problems) but it is a healthy "Dullsville" with not a bad climate. A poor "A", which could be one of the better "C" posts. I am, however, concerned about the morale problem for the single employees, particularly the FSEs. Individual ones might conceivably seek a tour extension if the length of posting were set at two-and-a-half years but in all equity, I do not think that any one of them should be required to stay on longer. Three and a half years is a long time between home leaves whatever the rank of the employee but that, of course, is a completely different problem.

...3

- 3 -

8. To conclude this letter I quote my concluding paragraph of my letter No. 128:

"I have just been looking at the listing of our posts classifications and arbitrarily taking those in order which surround Montevideo, I see that what I am asking is that this post be removed from its position of equality with The Hague, Hamburg, Lisbon, London, Los Angeles, Madrid, and placed on an equal footing with the "C" posts Helsinki, Hong Kong, Kingston and Nairobi. I would appreciate receiving your views and hopefully your sympathetic consideration for my recommendation."

G. C. LANGILLE  
Chargé d'Affaires a.i.

## POST RATING FORM

### PART ONE

Applicable to all Posts

#### SECTION ONE: ISOLATION

##### 1. Geographic Restrictions

- A. Reasonable opportunities for local travel
- B. Considerable geographic isolation, where personnel can get away from post only infrequently or with difficulty.
- C. Extreme geographic isolation, resulting in virtual confinement to post.



(See Note)

##### 2. Size of English - or French-Speaking Colony

- A. Over 1,000.
- B. Under 1,000; more than 500.
- C. Under 500; more than 250.
- D. Under 250.



##### 3. Native Language of Majority of Population

- A. English or French.
- B. Other Teutonic or Romance language.
- C. All others:
  - (i) If English or French widely understood.
  - (ii) If English or French seldom used.



(See Note)

##### 4. Cultural Patterns

- A. Predominantly Western European.
- B. Other European.
- C. All others.



(See Note)

#### SECTION TWO: LOCAL CONDITIONS

##### 1. Living Accommodation

- A. Acceptable.
- B. Fair.
- C. Poor.
- D. Very poor.



(See Note)

2. Working Conditions

- A. Acceptable.
- B. Fair.
- C. Poor.

A

(See Note)

3. Recreation

(i) Active Sports

- A. Reasonable opportunities for outdoor activities.
- B. Limited opportunities for outdoor activities.
- C. Virtually no opportunities for outdoor activities.

A

(See Note)

(ii) Social Recreation and Entertainment

- A. Reasonable facilities.
- B. Limited facilities.
- C. Virtually no facilities.

B

(See Note)

(iii) Libraries and Reading Material

- A. Adequate.
- B. Lack of adequate means of obtaining reading material locally.

A

(See Note)

4. Local Transportation

- A. Adequate.
- B. Public transportation facilities (streetcars, bus, taxis) poor by Canadian standards, but alternatives (office transportation, privately owned vehicles) sufficient to meet essential needs.
- C. No satisfactory transportation facilities available.

A

(See Note)

5. Local Services

- A. Adequate.
- B. Services usually adequate, but frequent breakdowns and/or poor performance.
- C. Services quite unreliable.

B

- 3 -

6. Food Supplies

- A. Adequate..
- B. Sufficient acceptable food obtainable locally without undue difficulty, but marked lack of variety.
- C. Sufficient acceptable food unobtainable locally, or obtainable only with undue difficulty.

D

7. Shopping (excluding food)

- A. No undue difficulty.
- B. Many household items available locally, but marked restriction of choice and unreliable supplies.
- C. Practically all goods must be imported.

B

SECTION THREE: CLIMATE

Category A

Category B

Category C

Category D

SECTION FOUR: HEALTH

1. Water

- A. Boiling unnecessary.
- B. Normally potable; boiling recommended at certain times or in special circumstances.
- C. Should always be boiled.

A

2. Milk

- A. Pasteurized fresh milk freely available.
- B. No dependable supply of pasteurized fresh milk.

D

(See Note)

3. Food

- A. Fair standards of food sanitation.
- B. General level of food sanitation, handling and preservation considerably below Canadian standards.
- C. Extremely low standards of food sanitation.

B



4. Environment

- A. Fair standards of municipal cleanliness.
- B. General level of municipal cleanliness considerably below Canadian standards.
- C. Poorly controlled sanitary environment.

5. Diseases of Poor Sanitation

- A. No significant problem.
- B. Incidence amongst Canadians somewhat higher than in Canada.
- C. Moderately high incidence amongst Canadians.
- D. Very high incidence amongst Canadians.

6. Tuberculosis

- A. No significant risk.
- B. Incidence of active pulmonary disease among local population considerably above Canadian levels.
- C. Very high incidence among local population.

7. Malaria

- A. Not a hazard.
- B. Prophylaxis only recommended on trips outside the post.
- C. Prophylaxis necessary at the post.

8. Major Epidemic Diseases

- A. Not a hazard.
- B. One or more of the following conditions endemic amongst population of the country: smallpox, cholera, typhus, plague, yellow-fever, leprosy.
- C. Epidemic of one or more of the above diseases in the vicinity of the post during previous two years.

- 5 -

9. Other Conditions

- A. No significant risk.
- B. Other conditions prevalent amongst the local population and constituting a potential threat to the health of Canadian personnel.
- C. Other conditions prevalent amongst the local population and constituting a significant threat to the health of Canadian personnel.

SECTION FIVE: MEDICAL CARE

1. General Practitioner Services

- A. Dependable general practitioner services available (office consultations and house-calls) from three or more well-trained local physicians.
- B. Limited general practitioner services due to shortage of competent physicians, or to difficulty in obtaining their services.
- C. No dependable service of general medical care.

2. Specialist Services

- A. Adequate
- B. Dependable, competent coverage lacking in one or more of the following three specialties: internal medicine, general surgery, paediatrics.

3. Hospital Services

- A. Satisfactory.
- B. Local hospitals used by Canadians, but incomplete facilities, e.g. private or semi-private rooms not normally available; understaffing; low sanitary levels; limited range of diagnostic facilities; food unacceptable by usual Canadian standards.
- C. Local facilities used by Canadians only when evacuation is impossible.

4. Drugs and Medical Supplies

A. Adequate.

B. Essential drugs and medical supplies scarce or of doubtful quality.



(See Note)

5. Dental Care

A. Adequate.

B. No acceptable local facilities.



CONFIDENTIAL

ATTACHMENT TO POST RATING FORM

SECTION ONE: ISOLATION

1. Geographic Restrictions

We have had great difficulty in rating this question. Punta del Este is a world famous resort located but 90 miles from Montevideo. The connecting highway is good (but somewhat too narrow to always safely handle the number of vehicles which use it during the "season", that is, from mid-December until early March). The highway itself is not scenic, being located a mile or two inland along much of the route. However, once the traveller with a private automobile gets 30 miles or so out of the city it is possible to branch off to reach beautiful sandy beaches which are frequently quite unpopulated. There are also fine stretches of beach past Punta del Este but as you approach the Brazilian border the road disintegrates to a point where flying stones from passing cars present a real hazard to windshields.

This is the one "opportunity" for local travel available in Uruguay. There are, of course, other roads but they lead nowhere of any interest and to spots where stopping over is no pleasure. There is good bus service between Montevideo and Punta del Este and it is reasonably priced. Private car, however, is the most convenient method because you are untied to bus timetables and it offers you the opportunity of trying out the other beaches along the way.

In season Punta del Este is very crowded and many good restaurants are open. To take advantage of the season, however, their proprietors charge about three times the Montevidean rate. Hotels are expensive during the season and from satisfactory to good houses (many located a half mile or so from the beaches) are rented from \$500 and up a month. It is not only cost which tends to rule out Punta del Este as a mecca for Embassy travellers but it is also boredom. If you have a car (and one is pretty necessary for getting about Punta del Este itself) it is conceivable that you would enjoy making the trip four or five or even six times a year. It is also possible that employees with family might enjoy two vacations at Punta del Este (or one of its neighbouring beaches) during the posting here. Once you get past these points, however, you have "had" it and there is no alternative for local travel of interest.

Under this heading mention (although it is not local) should possibly be made of Buenos Aires which can be travelled to cheaply and quickly. Once there, however, the traveller finds that a tourist's life is almost as expensive as in New York. It can, however, provide once or twice during a posting a welcome break from the somewhat dull but tranquil monotony of Montevideo.

Paraguay can also be visited once a posting. It offers Iguazu Falls. Rio is very expensive and a little distant.

3. Native Language of Majority of Population

A number of the educated Uruguayans of the professional or business world speak English and a lesser number speak French. In day to day living outside of the office English or French is seldom used in contacts with Uruguayans.



## SECTION ONE: ISOLATION (cont'd)

### 4. Cultural Patterns

We were uncertain whether to class Montevideo as "A" or "C". Its cultural pattern is Latin American but is considerably more European than, say, Rio or Bogota. Would Washington, D.C. be classed "A" or "C"? That question explains our uncertainty.

## SECTION TWO: LOCAL CONDITIONS

### 1. Living Accommodation

"Acceptable" but costly with rents <sup>SET</sup> fixed in U.S. dollars tending to rise. Fortunately, so far, the Department has not boggled at rents having to be paid but when and if this time comes the classification under this heading could be reduced to a "B".

### 2. Working Conditions

The "A" rating stems from the fact that, later this month we move Chancery. It has been "C".

### 3. Recreation

#### (i) Active Sports

This is another difficult question. For the four summer months of the year there is good swimming but because of pollution only beaches from the Carrasco suburb (nine miles from the city centre) out are "safe". On the weekends and on holidays they are congested up to about 25 miles from the city centre. Officers have cars; administrative staff do not. Is this a "reasonable" (A) or a "limited" (B) opportunity? There is horseback riding the year round. Officers can afford it and by having private automobiles can get to either of the two suburb clubs located past Carrasco; FSEs can not. A or B or C? Tennis clubs in Carrasco are reasonably priced and can be reached by FSEs by bus with some inconvenience. A centrally located golf course can be afforded by all golfers. Possibly "A" is an over-rating.

#### (ii) Social Recreation and Entertainment

"B". Movie theatres are plentiful and many are quite good. Spanish sub-titles usually, so you often have a problem of not having the sound (English or French or German) tuned in properly. There is one good "live" theatre - in Spanish. The greatest drawback (which is met elsewhere, of course) is that young Uruguayans tend to "pair off" rather permanently and at rather an early age. For society they tend to seek out other Uruguayans. The single Canadian girl (officer or FSE) therefore, tends to get thrown into the rather restricted company of the foreign community. Fluency in colloquial Spanish would help to combat this but this is not always an asset which Canadians have. "Social recreation" even for the extrovert can be frustrating and this frustration is harder to bear with the knowledge that the length of posting is three and a half years.

...3

## SECTION TWO: LOCAL CONDITIONS

### 3. Recreation (cont'd)

#### (iii) Libraries and Reading Material

The British Council and the United States Information Service maintain quite good libraries and it is possible at a few widely separated locations to pick up English or French language magazines or some paperbacks. With some doubt, therefore, the classification of "A" has been assigned to this heading.

### 4. Local Transportation

"A" has been given with some hesitation because bus and taxi service, which is normally adequate, is often disrupted by strikes.

## SECTION FOUR: HEALTH

### 2. Milk

Since minus signs are probably not permitted we have classified this heading as "A". The pasteurization process is good and the quality of milk is good. In this land of strikes, however, it is a bit untrue to say that milk is "freely available". For three weeks in the past twelve months it has ranged from very difficult to impossible to obtain milk.

## SECTION FIVE: MEDICAL CARE

### 4. Drugs and Medical Supplies

These are normally "adequate" but there have been three occasions in the past year that Embassy personnel had to import drugs from abroad. It is known that many doctors prescribe medicines which they know are available. Nevertheless, it would be incorrect to classify this heading as "B".

## GENERAL NOTE

We have given a surprising number of "A"s; the reason in many cases is your equation of "A-ness" with adequacy or satisfactoriness or acceptability. "A" is, therefore, frequently not high praise!

G. C. LANGILLE

NOV 5 1968

OTT001

ACTION

CBA1

WGN004/03

PP OTT RR CBA

DE WGN

P 032344Z

FM WLGTN NOV4/68

TO EXTER 759 PRIORITY

INFO CNBRA

REF CNBRA TEL1495 NOV1

RELATIONS BETWEEN MISSIONS AND THE DEPT

I HEARTILY ENDORSE MENZIES PROPOSAL FOR A VISIT FROM AN OTT OFFICER. I HAD ALREADY NOTED SUGGESTION IN REFD0C THAT NEWLY APPOINTED HEADS OF AREA DIVS MIGHT VISIT THEIR OUTLYING PARISHES AND THIS WOULD SEEM EXCELLENT OPPORTUNITY TO IMPLEMENT SUGGESTION IN CASE OF COMWEL DIV.

2. CERTAINLY I SEE VALUE IN A VISIT TO THIS POST AND TIMING OF VISIT EITHER BEFORE OR AFTER PROPOSED VISIT TO AUSTRALIA WOULD BE CONVENIENT. IT WOULD BE WELL WORTHWHILE TO EXPLORE POSSIBILITY OF TRAVEL IN YUKON OF CAF. WE DO ENOUGH CHORES FOR CAF TO WARRANT RECIPROCAL HELP FROM THEM NOW AND THEN.

MACDONNELL

File  
Reply sent.

Nov 6/68 -

sentel K. -

1-1-13  
4/141

**ACTION COPY**

*Copy sent to  
Mr. Towell. -  
Dir Gen. Personnel.*

OTT067

CBA28/1

PP OTT RR WGN

DE CBA

P R 010704Z

FM CNBRA NOV1/68

TO EXTER 1495 PRIORITY

INFO WLGTN

REF CIRC DOCU ADMIN 59/68

ANNUAL GENERAL MTG-OTT REPRESENTATION

ALL 20 CDN OFFICERS IN CNBRA, MLBRN AND SYDNY ARE SCHEDULED TO HOLD ANNUAL STAFF MTG IN CNBRA ON DEC5-6. IN VIEW OF PRINCIPLE EXPRESSED IN CIRCULAR DOCU ADMIN 59/68 (RELATIONS BETWEEN MISSIONS AND THE DEPT), TO EFFECT THAT RESPONSIBLE OFFICERS IN OTT SHOULD BE ENCOURAGED AND AUTHORIZED TO PERIODICALLY VISIT MISSIONS, WE WOULD RECOMMEND FOR CONSIDERATION A VISIT TO CNBRA BY AN OTT-BASED OFFICER IN THIS PERIOD. PRESENCE OF HEAD OF COMWEL DIV OR AUSTRALIAN DESK OFFICER, WOULD BE BENEFICIAL IN ESTABLISHING CLOSER RELATIONS BETWEEN OUR MISSIONS IN THIS COUNTRY AND OTT, AND WOULD INFUSE ADDITIONAL INSPIRATION INTO ANNUAL STAFF MTG. AT VERY LEAST IT WOULD ENABLE OTT REP TO GAIN AT FIRST HAND WIDE VIEW OF WHOLE SPECTRUM OF CDN RELATIONS WITH AUSTRALIA.

2. OUR MODEST PROPOSAL IS RENDERED MORE TIMELY BY THE POSSIBILITY THAT IF AN OTT OFFICER WAS SENT IN THIS PERIOD HE WOULD PERHAPS COORDINATE HIS OUTWARD TRIP WITH AN RCAF YUKON TRAINING FLT (NO T1985) WHICH IS SCHEDULED TO LEAVE CFB TRENTON ON NOV26 AND ARRIVES CNBRA ON DEC3. FOUR OF INTERVENING DAYS WILL INCIDENTALLY BE SPENT IN NZ SO THERE IS OPPORTUNITY FOR OTT-BASED OFFICER TO VISIT WLGTN FOR DISCUSSIONS THERE AS WELL AS HERE IN CNBRA. RETURN TRIP WOULD OBVIOUSLY HAVE TO BE MADE BY COMMERCIAL AIR BUT AT LEAST 50 PERCENT

...2

*Reply sent  
en tel. K. -  
(File)  
Nov 6/68*

K



PAGE TWO 1495

SAVING WOULD HAVE BEEN EFFECTED BY TAKING ADVANTAGE OF OUTWARD  
SERVICE FLT. PRESUMABLY CARRYING EXTRA PASSENGER IN LARGE YUKON  
WOULD REPRESENT NO/NO GREAT PROBLEM TO DND.

3. WE WOULD RECOMMEND OFFICER MIGHT WISH TO SPEND APPROX ONE WEEK  
IN CNBRA, AND POSSIBLY IN ADDITION VISIT MLBRN AND SYDNY, ALTHOUGH  
THIS WOULD PERHAPS NOT/NOT BE NECESSARY IN VIEW OF PRESENCE OF  
OFFICERS FROM THESE POSTS AT STAFF MTG.

4. GRATEFUL FOR YOUR COMMENTS

MENZIES

NNNN

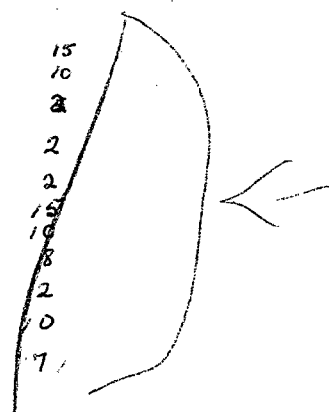
001098

Distribution of Memorandum from USSEA of November 1, 1968 concerning  
Relations between Missions and the Department

FOR ACTION: (in consultation with others as necessary)

Heads of Division - African & Middle Eastern (4)  
Commonwealth  
NATO & North American Defence  
Military Assistance & Peacekeeping  
Disarmament  
European (3)  
Far Eastern  
Latin American  
Commercial Policy  
United Nations (3)  
U.S.A.

Memo



FOR INFORMATION:

Directors General  
of Branches - Personnel  
Finance & Administration  
  
Heads of Offices - Economic Affairs  
Politico-Military Affairs

Heads of Division - Consular  
Coordination  
Cultural Affairs  
D.L.(2)  
Pays francophones  
Historical  
Information  
Inspection Service  
Legal  
Aid & Development  
Transport, Communications & Energy  
Passport Office  
Press Office  
Protocol  
Central Services  
Finance  
Materiel Management  
Property Management  
Establishment & Classification  
Personnel Planning & Development  
Personnel Operations  
Staff Relations & Compensation  
Records Management  
Telecommunications

## AFFAIRES EXTÉRIEURES



to  
A

H  
Heads of all Branches, Offices and Divisions

**SECURITY**  
**Sécurité**

DATE November 1, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
1-1-13	
MISSION	2

## DISTRIBUTION

You will have seen Circular Document Admin. No. 59/68 of October 16, 1968 on this subject, which sets out guidelines relating to certain initiatives aimed at improving relations between the Department in Ottawa and our missions abroad, and, thereby, increasing the effectiveness of departmental operations. These guidelines envisage important new responsibilities for area divisions and implicitly the initiation of a broad review of mission objectives, activities and effectiveness.

2. The extent to which this new approach will be successful, consisting as it does of a renewal of emphasis on the role and responsibilities of the area divisions, will be determined by two things. First it will require that area division heads discharge their leadership responsibilities. Second it will require that all others show them the cooperation they need and which they have the right to expect. At the same time it bears repeating that cooperation is a two way street and functional and administrative divisions too have the right to expect that they will be kept informed and will be consulted on matters that are of importance to their operations. In sum, to have this arrangement work it will be necessary for all concerned to practice common sense, to keep constantly in mind the possibility or actuality of other divisions' interests and to resist any tendency towards the erection of jurisdictional barriers.

3. Against this background the immediate objectives of the directive contained in the Circular Document may be described as being to ensure that to the greatest extent possible area divisions are:

- (a) assured of the possibility of performing a central and leading role in the formulation of policy guidance and the provision of support for missions in their areas;
- (b) to this end, kept fully informed of all activities relating to their missions;
- (c) consulted by functional divisions on all policy matters relating to their missions.

is also intended that important administrative matters relating to the missions, i.e. those which will have an important impact on the ability of the mission to discharge its responsibilities, should be the subject of consultation with area divisions. While functional offices and divisions will continue to take action on matters within their responsibilities, they should ensure that area divisions receive copies of correspondence relating to their missions. It is, of course, equally important that area divisions ensure that functional divisions are informed and consulted on matters which are of concern to them. Communication between area and functional divisions along these lines is, of course, taking place to a considerable extent now. A special point is made of it however, because it is vital to the effective discharge by area divisions of their central role in the provision of direction and assistance to missions.

4. Area divisions will continue to have an important role to play in connection with the Annual Programme Review of missions in their areas. (Functional divisions will have similar responsibilities for delegations.) The exact procedures to be followed in future Annual Reviews will change as the system evolves and is refined to make it increasingly meaningful for purposes of determining departmental objectives and operations. They will, however, continue to involve coordination by area divisions as well as area division recommendations regarding policy objectives, priorities, and the manpower and resources required to attain them. There flows from this the necessity for area divisions to be thoroughly and continuously informed as to the emphasis being placed by missions on the various types of activity in which they are engaged. Thus while it will be important to develop and maintain a dialogue with a mission to stimulate and guide a trend in its reporting it may, on occasion, be equally important to discourage reporting of one kind or another altogether in the interest of redirecting mission resources towards a different activity. This maintenance of contact and responsiveness between missions and headquarters will be further enhanced by personal visits by responsible officials in Ottawa to posts in their area. This will not only make it possible for missions to be kept abreast of the direction of thinking in Ottawa, but of equal or even greater importance it will permit the senior officer concerned to bring to his own work and discussion with others a first hand appreciation of the situation in a particular post and the conditions in which it is operating.

5. As I indicated above there is implicit in Circular Document Admin. No. 59/68 of October 16, 1968 the initiation of a broad review of mission objectives, activities and effectiveness. This is not intended to be a review of Canadian policy towards a given country or area like the current review of Canadian policy towards Europe. Its aim is to determine, on the basis of demonstrable Canadian interests in particular countries and areas what should be missions' objectives and the optimal method of achieving those objectives.

6. The first step in this review will be the acquisition of information in a form that can be analyzed and compared. In order to provide such comparative information for all areas a format which might be used in undertaking this Review has been drawn up by the Central Planning Staff and is attached as Appendix A. This format is definitely not to be considered as inflexible; nor should it be regarded as something simply to be passed on to posts for completion. It should be viewed as a guide to the sort of information that the Department should have in order to do a proper job of evaluating the importance of competing demands on finite resources. Some parts of the form can and should be completed in Ottawa. These are parts A and B which contain basic country information and

- 3 -

statistics on bilateral involvement. Other parts (C and D) should properly be completed here and sent to missions for comment. These are concerned with assessments of Canadian bilateral and interdependent interests in particular countries. Parts E and F are the only parts that are properly the responsibility of missions to complete in the first instance. Functional divisions that have responsibilities vis-à-vis certain posts (permanent delegations) analagous to those of area divisions will find the format of limited relevance to the work of their missions. They should nevertheless find sections D, E and F reasonably applicable and information produced under these headings should prove both useful and instructive.

7. This review exercise will involve the collection of a certain amount of data, either from sources in Ottawa or from posts. It should be obtainable without difficulty and is, in any event, working data that should be readily at hand. The making of assessments of Canadian interest is much more difficult and time consuming. It is, however, the most important part of the exercise. I therefore ask that you give priority to this activity in the review process and that you have your own assessments out to missions for comment by the end of November. When their comments are received (mid-January might be a good deadline) they should be considered by the area divisions in consultation with functional divisions (and vice versa) and with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this Review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination as necessary.

*L.B. Robinson*  
*for ai*  
Under-Secretary of State  
for External Affairs

APPENDIX A

13

OBJECTIVES, ACTIVITIES AND EFFECTIVENESS OF MISSION

Country of Resident Accreditation:

A. BASIC INFORMATION

Population: \_\_\_\_\_ GNP: \_\_\_\_\_

Per Capita Income: \$ \_\_\_\_\_ Armed Forces Establishment: \_\_\_\_\_  
(Comment on equipment and training standards) \_\_\_\_\_

Size and Nature of Country's Diplomatic Representation in Canada (Number of Officers on Diplomatic List): \_\_\_\_\_

Number of Resident Missions Maintained by \_\_\_\_\_ Abroad: \_\_\_\_\_

Number of Resident Missions Maintained by Other Countries in \_\_\_\_\_:

B. BILATERAL STATISTICS

	<u>Year (Most Recent)</u>	<u>5 Year Average</u>
Country's Imports from Canada:	<u>Cdn \$</u>	<u>Cdn \$</u>
Country's Exports to Canada:	<u>Cdn \$</u>	<u>Cdn \$</u>
TOTAL:	<u>Cdn \$</u>	<u>Cdn \$</u>

	<u>As % of Total Canadian Trade</u>	<u>As % of Total Country's Trade</u>
Total Bilateral Trade:	<u>%</u>	<u>%</u>
Total Country's Investment in Canada:	<u>Cdn \$</u>	(Description of major undertakings)
Total Canadian Investment in Country:	<u>Cdn \$</u>	(Description of major undertakings)

	<u>Commitment</u>	<u>Disbursement</u>	<u>% of Total Aid to Country</u>
Canadian Aid to Country (Current FY):	<u>\$</u>	<u>\$</u>	<u>%</u>
Ten Year Total of Canadian Aid: (Or cumulative total for a lesser number of years where applicable)		<u>\$</u>	<u>%</u>

JIC 21A Credits to Country: (Current FY) \$ \_\_\_\_\_

(10 Year Total) \$ \_\_\_\_\_

Canadian Technical Assistance and Armed Forces Personnel in Country: \_\_\_\_\_

Canadian Students in Country: \_\_\_\_\_

Country's Students in Canada: \_\_\_\_\_

Canadians Resident in Country: \_\_\_\_\_

Canadian Tourists and Other Visitors to Country: \_\_\_\_\_

Country's Tourists and Other Visitors to Canada: \_\_\_\_\_

Year (Most Recent)    5 Year Average

Immigration to Canada: \_\_\_\_\_

#### C. SUMMARY ASSESSMENT OF CANADIAN BILATERAL INTERESTS IN COUNTRY

This summary might be developed under the following headings:

- (1) Objectives related to our bilateral relations; (Discuss in order of importance.)
- (2) What we are doing to accomplish these objectives, including treaties;
- (3) What further activities should be undertaken to accomplish these objectives, including treaties.

#### D. SUMMARY ASSESSMENT OF CANADIAN INTERDEPENDENT INTERESTS IN COUNTRY

The purpose of this assessment is to point up those Canadian interests and objectives in the country which are shared by a number of other likeminded countries. A distinction must be drawn between interests which are shared by the country in question as part of the grouping including Canada and those which relate to the objectives of a grouping which does not include the country in question. Such groupings might be the Commonwealth and the "Western World" but should not, except in a few cases, include the United Nations. This summary might be developed under the following headings:

- (1) Objectives of the grouping(s) shared by Canada (when the country is part of the grouping);
- (2) What part are we playing to accomplish these objectives;
- (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

# E. OFFICIAL CANADIAN ACTIVITIES IN THE COUNTRY

## Canadian Departments, Agencies and Armed Forces Represented in Country

	<u>Officers and Canadian Staff</u>	<u>Local Employees</u>
Department of External Affairs:	_____	_____
Department or Agency: _____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
TOTAL:	_____	_____

Description of Information programmes in \_\_\_\_\_ conducted by any of the departments or agencies listed above:

# F. ACTIVITIES OF EXTERNAL AFFAIRS COMPONENT

The purpose of this section is to provide the Department in Ottawa with an estimate of the time spent on different activities. It is recognized that this is a difficult assessment to make and that for some missions, activities can change markedly in response to changing situations. This summary might be discussed in reply to the following questions:

- (1) How do you and your officers spend most of your time?
- (2) How does the time spent in the mission accord with the objectives you have indicated?

The first question might be related to the following activities:

	<u>Officers*</u>	<u>Total Staff*</u>
Political Analysis, Reporting and Related Activities	_____ %	_____ %
Economic Analysis Reporting and Related Activities	_____ %	_____ %
Aid Management	_____ %	_____ %
Commercial Activities (Trade Promotion)	_____ %	_____ %
Information, Cultural and Press Relations	_____ %	_____ %
Consular Activities	_____ %	_____ %
Immigration Activities	_____ %	_____ %



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Mission Administration (Security & Supporting Staff)

- of External Affairs Personnel
- on behalf of other departments

%	%

Assistance to Canadian Visitors

%	%

Other Activities

%	%

TOTAL:

100%	100%

\* If missions find it helpful to fill in these percentages they would be useful to the Department. If they create difficulty, a less detailed indication of the main elements of the missions' work would be satisfactory.

Time spent on Non-Resident Accreditations:

Country	Officers	Total Staff
	0 %	0 %
	%	%
	%	%

Representation (Average Officer spent outside of working hours per week at representational functions): \_\_\_\_\_ Hours

APPENDIX A

OBJECTIVES, ACTIVITIES AND EFFECTIVENESS OF MISSION

Country of Resident Accreditation: \_\_\_\_\_

A. BASIC INFORMATION

Population: \_\_\_\_\_ GNP: \_\_\_\_\_

Per Capita Income: \$ \_\_\_\_\_ Armed Forces Establishment:  
(Comment on equipment and training standards) \_\_\_\_\_

Size and Nature of Country's Diplomatic Representation in Canada (Number of Officers on Diplomatic List): \_\_\_\_\_

Number of Resident Missions Maintained by \_\_\_\_\_ Abroad: \_\_\_\_\_

Number of Resident Missions Maintained by Other Countries in \_\_\_\_\_: \_\_\_\_\_

B. BILATERAL STATISTICS

	<u>Year (Most Recent)</u>	<u>5 Year Average</u>
Country's Imports from Canada:	<u>Cdn \$</u> _____	<u>Cdn \$</u> _____
Country's Exports to Canada:	<u>Cdn \$</u> _____	<u>Cdn \$</u> _____
TOTAL:	<u>Cdn \$</u> _____	<u>Cdn \$</u> _____

	<u>As % of Total Canadian Trade</u>	<u>As % of Total Country's Trade</u>
Total Bilateral Trade:	<u>%</u> _____	<u>%</u> _____
Total Country's Investment in Canada:	<u>Cdn \$</u> _____	(Description of major undertakings)
Total Canadian Investment in Country:	<u>Cdn \$</u> _____	(Description of major undertakings)

	<u>Commitment</u>	<u>Disbursement</u>	<u>% of Total Aid to Country</u>
Canadian Aid to Country (Current FY):	\$ _____	\$ _____	<u>%</u> _____
Ten Year Total of Canadian Aid: (Or cumulative total for a lesser number of years where applicable)		\$ _____	<u>%</u> _____

- 2 -

IC 21A Credits to Country: (Current FY) \$ \_\_\_\_\_

(10 Year Total) \$ \_\_\_\_\_

Canadian Technical Assistance and Armed Forces Personnel in Country: \_\_\_\_\_

Canadian Students in Country: \_\_\_\_\_

Country's Students in Canada: \_\_\_\_\_

Canadians Resident in Country: \_\_\_\_\_

Canadian Tourists and Other Visitors to Country: \_\_\_\_\_

Country's Tourists and Other Visitors to Canada: \_\_\_\_\_

Year (Most Recent)   5 Year Average

Immigration to Canada: \_\_\_\_\_

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- (1) Objectives of the grouping(s) shared by Canada (when the country is part of the grouping);
- (2) What part are we playing to accomplish these objectives;
- (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

...3

- 3 -

- (1) Objectives of the grouping(s) shared by Canada (when the country is not part of the grouping);
- (2) What part are we playing to accomplish these objectives;
- (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

#### E. OFFICIAL CANADIAN ACTIVITIES IN THE COUNTRY

##### Canadian Departments, Agencies and Armed Forces Represented in Country

	<u>Officers and Canadian Staff</u>	<u>Local Employees</u>
Department of External Affairs:	_____	_____
Department or Agency: _____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
TOTAL:	=====	=====

Description of Information programmes in \_\_\_\_\_ conducted by any of the departments or agencies listed above:

#### F. ACTIVITIES OF EXTERNAL AFFAIRS COMPONENT

The purpose of this section is to provide the Department in Ottawa with an estimate of the time spent on different activities. It is recognized that this is a difficult assessment to make and that for some missions, activities can change markedly in response to changing situations. This summary might be discussed in reply to the following questions:

- (1) How do you and your officers spend most of your time?
- (2) How does the time spent in the mission accord with the objectives you have indicated?

The first question might be related to the following activities:

	<u>Officers</u> <sup>H</sup>	<u>Total Staff</u> <sup>+</sup>
Political Analysis, Reporting and Related Activities	_____%	_____%

- 4 -

Economic Analysis Reporting and Related Activities	<u>      %</u>	<u>      %</u>
Aid Management	<u>      %</u>	<u>      %</u>
Commercial Activities (Trade Promotion)	<u>      %</u>	<u>      %</u>
Information, Cultural and Press Relations	<u>      %</u>	<u>      %</u>
Consular Activities	<u>      %</u>	<u>      %</u>
Immigration Activities	<u>      %</u>	<u>      %</u>
Mission Administration (Security & Supporting Staff)		
- of External Affairs Personnel	<u>      %</u>	<u>      %</u>
- on behalf of other departments	<u>      %</u>	<u>      %</u>
Assistance to Canadian Visitors	<u>      %</u>	<u>      %</u>
Other Activities	<u>      %</u>	<u>      %</u>
TOTAL:	<u>      100%</u>	<u>      100%</u>

★ If missions find it helpful to fill in these percentages they would be useful to the Department. If they create difficulty, a less detailed indication of the main elements of the missions' work would be satisfactory.

Time spent on Non-Resident Accreditations:	<u>Country</u>	<u>Officers</u>	<u>Total Staff</u>
	<u>                    </u>	<u>      %</u>	<u>      %</u>
	<u>                    </u>	<u>      %</u>	<u>      %</u>
	<u>                    </u>	<u>      %</u>	<u>      %</u>

Representation (Average Officer time spent outside of working hours per week at representational functions): \_\_\_\_\_ Hours

Distribution of Memorandum from USSEA of November 1, 1968 concerning  
Relations between Missions and the Department

FOR ACTION: (in consultation with others as necessary)

Heads of Division - African & Middle Eastern (4)  
Commonwealth  
NATO & North American Defence  
Military Assistance & Peacekeeping  
Disarmament  
European (3)  
Far Eastern  
Latin American  
Commercial Policy  
United Nations (3)  
U.S.A.

FOR INFORMATION:

Directors General  
of Branches - Personnel  
Finance & Administration  
  
Heads of Offices - Economic Affairs  
Politico-Military Affairs

Heads of Division - Consular  
Coordination  
Cultural Affairs  
D.L.(2)  
Pays francophones  
Historical  
Information  
Inspection Service  
Legal  
Aid & Development  
Transport, Communications & Energy  
Passport Office  
Press Office  
Protocol  
Central Services  
Finance  
Materiel Management  
Property Management  
Establishment & Classification  
Personnel Planning & Development  
Personnel Operations  
Staff Relations & Compensation  
Records Management  
Telecommunications

MEMORANDUM

Heads of all Branches, Offices and Divisions

UNCLASSIFIED

The Under-Secretary

November 1, 1968

Relations between Missions and the Department

1-1-13	
2	—

You will have seen Circular Document Admin. No. 59/68 of October 16, 1968 on this subject, which sets out guidelines relating to certain initiatives aimed at improving relations between the Department in Ottawa and our missions abroad, and, thereby, increasing the effectiveness of departmental operations. These guidelines envisage important new responsibilities for area divisions and implicitly the initiation of a broad review of mission objectives, activities and effectiveness.

2. The extent to which this new approach will be successful, consisting as it does of a renewal of emphasis on the role and responsibilities of the area divisions, will be determined by two things. First it will require that area division heads discharge their leadership responsibilities. Second it will require that all others show them the cooperation they need and which they have the right to expect. At the same time it bears repeating that cooperation is a two way street and functional and administrative divisions too have the right to expect that they will be kept informed and will be consulted on matters that are of importance to their operations. In sum, to have this arrangement work it will be necessary for all concerned to practice common sense, to keep constantly in mind the possibility or actuality of other divisions' interests and to resist any tendency towards the erection of jurisdictional barriers.

3. Against this background the immediate objectives of the directive contained in the Circular Document may be described as being to ensure that to the greatest extent possible area divisions are:

- (a) assured of the possibility of performing a central and leading role in the formulation of policy guidance and the provision of support for missions in their areas;
- (b) to this end, kept fully informed of all activities relating to their missions;
- (c) consulted by functional divisions on all policy matters relating to their missions.

- 2 -

Is also intended that important administrative matters relating to the missions, i.e. those which will have an important impact on the ability of the mission to discharge its responsibilities, should be the subject of consultation with area divisions. While functional offices and divisions will continue to take action on matters within their responsibilities, they should ensure that area divisions receive copies of correspondence relating to their missions. It is, of course, equally important that area divisions ensure that functional divisions are informed and consulted on matters which are of concern to them. Communication between area and functional divisions along these lines is, of course, taking place to a considerable extent now. A special point is made of it however, because it is vital to the effective discharge by area divisions of their central role in the provision of direction and assistance to missions.

4. Area divisions will continue to have an important role to play in connection with the Annual Programme Review of missions in their areas. (Functional divisions will have similar responsibilities for delegations.) The exact procedures to be followed in future Annual Reviews will change as the system evolves and is refined to make it increasingly meaningful for purposes of determining departmental objectives and operations. They will, however, continue to involve coordination by area divisions as well as area division recommendations regarding policy objectives, priorities, and the manpower and resources required to attain them. There flows from this the necessity for area divisions to be thoroughly and continuously informed as to the emphasis being placed by missions on the various types of activity in which they are engaged. Thus while it will be important to develop and maintain a dialogue with a mission to stimulate and guide a trend in its reporting it may, on occasion, be equally important to discourage reporting of one kind or another altogether in the interest of redirecting mission resources towards a different activity. This maintenance of contact and responsiveness between missions and headquarters will be further enhanced by personal visits by responsible officials in Ottawa to posts in their area. This will not only make it possible for missions to be kept abreast of the direction of thinking in Ottawa, but of equal or even greater importance it will permit the senior officer concerned to bring to his own work and discussion with others a first hand appreciation of the situation in a particular post and the conditions in which it is operating.

5. As I indicated above there is implicit in Circular Document Admin. No. 59/68 of October 16, 1968 the initiation of a broad review of mission objectives, activities and effectiveness. This is not intended to be a review of Canadian policy towards a given country or area like the current review of Canadian policy towards Europe. Its aim is to determine, on the basis of demonstrable Canadian interests in particular countries and areas what should be missions' objectives and the optimal method of achieving those objectives.

6. The first step in this review will be the acquisition of information in a form that can be analyzed and compared. In order to provide such comparative information for all areas a format which might be used in undertaking this Review has been drawn up by the Central Planning Staff and is attached as Appendix A. This format is definitely not to be considered as inflexible; nor should it be regarded as something simply to be passed on to posts for completion. It should be viewed as a guide to the sort of information that the Department should have in order to do a proper job of evaluating the importance of competing demands on finite resources. Some parts of the form can and should be completed in Ottawa. These are parts A and B which contain basic country information and



- 3 -

statistics on bilateral involvement. Other parts (C and D) should properly be completed here and sent to missions for comment. These are concerned with assessments of Canadian bilateral and interdependent interests in particular countries. Parts E and F are the only parts that are properly the responsibility of missions to complete in the first instance. Functional divisions that have responsibilities vis-à-vis certain posts (permanent delegations) analogous to those of area divisions will find the format of limited relevance to the work of their missions. They should nevertheless find sections D, E and F reasonably applicable and information produced under these headings should prove both useful and instructive.

7. This review exercise will involve the collection of a certain amount of data, either from sources in Ottawa or from posts. It should be obtainable without difficulty and is, in any event, working data that should be readily at hand. The making of assessments of Canadian interest is much more difficult and time consuming. It is, however, the most important part of the exercise. I therefore ask that you give priority to this activity in the review process and that you have your own assessments out to missions for comment by the end of November. When their comments are received (mid-January might be a good deadline) they should be considered by the area divisions in consultation with functional divisions (and vice versa) and with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this Review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination as necessary.

*(Sgd) H.B. Robinson*

*for* Under-Secretary of State  
for External Affairs

OBJECTIVES, ACTIVITIES AND EFFECTIVENESS OF MISSIONCountry of Resident Accreditation: \_\_\_\_\_A. BASIC INFORMATION

Population: \_\_\_\_\_ GNP: \_\_\_\_\_

Per Capita Income: \$ \_\_\_\_\_ Armed Forces Establishment:  
(Comment on equipment and training standards) \_\_\_\_\_

Size and Nature of Country's Diplomatic Representation in Canada (Number of Officers on Diplomatic List): \_\_\_\_\_

Number of Resident Missions Maintained by \_\_\_\_\_ Abroad: \_\_\_\_\_

Number of Resident Missions Maintained by Other Countries in \_\_\_\_\_:

B. BILATERAL STATISTICS

	<u>Year (Most Recent)</u>	<u>5 Year Average</u>
Country's Imports from Canada:	Cdn \$ _____	Cdn \$ _____
Country's Exports to Canada:	Cdn \$ _____	Cdn \$ _____
TOTAL:	Cdn \$ _____	Cdn \$ _____

	<u>As % of Total Canadian Trade</u>	<u>As % of Total Country's Trade</u>
Total Bilateral Trade:	_____ %	_____ %
Total Country's Investment in Canada:	Cdn \$ _____	(Description of major undertakings)
Total Canadian Investment in Country:	Cdn \$ _____	(Description of major undertakings)

	<u>Commitment</u>	<u>Disbursement</u>	<u>% of Total Aid to Country</u>
Canadian Aid to Country (Current FY):	\$ _____	\$ _____	_____ %
Ten Year Total of Canadian Aid: (Or cumulative total for a lesser number of years where applicable)		\$ _____	_____ %

JIC 21A Credits to Country: (Current FY) \$ \_\_\_\_\_

(10 Year Total) \$ \_\_\_\_\_

Canadian Technical Assistance and Armed Forces Personnel in Country: \_\_\_\_\_

Canadian Students in Country: \_\_\_\_\_

Country's Students in Canada: \_\_\_\_\_

Canadians Resident in Country: \_\_\_\_\_

Canadian Tourists and Other Visitors to Country: \_\_\_\_\_

Country's Tourists and Other Visitors to Canada: \_\_\_\_\_

Year (Most Recent)    5 Year Average

Immigration to Canada: \_\_\_\_\_

#### C. SUMMARY ASSESSMENT OF CANADIAN BILATERAL INTERESTS IN COUNTRY

This summary might be developed under the following headings:

- (1) Objectives related to our bilateral relations; (Discuss in order of importance.)
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#### E. OFFICIAL CANADIAN ACTIVITIES IN THE COUNTRY

##### Canadian Departments, Agencies and Armed Forces Represented in Country

	<u>Officers and Canadian Staff</u>	<u>Local Employees</u>
Department of External Affairs:	_____	_____
Department or Agency: _____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
TOTAL:	=====	=====

Description of Information programmes in \_\_\_\_\_ conducted by any of the departments or agencies listed above:

#### F. ACTIVITIES OF EXTERNAL AFFAIRS COMPONENT

The purpose of this section is to provide the Department in Ottawa with an estimate of the time spent on different activities. It is recognized that this is a difficult assessment to make and that for some missions, activities can change markedly in response to changing situations. This summary might be discussed in reply to the following questions:

- (1) How do you and your officers spend most of your time?
- (2) How does the time spent in the mission accord with the objectives you have indicated?

The first question might be related to the following activities:

	<u>Officers<sup>1</sup></u>	<u>Total Staff<sup>2</sup></u>
Political Analysis, Reporting and Related Activities	_____ %	_____ %

Economic Analysis Reporting and Related Activities	<u>    %</u>	<u>    %</u>
Aid Management	<u>    %</u>	<u>    %</u>
Commercial Activities (Trade Promotion)	<u>    %</u>	<u>    %</u>
Information, Cultural and Press Relations	<u>    %</u>	<u>    %</u>
Consular Activities	<u>    %</u>	<u>    %</u>
Immigration Activities	<u>    %</u>	<u>    %</u>
Mission Administration (Security & Supporting Staff)		
- of External Affairs Personnel	<u>    %</u>	<u>    %</u>
- on behalf of other departments	<u>    %</u>	<u>    %</u>
Assistance to Canadian Visitors	<u>    %</u>	<u>    %</u>
Other Activities	<u>    %</u>	<u>    %</u>
TOTAL:	<u>    100%    </u>	<u>    100%    </u>

\* If missions find it helpful to fill in these percentages they would be useful to the Department. If they create difficulty, a less detailed indication of the main elements of the missions' work would be satisfactory.

Time spent on Non-Resident Accreditations:	<u>Country</u>	<u>Officers</u>	<u>Total Staff</u>
	<u>          </u>	<u>    %</u>	<u>          </u>
	<u>          </u>	<u>    %</u>	<u>          </u>
	<u>          </u>	<u>    %</u>	<u>          </u>

Representation (Average Officer time spent outside of working hours per week at representational functions):            Hours

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

176

MEMORANDUM

TO  
A  
Hheads of all Branches, Offices and Divisions

FROM  
De  
The Under-Secretary

REFERENCE  
Référence

SUBJECT  
Sujet  
Relations between Missions and the Department

SECURITY  
Sécurité  
UNCLASSIFIED

DATE  
November 1, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	24, —

ENCLOSURES  
Annexes

DISTRIBUTION

You will have seen Circular Document Admin. No. 59/68 of October 16, 1968 on this subject, which sets out guidelines relating to certain initiatives aimed at improving relations between the Department in Ottawa and our missions abroad, and, thereby, increasing the effectiveness of departmental operations. These guidelines envisage important new responsibilities for area divisions and implicitly the initiation of a broad review of mission objectives, activities and effectiveness.

2. The extent to which this new approach will be successful, consisting as it does of a renewal of emphasis on the role and responsibilities of the area divisions, will be determined by two things. First it will require that area division heads discharge their leadership responsibilities. Second it will require that all others show them the cooperation they need and which they have the right to expect. At the same time it bears repeating that cooperation is a two way street and functional and administrative divisions too have the right to expect that they will be kept informed and will be consulted on matters that are of importance to their operations. In sum, to have this arrangement work it will be necessary for all concerned to practice common sense, to keep constantly in mind the possibility or actuality of other divisions' interests and to resist any tendency towards the erection of jurisdictional barriers.

3. Against this background the immediate objectives of the directive contained in the Circular Document may be described as being to ensure that to the greatest extent possible area divisions are:

- (a) assured of the possibility of performing a central and leading role in the formulation of policy guidance and the provision of support for missions in their areas;
- (b) to this end, kept fully informed of all activities relating to their missions;
- (c) consulted by functional divisions on all policy matters relating to their missions.

...2

is also intended that important administrative matters relating to the missions, i.e. those which will have an important impact on the ability of the mission to discharge its responsibilities, should be the subject of consultation with area divisions. While functional offices and divisions will continue to take action on matters within their responsibilities, they should ensure that area divisions receive copies of correspondence relating to their missions. It is, of course, equally important that area divisions ensure that functional divisions are informed and consulted on matters which are of concern to them. Communication between area and functional divisions along these lines is, of course, taking place to a considerable extent now. A special point is made of it however, because it is vital to the effective discharge by area divisions of their central role in the provision of direction and assistance to missions.

4. Area divisions will continue to have an important role to play in connection with the Annual Programme Review of missions in their areas. (Functional divisions will have similar responsibilities for delegations.) The exact procedures to be followed in future Annual Reviews will change as the system evolves and is refined to make it increasingly meaningful for purposes of determining departmental objectives and operations. They will, however, continue to involve coordination by area divisions as well as area division recommendations regarding policy objectives, priorities, and the manpower and resources required to attain them. There flows from this the necessity for area divisions to be thoroughly and continuously informed as to the emphasis being placed by missions on the various types of activity in which they are engaged. Thus while it will be important to develop and maintain a dialogue with a mission to stimulate and guide a trend in its reporting it may, on occasion, be equally important to discourage reporting of one kind or another altogether in the interest of redirecting mission resources towards a different activity. This maintenance of contact and responsiveness between missions and headquarters will be further enhanced by personal visits by responsible officials in Ottawa to posts in their area. This will not only make it possible for missions to be kept abreast of the direction of thinking in Ottawa, but of equal or even greater importance it will permit the senior officer concerned to bring to his own work and discussion with others a first hand appreciation of the situation in a particular post and the conditions in which it is operating.

5. As I indicated above there is implicit in Circular Document Admin. No. 59/68 of October 16, 1968 the initiation of a broad review of mission objectives, activities and effectiveness. This is not intended to be a review of Canadian policy towards a given country or area like the current review of Canadian policy towards Europe. Its aim is to determine, on the basis of demonstrable Canadian interests in particular countries and areas what should be missions' objectives and the optimal method of achieving those objectives.

6. The first step in this review will be the acquisition of information in a form that can be analyzed and compared. In order to provide such comparative information for all areas a format which might be used in undertaking this Review has been drawn up by the Central Planning Staff and is attached as Appendix A. This format is definitely not to be considered as inflexible; nor should it be regarded as something simply to be passed on to posts for completion. It should be viewed as a guide to the sort of information that the Department should have in order to do a proper job of evaluating the importance of competing demands on finite resources. Some parts of the form can and should be completed in Ottawa. These are parts A and B which contain basic country information and

- 3 -

statistics on bilateral involvement. Other parts (C and D) should properly be completed here and sent to missions for comment. These are concerned with assessments of Canadian bilateral and interdependent interests in particular countries. Parts E and F are the only parts that are properly the responsibility of missions to complete in the first instance. Functional divisions that have responsibilities vis-à-vis certain posts (permanent delegations) analogous to those of area divisions will find the format of limited relevance to the work of their missions. They should nevertheless find sections D, E and F reasonably applicable and information produced under these headings should prove both useful and instructive.

7. This review exercise will involve the collection of a certain amount of data, either from sources in Ottawa or from posts. It should be obtainable without difficulty and is, in any event, working data that should be readily at hand. The making of assessments of Canadian interest is much more difficult and time consuming. It is, however, the most important part of the exercise. I therefore ask that you give priority to this activity in the review process and that you have your own assessments out to missions for comment by the end of November. When their comments are received (mid-January might be a good deadline) they should be considered by the area divisions in consultation with functional divisions (and vice versa) and with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this Review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination as necessary.

*L.B. Harrison*  
*for*  
Under-Secretary of State  
for External Affairs



EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

UNCLASSIFIED

TO  
A  
Mr. L.E. Vail  
Materiel Management Division  
Central Planning Staff  
Your memorandum of October 3  
REFERENCE  
Référence  
Relations between Missions and the Department  
SUBJECT  
Sujet

SECURITY  
Sécurité  
October 22, 1968.

DATE

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	34

ENCLOSURES  
Annexes

DISTRIBUTION  
Mr. Bennett

Many thanks for your comment on the draft circular document and memorandum.

2. While I do not know whether I would agree with your suggestion that it would not be appropriate (in the sense of propriety) for your Division to send copies of all routine correspondence to area divisions I think it would likely be a waste of time. The main point, it seems to me, is that we bear constantly in mind the responsibility that the area division will have for the operations as a whole of each of the posts that reports to it. It is therefore of very real importance that area (and some functional) divisions be kept in the picture regarding operations, for which your Division is responsible, which could conceivably have a bearing on the effective functioning of a post and its personnel. Presumably there will be relatively few occasions when an area division need be consulted but this possibility should be kept in mind particularly when a problem has arisen or appears likely to arise in a particular post.

A. DE W. MATHEWSON

A. deW. Mathewson

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

Mr. D.R. Wilson  
Property Management Division

TO  
À

Central Planning Staff

FROM  
De

Your memorandum of October 1

REFERENCE  
Référence

Relations between Missions and the Department

SUBJECT  
Sujet

UNCLASSIFIED

SECURITY  
Sécurité

October 22, 1968

DATE

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	3x -

ENCLOSURES  
Annexes

DISTRIBUTION

Many thanks for your observations on the draft circular document and memorandum that I sent to you for comments on September 20. I agree that there is a good deal of routine correspondence conducted by your Division with posts and with others that would not be of interest to area divisions. I also agree that the types of communication you identify would.

2. To this I would only add that there will always be a judgement necessary as to whether a particular piece of correspondence should be referred for information or whether an area division should be consulted. I think it would be pointless to attempt to set criteria by which a decision can be taken as to whether there should be consultation or information or nothing. The important thing, it seems to me, is that the interests of area divisions (and some functional divisions) be borne in mind at all times and that care is taken to avoid a situation developing in which a Post's problem seems to have been kept from the area division to which it reports.

A. DE W. MATHEWSON

A. deW. Mathewson

SUBJECT FILE,  
RECORDS CLASSIFICATION CONTROL,  
ROOM 209 LANGEVIN BLOCK.

CDAD

DEPARTMENT OF EXTERNAL AFFAIRS



CANADA

MINISTÈRE DES AFFAIRES ÉXÉRIEURES

UNCLASSIFIED

OTTAWA, October 16, 1968

CIRCULAR DOCUMENT

ADMIN. NO. 59/68

1-7-13	GP
33	

Relations between Missions and the Department

The Senior Committee has been reviewing relations between our missions and the Headquarters of the Department in Ottawa. The review was undertaken in the light of comments in the Glassco and Estock Reports (see Appendices A and B) and other indications that these relationships could, in many cases, be improved with resulting benefits to the Canadian Government and public.

2. The principal difficulty from the missions' viewpoint seems to be insufficient guidance from the Department on the priorities to establish in the work to be done. They also feel that there is insufficient response from Ottawa to their letters and telegrams. Demands on the limited time and scarce resources of the missions pour in from a variety of sources, each one calling for immediate attention to general or specific questions related to aid administration, trade promotion, political developments, information work, visiting VIPs, politico-military affairs, economic negotiations, post administration etc., etc. Such dialogues as may exist between divisions and posts in relation to the latter's reporting tend to be sporadic and confined to specific and pressing issues. As a result there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Such missions are less able than they should be to interpret Canadian views to their hosts and may waste a good deal of time engaged in work which is of less importance to the Canadian Government than some other which is left unattended. A sense of remoteness from departmental and governmental concerns can seriously undermine personnel morale and mission effectiveness. Even in the case of missions whose work is the subject of continuous exchange with the Department there is an ever present need for regular review and dialogue regarding priorities so as to ensure that limited resources are productively employed and mission staffs' sense of purpose can be renewed.

3. Furthermore the system of programme planning and budgeting which has been introduced in governmental financial management is predicated upon a regular definition of objectives and priorities and the application of resources to attain them. This requires an extra effort to set and review at least annually the objectives of our missions -- a process which cannot but involve regular dialogues between Headquarters divisions and posts abroad.

ALL HEADS OF DIVISION  
HEADS OF POST

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- 2 -

4. It has become increasingly evident that only with conscious and sustained effort on the part of all concerned will the problems of which missions complain be remedied. As a first step and in the light of suggestions put forward by the Inspection Service, by posts and by area divisions, certain proposals have been formulated with a view to providing a new emphasis and focus for improving cohesion between headquarters and posts. The following are the main points which are to be taken into account and implemented in the months ahead:

- (1) Area divisions will, in future, provide the central point of contact on policy matters for posts (other than delegations) in their respective areas. In particular, area divisions will have the responsibility for coordinating Program Review Submissions from missions in their areas (exclusive of delegations) and will be responsible for making recommendations regarding policy objectives, priorities and the staff required to attain them. Functional divisions, such as those concerned with economic, politico-military and UN agency affairs will continue to take action on matters within their responsibilities. They will also have responsibilities similar to those of area divisions vis-à-vis delegations reporting to and serviced by them.
- (2) All divisions must ensure that area divisions (and certain functional divisions with respect to delegations) are kept informed of plans and programmes affecting missions for which the latter are responsible and that they are consulted on all significant matters relating to the operations of those missions. Similarly, administrative divisions should make a point of referring copies of more than routine correspondence with posts to the appropriate area (or functional) divisions. The area and functional divisions concerned will have the responsibility for periodically reviewing the adequacy of existing procedures for the carrying out of their coordinating role in Ottawa and for maintaining proper communication with their missions.
- (3) Area divisions should endeavour to maintain a regular dialogue with their missions on reporting, on mission objectives and activities and the application of resources to attain them.
- (4) To this end and in order to improve personal contacts with missions the responsible officers will be authorized and encouraged, to the extent that the financial and staff situation may permit, periodically to visit some or all of the missions for which they are responsible. Particular emphasis will be given to visits by newly appointed Heads of Division. Occasional small and informal meetings of certain Heads of Mission may also be desirable in connection with some of these visits.

5. These points have been made and the procedures to be followed have been specified with a view to making the Department and the foreign service an increasingly effective instrument for the development and execution of government policy. They are by no means regarded as representing any final solution. Any comments or suggestions that missions or individuals wish to make will therefore be welcome.

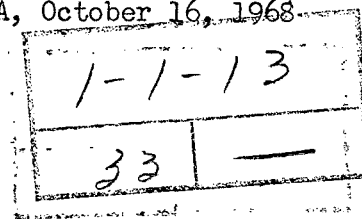
*M. C. L. L.*

Under-Secretary of State for  
External Affairs

001125

UNCLASSIFIED

OTTAWA, October 16, 1968



CIRCULAR DOCUMENT

ADMIN. NO. 59/68

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ALL HEADS OF DIVISION  
HEADS OF POST

UNCLASSIFIED

APPENDIX A

"The Royal Commission on Government Organization", Volume IV, pp. 115

"Second, there appears to be insufficient senior direction with regard to the nature and scale of activities to be undertaken. Heads of Posts are in no doubt as to their responsibility for the day-to-day diplomatic business to which they must attend, but many are, in the absence of senior guidance, often uncertain as to what is required of them in the representational area. How actively are they to promote Canada? What initiatives are they to assume in the cultural field? Because these are questions in which little leadership is provided by headquarters, performance tends to vary considerably and depend on the acumen and energy of the head of post. A third cause for concern, particularly in the smaller missions, is the heightened sense of isolation which results from the way in which they are kept informed of current developments at home. Canadian newspapers and periodicals generally travel by surface mail, arriving so long after publication as to have little value as sources of information. Digests of news are circulated daily but in many missions tend to be so brief that only a part of the picture may be conveyed.

Finally, the frequent lack of responsiveness by headquarters tends to frustrate officers posted abroad. All missions are constantly forwarding to Ottawa despatches containing not only current news and information, but reports and appreciations of various subjects, the preparation of which involves long study and research and constitutes evidence of the initiative and ability of the officers concerned. Too often these despatches are not made the basis for further dialogue with the missions regarding their findings, warnings or suggestions. This clearly reflects the inadequacy of the supervisory procedures and staffing of various divisions in Ottawa. Periodic visits by senior officers and consultations by Heads of Post in Ottawa are not satisfactory substitutes for a fully responsive headquarters organization."

APPENDIX B

"The Organization Study of the Department of External Affairs", pp. 85, 94/95

"There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are mentioned by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister or Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater."

4. It has become increasingly evident that only with conscious and sustained effort on the part of all concerned will the problems of which missions complain be remedied. As a first step and in the light of suggestions put forward by the Inspection Service, by posts and by area divisions, certain proposals have been formulated with a view to providing a new emphasis and focus for improving cohesion between headquarters and posts. The following are the main points which are to be taken into account and implemented in the months ahead:

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5. These points have been made and the procedures to be followed have been specified with a view to making the Department and the foreign service an increasingly effective instrument for the development and execution of government policy. They are by no means regarded as representing any final solution. Any comments or suggestions that missions or individuals wish to make will therefore be welcome.

*M. Aschew*

Under-Secretary of State for  
External Affairs

UNCLASSIFIED

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EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

Mr. Robinson

UNCLASSIFIED

TO  
A  
Central Planning Staff

FROM  
De

REFERENCE  
Référence  
Relations between Missions and the Department

SUBJECT  
Sujet

SECURITY  
Sécurité  
October 17, 1968

DATE

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA 1-1-13	
MISSION 2	

ENCLOSURES  
Annexes

DISTRIBUTION

... Attached is a memorandum to the Under-Secretary covering a circular document on "Relations between Missions and the Department".

2. I do not think it is necessary to have the Senior Committee go over this circular document yet again. Such comments as I received from functional and administrative divisions following the last discussion of this subject in the Senior Committee related mainly to the memorandum to Heads of Division and to the questionnaire. Such changes as I have made in the circular document have been editorial rather than substantive.

3. The memorandum referred to in the memorandum to the Under-Secretary should I think be looked at by the Senior Committee at its next meeting on October 23.

A. DE W. MATHEWSON

A. deW. Mathewson

EXTERNAL AFFAIRS



RETURN TO CPS  
AFFAIRES EXTÉRIEURES

MEMORANDUM

The Under-Secretary

UNCLASSIFIED

TO  
A

SECURITY  
Sécurité

October 17, 1968

FROM  
De

DATE

REFERENCE  
Référence

NUMBER  
Numéro

SUBJECT  
Sujet

Relations between Missions and the Department

FILE	DOSSIER
OTTAWA	
MISSION	

ENCLOSURES  
Annexes

DISTRIBUTION

... You will recall that some months ago you approved in principle a draft circular document dealing with the relationship between departmental headquarters and posts abroad. This circular document has been the subject of a good deal of careful examination and discussion both in the Senior Committee and with area and functional divisions. Attached for your signature if you agree is the final product of these discussions.

2. Once this circular document has been despatched I shall be putting to you for signature a memorandum to Heads of Division which elaborates and expands some of the points in that circular document. The reason for this two stage approach is that it is primarily the departmental headquarters that will be affected by the emphasis being placed on the role of the area and functional divisions vis-à-vis posts for which they are responsible. A subsidiary reason is that it is about now that we must start thinking about the Programme Review for the 1970-71 fiscal year and divisions will have to be put on notice of what they must do by way of preliminary work if the Review is to be of real value to you and the Minister.

(SGD.) H.B. ROBINSON  
H.B. Robinson

CPS/A. dew. Mathewson/11

RETURN TO CPS

UNCLASSIFIED

OTTAWA, October 16, 1968

CIRCULAR DOCUMENT

ADMIN. NO. 59/68

Relations between Missions and the Department

The Senior Committee has been reviewing relations between our missions and the Headquarters of the Department in Ottawa. The review was undertaken in the light of comments in the Glassco and Eatock Reports (see Appendices A and B) and other indications that these relationships could, in many cases, be improved with resulting benefits to the Canadian Government and public.

2. The principal difficulty from the missions' viewpoint seems to be insufficient guidance from the Department on the priorities to establish in the work to be done. They also feel that there is insufficient response from Ottawa to their letters and telegrams. Demands on the limited time and scarce resources of the missions pour in from a variety of sources, each one calling for immediate attention to general or specific questions related to aid administration, trade promotion, political developments, information work, visiting VIPs, politico-military affairs, economic negotiations, post administration etc., etc. Such dialogues as may exist between divisions and posts in relation to the latter's reporting tend to be sporadic and confined to specific and pressing issues. As a result there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Such missions are less able than they should be to interpret Canadian views to their hosts and may waste a good deal of time engaged in work which is of less importance to the Canadian Government than some other which is left unattended. A sense of remoteness from departmental and governmental concerns can seriously undermine personnel morale and mission effectiveness. Even in the case of missions whose work is the subject of continuous exchange with the Department there is an ever present need for regular review and dialogue regarding priorities so as to ensure that limited resources are productively employed and mission staffs' sense of purpose can be renewed.

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4. It has become increasingly evident that only with conscious and sustained effort on the part of all concerned will the problems of which missions complain be remedied. As a first step and in the light of suggestions put forward by the Inspection Service, by posts and by area divisions, certain proposals have been formulated with a view to providing a new emphasis and focus for improving cohesion between headquarters and posts. The following are the main points which are to be taken into account and implemented in the months ahead:

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**M. CADIEUX**

Under-Secretary of State for  
External Affairs

DEPARTMENT OF EXTERNAL AFFAIRS



CANADA

MINISTÈRE DES AFFAIRES EXTÉRIEURES

UNCLASSIFIED

OTTAWA, October 16, 1968

CIRCULAR DOCUMENT

ADMIN. NO. 59/68

1-1-13		
34	—	

Relations between Missions and the Department

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ALL HEADS OF DIVISION  
HEADS OF POST

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4. It has become increasingly evident that only with conscious and sustained effort on the part of all concerned will the problems of which missions complain be remedied. As a first step and in the light of suggestions put forward by the Inspection Service, by posts and by area divisions, certain proposals have been formulated with a view to providing a new emphasis and focus for improving cohesion between headquarters and posts. The following are the main points which are to be taken into account and implemented in the months ahead:

- (1) Area divisions will, in future, provide the central point of contact on policy matters for posts (other than delegations) in their respective areas. In particular, area divisions will have the responsibility for coordinating Program Review Submissions from missions in their areas (exclusive of delegations) and will be responsible for making recommendations regarding policy objectives, priorities and the staff required to attain them. Functional divisions, such as those concerned with economic, politico-military and UN agency affairs will continue to take action on matters within their responsibilities. They will also have responsibilities similar to those of area divisions vis-à-vis delegations reporting to and serviced by them.
- (2) All divisions must ensure that area divisions (and certain functional divisions with respect to delegations) are kept informed of plans and programmes affecting missions for which the latter are responsible and that they are consulted on all significant matters relating to the operations of those missions. Similarly, administrative divisions should make a point of referring copies of more than routine correspondence with posts to the appropriate area (or functional) divisions. The area and functional divisions concerned will have the responsibility for periodically reviewing the adequacy of existing procedures for the carrying out of their coordinating role in Ottawa and for maintaining proper communication with their missions.
- (3) Area divisions should endeavour to maintain a regular dialogue with their missions on reporting, on mission objectives and activities and the application of resources to attain them.
- (4) To this end and in order to improve personal contacts with missions the responsible officers will be authorized and encouraged, to the extent that the financial and staff situation may permit, periodically to visit some or all of the missions for which they are responsible. Particular emphasis will be given to visits by newly appointed Heads of Division. Occasional small and informal meetings of certain Heads of Mission may also be desirable in connection with some of these visits.

5. These points have been made and the procedures to be followed have been specified with a view to making the Department and the foreign service an increasingly effective instrument for the development and execution of government policy. They are by no means regarded as representing any final solution. Any comments or suggestions that missions or individuals wish to make will therefore be welcome.

*McGillivray*

Under-Secretary of State for  
External Affairs

UNCLASSIFIED

APPENDIX A

"The Royal Commission on Government Organization", Volume IV, pp. 115

"Second, there appears to be insufficient senior direction with regard to the nature and scale of activities to be undertaken. Heads of Posts are in no doubt as to their responsibility for the day-to-day diplomatic business to which they must attend, but many are, in the absence of senior guidance, often uncertain as to what is required of them in the representational area. How actively are they to promote Canada? What initiatives are they to assume in the cultural field? Because these are questions in which little leadership is provided by headquarters, performance tends to vary considerably and depend on the acumen and energy of the head of post. A third cause for concern, particularly in the smaller missions, is the heightened sense of isolation which results from the way in which they are kept informed of current developments at home. Canadian newspapers and periodicals generally travel by surface mail, arriving so long after publication as to have little value as sources of information. Digests of news are circulated daily but in many missions tend to be so brief that only a part of the picture may be conveyed.

Finally, the frequent lack of responsiveness by headquarters tends to frustrate officers posted abroad. All missions are constantly forwarding to Ottawa despatches containing not only current news and information, but reports and appreciations of various subjects, the preparation of which involves long study and research and constitutes evidence of the initiative and ability of the officers concerned. Too often these despatches are not made the basis for further dialogue with the missions regarding their findings, warnings or suggestions. This clearly reflects the inadequacy of the supervisory procedures and staffing of various divisions in Ottawa. Periodic visits by senior officers and consultations by Heads of Post in Ottawa are not satisfactory substitutes for a fully responsive headquarters organization."

APPENDIX B

"The Organization Study of the Department of External Affairs", pp. 85, 94/95

"There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are mentioned by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister or Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater."

EXTERNAL AFFAIRS

AFFAIRES EXTÉRIEURES



*file*

MEMORANDUM

TO  
A  
Head of Central Planning Staff

FROM  
De  
L.E. Vail, Head,  
Materiel Management Division

REFERENCE  
Référence  
Your memorandum of September 20, 1968

SUBJECT  
Sujet  
Relations between Missions and the Department

1-1-13	
34	—

SECURITY UNCLASSIFIED  
Sécurité

DATE October 3, 1968.

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	9-1
MISSION	

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. T.H. Bennett,  
Director General,  
Finance and  
Administration

Thank you for the opportunity of reviewing your referenced memorandum and attachments thereto. Basically the contents of the draft circular document and the draft memorandum to Heads of Branches, Offices and Divisions contained information that is of somewhat marginal interest to this Division. I would however like to register some concern over the possible implications of paragraph 4 (1) of the draft circular document and paragraph 2 of the draft memorandum. I would suggest that it would not be appropriate for the Materiel Management Division to send to the area division copies of all our correspondence with Posts on routine matters involved in our materiel management function. Certainly we would continue to keep area divisions advised of those instances in which we felt they should be advised of Post administrative problems in our particular sphere of interest.

*L.E. Vail*  
L.E. Vail



EXTERNAL AFFAIRS

AFFAIRES EXTÉRIEURES



MEMORANDUM

TO  
A  
Central Planning Staff  
Attention: A. deW. Mathewson

FROM  
De  
Archibald A. Day, Historical Division

REFERENCE  
Référence  
Your memorandum (with enclosure) of  
September 20, 1968

SUBJECT  
Sujet  
Relations between Missions and the Department

SECURITY  
Sécurité  
Unclassified

DATE  
October 2, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	34 —

ENCLOSURES  
Annexes

DISTRIBUTION

You asked for comments on your proposed circular document of September 19th by October 4th. We hasten to meet this deadline, even though the comments which follow may perhaps need development in direct confrontation with you, if you should find this useful and desirable.

2. It seems to us that you need to go one stage earlier in considering matters raised in your paragraph 2. Would it be possible to determine at this stage the compelling reasons for the establishment of some of our newer missions, for example, Dakar, Addis Ababa, Bordeaux, Marseilles, Bangkok and perhaps others. It seems to us somewhat difficult to give guidance on priorities without considering ab initio the purpose of the mission, if indeed this purpose was clearly conceived in the first place. In this same paragraph 2, you observe that in many posts there is a feeling of uncertainty as to the usefulness of their work, and a feeling of isolation and of being out of touch with current thinking. We wonder whether this will not be the inevitable lot of missions which may have been established for reasons other than those which can be objectively advanced and defended. It may well be that the dialogue which you suggest with our missions regarding priorities may, if honestly pursued, lead to a consideration not so much of priorities as of what work at all the mission is intended to perform. In Latin America, some of our missions may feel that their work is essentially to provide (faute de mieux) information services; and this of course will lead to a second question, information for what objective? With other posts it may quite easily be determined that the essential purpose at this time is to act as an agency for the External Aid Office.

3. You are no doubt right in stating that the system of programme planning and budgeting is predicated upon a regular definition of objectives and priorities and the application of resources to attain them. An earlier experience of my own,

.... /2

- 2 -

which I mention to you somewhat flippantly, indicates that to define the objectives of a particular post is by no means easy, an observation which perhaps might be applied to Canadian foreign policy or policies generally.

4. As for your paragraph 4, I wish the Area Divisions every good fortune in making recommendations regarding policy objectives, priorities and the staff required to attain them. Whether these are matters specifically objective in nature to permit any precise evaluation is a point which you will no doubt be discovering. Over some years I have heard occasionally bitter complaints, usually on the part of Supplies and Properties and Communications, that not infrequently they were the last to be informed of proposals to establish new posts, in spite of the fact that these divisions may have to get into action a good year before a new post can be effectively opened. In brief, then, I am not sure that we have a sufficient number of officers who will be both competent to judge and able to agree with their colleagues on the objectives of our missions, which, unlike those of our sister department Trade and Commerce, are by nature multifold, varied and, it must be added, sometimes nebulous and prayerful, rather than concrete and demonstrable. The gap between Area and Functional Divisions has occasionally in the past been rather more than a gap, if somewhat less than a canyon.

5. These hurried observations stem from my own experience with specialized studies of the department on a wide variety of subjects. I must be tedious once more in repeating that our department is still inclined to confuse diagnosis with therapy.

6. I turn finally to your Appendix A, a questionnaire intended undoubtedly to be helpful in summarizing and in collating the information which you require. It seems to me, first, that some of this information is readily available in Canada, in the Canada Year Book, for example, and that some of it may not be readily available at the posts. In the second place, under "B", I am not sure that our posts will be able to find out the total investment of their host country in Canada or the total Canadian investment in the host country. There are other small points, as for example, the query concerning Canadian students in the host country and host country students in Canada; you surely cannot expect accurate replies from Britain, France and the United States. It may be difficult, also, for our posts to provide useful information on the numbers of Canadian tourists and other visitors, or on the host country's tourists and other visitors to Canada. These are undoubtedly somewhat sniping points; but I am trying to imagine my own reactions if faced with these questions as resident in South Africa, Lima or Israel.

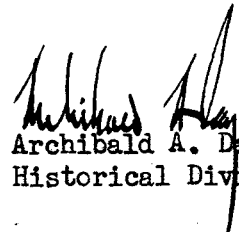
✓ 7. In Section D, the question of "objectives" again rears its puzzling and puzzled head; it may be unfair to ask our posts anything about their objectives -- a business for this department perhaps to determine and to impose. I am not too sure about your Section E (Official Canadian Activities) since it is not certain, for example, that our own people in Bonn will have a very accurate knowledge of what goes on in the immigration agencies in the rest of Germany.

.... /3

- 3 -

8. In your Section F I find the two questions at the foot of page 3 difficult. In some of our posts, as you know, our officers, if they were to reply accurately, would tell us that they spend most of their time in a simple struggle for survival; and I am not sure that the second part of this question could be answered in useful quantitative terms.

9. I think that this is enough of mild cynicism, which I trust you will forgive. Over more than twenty years I have seen so many questionnaires sent off to the posts in good faith, and in high hopes, but have noted that the replies received are difficult of analysis, and are very infrequently a prelude to useful action by the department.

  
Archibald A. Day,  
Historical Division.

EXTERNAL AFFAIRS



DL(2)/E.R. Rettie/cmd

AFFAIRES EXTÉRIEURES

TO  
À

Central Planning Staff

FROM  
De

Defence Liaison (2) Division

REFERENCE  
Référence

Your Memorandum of September 20, 1968.

SUBJECT  
Sujet

Relations between Missions and the Department.

SECURITY  
Sécurité

CONFIDENTIAL

DATE October 2, 1968.

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	2

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. McIlwraith

In general we agree with the draft Circular Document and memorandum attached to your memorandum referred to above setting out the departmental practice which it is hoped will improve the dialogue between missions and the Department. We accept that area divisions (or in certain circumstances functional divisions) should be the focal point for providing guidance to missions (or delegations). So far as this Division is concerned, we will be happy to perform the general function of keeping area divisions advised of plans and programmes affecting missions, as mentioned in paragraph 4 of the draft Circular Document and paragraph 2 of the draft memorandum.

2. However, in the particular circumstances of this Division, it will not on many occasions prove possible to send to an area division copies of papers or correspondence with posts within that area when the matters dealt with are of particular sensitivity. Obviously to do so would not necessarily further the Department's interests.

3. It is not considered that the exceptional situations referred to in the preceding paragraph need find any expression in either the Circular Document or the memorandum. The general principle of consultation is of course desirable and we are merely commenting on one detailed aspect of it so as to establish an interpretation which will suit the particular requirements of this Division.


4. One other comment we should like to add in a general vein, is that the promotion of the dialogue between the Department and missions abroad will succeed only to the extent that departmental resources are available in sufficient quantity and quality to make the dialogue meaningful. We believe that certain departmental resources, namely those devoted to intelligence, research and policy planning

...../2

- 2 -

CONFIDENTIAL

(i.e. foreign policy planning as opposed to departmental planning) are not sufficient in the sense that desk officers are too much occupied with current concerns to permit reflection on longer range problems which will bedevil the Department and missions both in months and years to come unless thought is taken now as to how these problems should be tackled. As you know we have included annually in our programme review papers a reference to this idea and to suggestions as to how it might be implemented. We recognize that the idea is not new, but we do not apologize for referring to it once again because it seems to us to be of the highest importance. Although resources may not be available for its implementation immediately, we strongly recommend that its importance be recognized by incorporating it in our five-year targets at least with a second priority label.

  
J.J. McCardle,  
Defence Liaison (2) Division.

EXTERNAL AFFAIRS

AFFAIRES EXTERIEURES



MEMORANDUM

Central Planning Staff  
Attention: A. deW. Mathewson

SECURITY Unclassified  
Sécurité

October 2, 1968

DATE

NUMBER  
Numéro

1-1-13

FILE	DOSSIER
OTTAWA	<del>7-5-1-1</del>
MISSION	34

TO  
A

FROM  
De

REFERENCE  
Référence

SUBJECT  
Sujet

Archibald A. Day, Historical Division

Your memorandum (with enclosure) of  
September 20, 1968

Relations between Missions and the Department

ENCLOSURES  
Annexes

DISTRIBUTION

You asked for comments on your proposed circular document of September 19th by October 4th. We hasten to meet this deadline, even though the comments which follow may perhaps need development in direct confrontation with you, if you should find this useful and desirable.

2. It seems to us that you need to go one stage earlier in considering matters raised in your paragraph 2. Would it be possible to determine at this stage the compelling reasons for the establishment of some of our newer missions, for example, Dakar, Addis Ababa, Bordeaux, Marseilles, Bangkok and perhaps others. It seems to us somewhat difficult to give guidance on priorities without considering ab initio the purpose of the mission, if indeed this purpose was clearly conceived in the first place. In this same paragraph 2, you observe that in many posts there is a feeling of uncertainty as to the usefulness of their work, and a feeling of isolation and of being out of touch with current thinking. We wonder whether this will not be the inevitable lot of missions which may have been established for reasons other than those which can be objectively advanced and defended. It may well be that the dialogue which you suggest with our missions regarding priorities may, if honestly pursued, lead to a consideration not so much of priorities as of what work at all the mission is intended to perform. In Latin America, some of our missions may feel that their work is essentially to provide (faute de mieux) information services; and this of course will lead to a second question, information for what objective? With other posts it may quite easily be determined that the essential purpose at this time is to act as an agency for the External Aid Office.

3. You are no doubt right in stating that the system of programme planning and budgeting is predicated upon a regular definition of objectives and priorities and the application of resources to attain them. An earlier experience of my own,

.... /2

- 2 -

which I mention to you somewhat flippantly, indicates that to define the objectives of a particular post is by no means easy, an observation which perhaps might be applied to Canadian foreign policy or policies generally.

4. As for your paragraph 4, I wish the Area Divisions every good fortune in making recommendations regarding policy objectives, priorities and the staff required to attain them. Whether these are matters specifically objective in nature to permit any precise evaluation is a point which you will no doubt be discovering. Over some years I have heard and occasionally bitter complaints, usually on the part of Supplies and Properties and Communications, that not infrequently they were the last to be informed of proposals to establish new posts, in spite of the fact that these divisions may have to get into action a good year before a new post can be effectively opened. In brief, then, I am not sure that we have a sufficient number of officers who will be both competent to judge and able to agree with their colleagues on the objectives of our missions, which, unlike those of our sister department Trade and Commerce, are by nature multifold, varied and, it must be added, sometimes nebulous and prayerful, rather than concrete and demonstrable. The gap between Area and Functional Divisions has occasionally in the past been rather more than a gap, if somewhat less than a canyon.

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6. I turn finally to your Appendix A, a questionnaire intended undoubtedly to be helpful in summarizing and in collating the information which you require. It seems to me, first, that some of this information is readily available in Canada, in the Canada Year Book, for example, and that some of it may not be readily available at the posts. In the second place, under "B", I am not sure that our posts will be able to find out the total investment of their host country in Canada or the total Canadian investment in the host country. There are other small points, as for example, the query concerning Canadian students in the host country and host country students in Canada; you surely cannot expect accurate replies from Britain, France and the United States. It may be difficult, also, for our posts to provide useful information on the numbers of Canadian tourists and other visitors, or on the host country's tourists and other visitors to Canada. These are undoubtedly somewhat sniping points; but I am trying to imagine my own reactions if faced with these questions as resident in South Africa, Lima or Israel.

7. In Section D, the question of "objectives" again rears its puzzling and puzzled head; it may be unfair to ask our posts anything about their objectives -- a business for this department perhaps to determine and to impose. I am not too sure about your Section E (Official Canadian Activities) since it is not certain, for example, that our own people in Bonn will have a very accurate knowledge of what goes on in the immigration agencies in the rest of Germany.

.... /3

- 3 -

8. In your Section F I find the two questions at the foot of page 3 difficult. In some of our posts, as you know, our officers, if they were to reply accurately, would tell us that they spend most of their time in a simple struggle for survival; and I am not sure that the second part of this question could be answered in useful quantitative terms.

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Archibald A. Day,  
Historical Division.



Property Management

/D.R. Wilson

/a

*file*

EXTERNAL AFFAIRS

AFFAIRES EXTÉRIEURES



MEMORANDUM

TO Central Planning Staff  
A Attention: Mr. A. deW. Mathewson

SECURITY  
Sécurité

UNCLASSIFIED

FROM Property Management Division  
De

DATE October 1, 1968

REFERENCE Your memorandum dated September 20, 1968  
Référence

NUMBER  
Numéro

SUBJECT Relations between Missions and the Department  
Sujet

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	36

ENCLOSURES  
Annexes

DISTRIBUTION

Your referenced memorandum has been read with interest however there is a feeling in this Division that it applies mainly to the functional divisions and to the administrative divisions concerned with personnel. Our only comment would be with respect to the last sentence of paragraph 4, sub-paragraph 1 which proposes the re-ferencing of copies of correspondence with posts abroad, to the appropriate area division concerned with those posts.

2. This Division conducts a large volume of correspondence with all posts abroad in connection with the construction, leasing and purchase and the maintenance and operation of all types of accommodation and properties. The great majority of this correspondence would not be of interest to the area divisions. We would assume, however, that the area division would be concerned with the following types of communications:

- a) Trips to posts abroad by Property Management Officers relative to their timing and purpose.
- b) Changes in location of accommodation provided through new rentals or purchase at the time the final decision was made for the move.

3. If you wish to discuss this further, I may be reached by telephone at 2-3586.

*Douglas R. Wilson*  
Douglas R. Wilson

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

hl

MEMORANDUM

TO  
À Central Planning Staff

FROM  
De Peacekeeping & Military Assistance Division

REFERENCE  
Référence Your Memo of September 20

SUBJECT  
Sujet Relations between Missions and the Department

SECURITY  
Sécurité UNCLASSIFIED

DATE September 30, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	34 -

ENCLOSURES  
Annexes

DISTRIBUTION

Our main comments on this subject were contained in the Memorandum of July 24 from the erstwhile organization, D.L. (1). On this occasion we merely wish to reiterate our view that more explicit guidance is needed concerning the content and particularly the length of replies to subsections (c) and (d) of the proposed questionnaire to posts; otherwise, the replies, we suspect, will be so diverse as to make them exceedingly difficult for use for comparative purposes by the Senior Committee, even though individual replies may be of interest in isolation to the various area divisions which receive them. We also continue to think that question (d) concerning "Canadian Interdependent Interests in Country" will prove obscure to some posts, and troublesome to many.

*Michael Shenstone*

Peacekeeping & Military  
Assistance Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

As indicated on Distribution List.

UNCLASSIFIED

TO  
À

SECURITY  
Sécurité

September 20, 1968.

Central Planning Staff

FROM  
De

DATE

REFERENCE  
Référence

NUMBER  
Numéro

Relations between Missions and the Department

SUBJECT  
Sujet

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	22

ENCLOSURES  
Annexes

DISTRIBUTION

Attached is the product of work over several months by a number of people aimed at developing a few principles and procedures for the departmental headquarters to follow in relations with missions which will improve the effectiveness of the Department as a whole. The papers consist of (A) a draft circular document with an appendix, (B) a draft memorandum to Heads of Divisions, Offices and Branches explaining and expanding upon the circular document with an appendix. This latter appendix is a format and guide for the collection of data and assessments which are required to make a rational and supportable definition of mission objectives.

2. These documents have been the subject of consultation with area divisions and have been redrafted several times in the light of comments and suggestions received. They have also been referred to functional divisions in earlier drafts but the file reflects singularly little interest in or comment on them by functional divisions. Administrative divisions will be affected by the directive contained in the circular document but it is not clear to what extent their views on the whole matter have been solicited.

3. What I am doing now is referring all these papers to all the functional and administrative divisions (plus office and Branch Directors) and soliciting their comments. All area divisions have either ~~positively~~ or tacitly concurred. The Senior Committee has looked at the documents and is well disposed. However, before this package is put to the Under-Secretary I would like to be sure that everybody concerned in Ottawa is aware of what is involved and does not see any horrendous consequences flowing from what is envisaged. I should therefore be grateful if you would look at this material and let me have any observations you wish to make. I can be reached at 2-8878. If you prefer to comment by memo the location is Room 317 Postal Station "B". If you would like to discuss the matter I will be glad to see you in your office or here. In the absence of any comment by October 4 it will be assumed that you have <sup>NO</sup> comments.

A. DE W. MATHEWSON  
A. deW. Mathewson,  
Central Planning Staff.

DISTRIBUTION LIST FOR MEMO

RE: RELATIONS BETWEEN MISSIONS AND THE DEPARTMENT

Heads of: Consular Division  
Coordination Division  
Cultural Affairs Division  
Office of Politico-Military Affairs,  
N.A. Defence and NATO  
Military Assistance and Peacekeeping  
DL (2)  
Francophone  
Disarmament  
Office of Economic Affairs  
Aid and Development  
Transport, Communications and Energy  
Commercial Policy  
Historical  
Information  
Inspection Service  
Legal  
Protocol  
Press Office  
United Nations  
Finance and Administration Branch  
USA  
Central Services  
Finance  
Material Management  
Property Management  
Personnel Branch  
Administrative Services  
Personnel Operations  
Records, Management.  
Personnel Services  
Telecommunications



OFFICE OF THE  
HIGH COMMISSIONER FOR CANADA

PERSONAL AND CONFIDENTIAL

New Delhi, India.

September 19, 1968

Dear Arthur,

Many thanks for your letter of September 12. I can see that you are having the problems as well as the pleasures of being a pioneer. Unfortunately your letter arrived the day after Jagath Mehta departed for Canada via Geneva, South America and New York in slow stages.

I know, however, he would be delighted to tell you all about his role here. He is as full of ideas as ever. As you may have seen in our telegram 3110 of September 17, he and his boss, Dayal, may stay in Ottawa overnight October 15 to permit a little more time for chats with you senior officials in Ottawa. Thus you might be able to get hold of Jagath for a drink or two, not that his tongue needs loosening. \*

In case you don't get a chance for a private chat with Jagath I could mention here that he has a small division under him consisting of a deputy secretary, under-secretary and two research officers. They presumably turn out research and planning papers but I'm not sure how much time Jagath himself spends on long-term think pieces. He seems to spend much of his time doing high level odd jobs such as accompanying cabinet ministers abroad to say nothing of Mrs. Gandhi. He is also sent on solo scouting trips, e.g. Hong Kong. One of his unofficial hats is being the leading China expert in the Ministry and he personally masterminded the organized demonstrations against the Chinese Embassy here last year. He is also a participant in the high level bilateral talks the Indians have on a regular basis with a number of countries among which Canada is not to be included. He also turns out speech drafts. He told me he wrote the first draft of Mrs. Gandhi's statement on Czechoslovakia but I understand her secretary wrote a competing draft which won the competition.

I am afraid this is not very helpful since I realize I really don't know all that much about the operations of the Planning Division as such. If you do not see Mehta let me know and I will have a go at him on your behalf.

Best wishes to Mel and yourself. We are keeping pretty fit and good old winter is coming.

*As ever,*

*Yard*

Mr. Arthur Mathewson,  
Head,  
Central Planning Staff,  
Dept. of External Affairs  
Ottawa

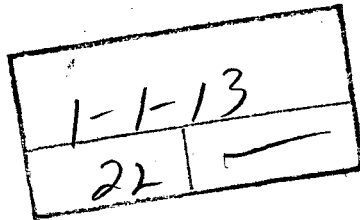
\* Since dictating this  
we have received a tel.  
saying you all are too  
busy to have extra chat  
with Dayal and Mehta

001150

DRAFT

UNCLASSIFIED

OTTAWA, September 19, 1968



CIRCULAR DOCUMENT

ADMIN. NO. \_\_\_\_\_

Relations Between Missions and the Department

The Senior Committee has been reviewing relations between our missions and the Headquarters of the Department in Ottawa. The review was undertaken in the light of comments in the Glassco and Eatock Reports (see Appendices A and B) and other indications that these relationships could, in many cases, be improved with resulting benefits to the Canadian Government and public.

2. The principal difficulties from the missions' viewpoint seem to be that they lack systematic guidance from the Department on the priorities to establish in the work to be done and feel that there is frequently insufficient response from Ottawa to letters and telegrams (a problem which is only partly within the control of the area division under the present system). Demands on limited time and scarce resources pour in from a variety of sources, each one calling for immediate attention to general or specific questions related to aid administration, trade promotion, political developments, visiting VIPs, politico-military affairs, economic negotiations, post administration etc., etc. Such dialogues as may exist between divisions and posts in relation to the latter's reporting tend to be sporadic and confined to specific and pressing issues. As a result there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Such missions tend to be less able than they should be to interpret Canadian views to their hosts and may waste a good deal of time engaged in work which is of less importance to the Canadian Government than some other which is left unattended. A sense of remoteness from departmental and governmental concerns can seriously undermine personal morale and mission effectiveness. Even in the case of missions whose work is the subject of continuous exchange with the Department there is an ever present need for periodic review and dialogue with the missions regarding priorities so as to ensure that limited resources are productively employed and mission staffs' sense of purpose can be renewed.

3. Furthermore the system of programme planning and budgeting which has been introduced in governmental financial management is predicated upon a regular definition of objectives and priorities and the application of resources to attain them. This requires an extra effort to set and review at least annually the objectives of our missions -- a process which cannot but involve regular dialogues between Headquarters divisions and posts abroad.

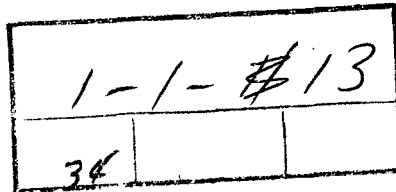
- 2 -

4. In the light of suggestions put forward by the Inspection Service, by posts and by area divisions, certain proposals were formulated with a view to improving the present situation. The following are the main points which are to be taken into account and implemented in the months ahead:

- (1) Area divisions will, in future, provide the central point of contact on policy matters for posts (other than delegations) in their respective areas. In particular, area divisions will have the responsibility for coordinating Program Review Submissions from missions in their areas (exclusive of delegations) and will be responsible for making recommendations regarding policy objectives, priorities and the staff required to attain them. Functional divisions, such as those concerned with economic, politico-military and UN agency affairs will continue to take action on matters within their responsibilities. They will also have responsibilities similar to those of area divisions vis-a-vis delegations reporting to and serviced by them. All functional divisions must, however, ensure that area divisions are kept informed of plans and programmes affecting missions for which the latter are responsible and that they are consulted on all matters relating to the operations of those missions. Similarly, administrative divisions should make a point of referring copies of correspondence with posts to the appropriate area divisions. Area divisions will have the responsibility for periodically reviewing the adequacy of existing procedures for the carrying out of their coordinating role in Ottawa and for maintaining proper communication with their missions.
- (2) Area divisions should endeavour to maintain a regular dialogue with their missions on reporting, on mission objectives and activities and the application of resources to attain them.
- (3) To this end and in order to improve personal contacts with missions the responsible officers will be authorized and encouraged, to the extent that the financial and staff situation may permit, periodically to visit some or all of the missions for which they are responsible. Particular emphasis will be given to visits by newly appointed Heads of Area Divisions. Occasional small and informal meetings of certain Heads of Mission may also be desirable in connection with some of these ~~divisions~~ visits.

5. These points have been made and the procedures to be followed have been specified with a view to making the Department and the foreign service an increasingly effective instrument for the development and execution of government policy. They are by no means regarded as representing any final solution. Any comments or suggestions and missions or individuals wish to make will therefore be welcome. ....?

Under-Secretary of State for  
External Affairs.



19 SEP 1968  
*Mr. Sparrow*  
*To Mr. Andrew*  
*for filing please*  
*Ans*  
*Good*

Central Planning Staff,  
Ottawa, Canada.

September 18, 1968.

Dear Arthur,

I have hesitated to bother you with a question the answer to which I should be able to find here in Ottawa. However, you will know even better than I that even the best ideas and the most fascinating suggestions once they are placed on file can be regarded as lost for all time after a maximum of six months. My problem is that the ideas and suggestions I am seeking to recall were placed on file seven or eight years ago and now even the most diligent search has failed not only to produce the relevant file but even anybody who has any knowledge that such a file ever existed.

I am referring to a paper you wrote, I think about seven or eight years ago, in which you dealt with the problem of coordination of policy and administration of the foreign service among the various departments having substantial interests and significant numbers of personnel serving abroad. Your paper, as I recalled, concluded with a description of a foreign service administrative board which would have on it representatives of the various departments concerned. I cannot recall whether this group was to be concerned with matters of policy and action or only with establishing and maintaining similar policies and practices in relation to the foreign service of External Affairs, Trade and Commerce, Immigration and the other odds and sods.

If by any chance you have retained a copy of this paper, I should be most grateful if you could lend it to me to copy. Alternatively, any thoughts you have on the subject will be welcome indeed. This, as you know, is a subject which has been examined and re-examined, in various contexts and from various angles many times over the years. We are looking at it again with I hope some prospect of producing a generally agreed policy that will establish beyond question the supremacy of the Ambassador in the field and some machinery in Ottawa whereby there can be a determination of priorities among mission activities and some coordination of demands on missions' limited time and material resources. This may turn out to be an exercise in frustration just as so many previous attempts have been. I hope, however, to give it the old college try and to this end I am attempting to collect the wisdom of people such as yourself who have focussed on this question at one time or another.

Mr. A. J. Andrew,  
Ambassador,  
Canadian Embassy,  
Stockholm, Sweden.



- 2 -

Again with apologies for troubling you, but with all best wishes and hopes, as the sun begins to set for the next four months, for a pleasant Stockholm winter.

Yours sincerely,

MATHEWSON

~~XXXXXXXXXX~~

~~XXXXXXXXXX~~

A. deW. Mathewson.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM:

TO Heads of the following Divisions:  
A A.&M.E., Commonwealth, European, Far Eastern, Latin  
American, U.S.A.

FROM Central Planning Staff  
De

REFERENCE  
Référence

SUBJECT Relations with Missions  
Sujet

SECURITY UNCLASSIFIED  
Sécurité

DATE September 16, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	34

*File*  
*for*

ENCLOSURES  
Annexes

2

DISTRIBUTION

These papers -- a draft circular document, and follow-up memo to Heads of Area Divisions are on the agenda for a meeting of the Senior Committee at 3:00 pm on Wednesday, September 18. They should look familiar for they have been prepared to reflect comments received on earlier drafts.

2. If you have any comments would you please give them to the Assistant Under-Secretary concerned or phone me at 2-8878.

*Am*  
Central Planning Staff.

UNCLASSIFIED

OTTAWA,

CIRCULAR DOCUMENT

ADMIN. NO. \_\_\_\_\_

Relations Between Missions and the Department

The Senior Committee has been reviewing relations between our missions and the Headquarters of the Department in Ottawa. The review was undertaken in the light of comments in the Glassco and Eatock Reports (see Appendices A and B) and other indications that these relationships could, in many cases, be improved.

2. The principal difficulties from the missions' viewpoint seem to be that they lack systematic guidance from the Department on the priorities to establish in the work to be done and feel that there is frequently insufficient response from Ottawa to letters and telegrams (a problem which is not entirely within the control of the area division under the present system). Such dialogues as may exist between divisions and posts in relation to the latter's reporting tend to be sporadic and confined to specific and pressing issues. As a result of these factors, there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Such missions tend to be less able than they should be to interpret Canadian views to their hosts and may waste a good deal of time engaged in work which is of less importance to the Canadian Government than some other which is left unattended. A sense of remoteness from departmental and governmental concerns can seriously undermine personal morale and mission effectiveness. Even in the case of missions whose work is the subject of continuous exchange with the Department there is an ever present need for periodic review and dialogue with the missions regarding priorities so as to ensure that limited resources are productively employed and mission staffs' sense of purpose can be renewed.

3. Furthermore the system of programme planning and budgeting which has been introduced in governmental financial management is predicated upon a regular definition of objectives and priorities and the application of resources to attain them. This requires an extra effort to set and review at least annually the objectives of our missions - a process which cannot but involve regular dialogues between Headquarters divisions and posts abroad.

4. In the light of suggestions put forward by the Inspection Service, by posts and by area divisions, certain proposals were formulated with a view to improving the present situation. The following are the main points which are to be taken into account and implemented in the months ahead:

- (1) Area divisions will, in future, provide the central point of contact on policy matters for posts (other than delegations) in their respective areas. In particular, area divisions will have the responsibility for coordinating Program Review Submissions from missions in their areas (exclusive of delegations) and will be responsible for making recommendations regarding policy objectives, priorities and the staff required to attain them. Functional divisions, such as Economic, D.L.(i), etc., will have similar responsibilities vis-a-vis delegations reporting to and serviced by them. They should, however, ensure that area divisions are kept informed of matters affecting missions in their areas and that they are consulted on all matters relating to the operations of those missions. Similarly, administrative divisions should make a point of referring copies of correspondence with posts to the appropriate area divisions. Area divisions will have the responsibility for periodically reviewing the adequacy of existing procedures for the carrying out of their coordinating role in Ottawa and for maintaining proper communication with their missions.
- (2) Area divisions should endeavour to maintain a regular dialogue with their missions on reporting, on mission objectives and activities and the application of resources to attain them.
- (3) To this end and in order to improve personal contacts with missions, I have approved a policy under which Heads of Division will be authorized to visit some or all of the missions in their areas periodically to the extent that the financial and staff situation permits. Particular emphasis will be given to visits by newly appointed Heads of Area Divisions. Occasional small and informal meetings of certain Heads of Mission may also be desirable in connection with some of these visits.

Under-Secretary of State  
for External Affairs.

## APPENDIX A

"The Royal Commission on Government Organization", Volume IV, pp. 115

"Second, there appears to be insufficient senior direction with regard to the nature and scale of activities to be undertaken. Heads of Posts are in no doubt as to their responsibility for the day-to-day diplomatic business to which they must attend, but many are, in the absence of senior guidance, often uncertain as to what is required of them in the representational area. How actively are they to promote Canada? What initiatives are they to assume in the cultural field? Because these are questions in which little leadership is provided by headquarters, performance tends to vary considerably and depend on the acumen and energy of the head of post. A third cause for concern, particularly in the smaller missions, is the heightened sense of isolation which results from the way in which they are kept informed of current developments at home. Canadian newspapers and periodicals generally travel by surface mail, arriving so long after publication as to have little value as sources of information. Digests of news are circulated daily but in many missions tend to be so brief that only a part of the picture may be conveyed.

Finally, the frequent lack of responsiveness by headquarters tends to frustrate officers posted abroad. All missions are constantly forwarding to Ottawa despatches containing not only current news and information, but reports and appreciations of various subjects, the preparation of which involves long study and research and constitutes evidence of the initiative and ability of the officers concerned. Too often these despatches are not made the basis for further dialogue with the missions regarding their findings, warnings or suggestions. This clearly reflects the inadequacy of the supervisory procedures and staffing of various divisions in Ottawa. Periodic visits by senior officers and consultations by Heads of Post in Ottawa are not satisfactory substitutes for a fully responsive headquarters organization."

## APPENDIX B

"The Organization Study of the Department of External Affairs", pp. 85, 94/95

"There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are mentioned by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister or Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater."

SECRET

UNCLASSIFIED

~~SECRET~~

MEMORANDUM TO HEADS OF THE FOLLOWING DIVISIONS:

Area Divisions - A. & M.E., Commonwealth, European, Far Eastern,  
Latin American, U.S.A.

INFORMATION:

Functional Divisions - Consular, Coordination, Cultural Affairs, D.L.(I),  
D.L.(2), Francophone, Disarmament, Economic,  
Historical, Information, Legal, Passport,  
Protocol, United Nations,  
Director-General of Finance and Administration,  
Director-General of Personnel  
Inspection Services

Relations between Missions and the Department

You will have seen Circular Document Admin. No. \_\_\_\_ of \_\_\_\_  
on this subject, which sets out guidelines for several new initiatives aimed  
at improving relations between the Department in Ottawa and our missions  
abroad and, thereby, increasing the effectiveness of departmental operations.  
These guidelines envisage important new responsibilities for area divisions  
and implicitly the initiation of a broad review of mission objectives,  
activities and effectiveness.

2. The immediate objective of this directive is to ensure that to the  
greatest extent possible area divisions are:

- (a) assured of the possibility of performing a central and leading  
role in the formulation of policy guidance and the provision  
of support for missions in their areas;
- (b) to this end, kept fully informed of all activities relating  
to their missions;
- (c) consulted by functional divisions on all policy matters relat-  
ing to their mission.

It is also ~~the intention~~ that important administrative matters relating to  
the missions, i.e. those which will have an important impact on the work of  
the mission, should be the subject of consultation with area divisions.  
While functional divisions, such as Economic, D.L.(1), etc., will continue  
to take action on matters within their responsibilities, they should ensure  
that area divisions receive copies of correspondence relating to their  
missions. It is, of course, equally important that area divisions ensure  
that functional divisions are informed and consulted on matters which are of  
concern to them. Communication between area and functional divisions along  
these lines is, of course, taking place to a considerable extent now. A special  
point is made of it however, because it is vital to the effective discharge by  
area divisions of their central role in the provision of direction and assistance  
to missions.

UNCLASSIFIED

~~CONFIDENTIAL~~

3. Area divisions will continue to have an important role to play in connection with the Annual Program Review ~~in connection with~~ missions in their areas. (Functional divisions will have similar responsibilities for delegations.) The exact procedures to be followed in future Annual Reviews will change as the system evolves and is refined to make it increasingly meaningful for purposes of departmental objectives and operations. They will, however continue to involve coordination by area divisions as well as recommendations regarding policy objectives, priorities, and the manpower and resources required to attain them. There flows from this the necessity for area divisions to be thoroughly and continuously informed as to the emphasis being placed by missions on the various types of activity in which they are engaged. Thus while it will be important to develop and maintain a dialogue with a mission to stimulate and guide a trend in its reporting it may, on occasion, be equally important to discourage reporting of one kind or another altogether in the interest of redirecting mission resources towards a different activity. This maintenance of contact and responsiveness between missions and headquarters will be further enhanced by personal visits by Heads of Division to posts in their area. This will not only make it possible for missions to be kept abreast of the direction of thinking in Ottawa, of equal or even greater importance, it will permit the Head of Division to bring to his own work and discussion with others a first hand appreciation of the situation in a particular post and the conditions in which it is operating.

4. As I indicated above there is implicit in Circular Document Admin. No. \_\_\_\_\_ of \_\_\_\_\_ the initiation of a broad review of mission objectives, activities and effectiveness. This is not intended to be a review of Canadian policy towards a given country or area like the current review of Canadian policy towards Europe. Its aim is to determine, on the basis of demonstrable Canadian interests in particular countries and areas what should be missions' objectives and the optimal method of achieving those objectives.

5. The first step in this review will be the acquisition of information in a form that can be analysed and compared. In order to provide such comparative information for all areas a format which might be used in undertaking this Review has been drawn up by the Central Planning Staff and is attached as Appendix A. This format can, of course, be amended as necessary to suit the needs of particular missions and may be regarded as a guide rather than a fixed inter-divisional format. In the first instance, area divisions should write to missions individually requesting them to provide information and recommendations as outlined in the questionnaire. The replies should then be considered by the area divisions in consultation with functional divisions and with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this Review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination as necessary.

USSEA

APPENDIX A

OBJECTIVES, ACTIVITIES AND EFFECTIVENESS OF MISSION

Country of Resident Accreditation: \_\_\_\_\_

A. BASIC INFORMATION

<del>22</del>	1-1-13
22	

Population: \_\_\_\_\_ GNP: Cdn \$ \_\_\_\_\_

Per Capita Income: Cdn \$ \_\_\_\_\_ Armed Forces Establishment:  
(Comment on equipment and training standards) \_\_\_\_\_

Size and Nature of Country's Diplomatic Representation in Canada (Number of Officers on Diplomatic List): \_\_\_\_\_

Number of Resident Missions Maintained by \_\_\_\_\_ Abroad: \_\_\_\_\_

Number of Resident Missions Maintained by Other Countries in \_\_\_\_\_ :

B. BILATERAL STATISTICS

	<u>Year (Most Recent)</u>	<u>5 Year Average</u>
Country's Imports from Canada:	Cdn \$ _____	Cdn \$ _____
Country's Exports to Canada:	Cdn \$ _____	Cdn \$ _____
TOTAL:	Cdn \$ _____	Cdn \$ _____

	<u>As % of Total Canadian Trade</u>	<u>As % of Total Country's Trade</u>
Total Bilateral Trade:	_____ %	_____ %

Total Country's Investment in Canada: Cdn \$ \_\_\_\_\_ (Description of major undertakings)

Total Canadian Investment in Country: Cdn \$ \_\_\_\_\_ (Description of major undertakings)

	<u>Committment</u>	<u>Disbursement</u>	<u>% of Total Aid to Country</u>
Canadian Aid to Country (Current FY):	\$ _____	\$ _____	_____ %
Ten Year Total of Canadian Aid: (Or cumulative total for a lesser number of years where applicable)		\$ _____	_____ %



- 2 -

ECIC 21A Credits to Country: (Current FY) \$ \_\_\_\_\_

(10 Year Total) \$ \_\_\_\_\_

Canadian Technical Assistance and Armed Forces Personnel in Country: \_\_\_\_\_

Canadian Students in Country: \_\_\_\_\_

Country's Students in Canada: \_\_\_\_\_

Canadians Resident in Country: \_\_\_\_\_

Canadian Tourists and Other Visitors to Country: \_\_\_\_\_

Country's Tourists and Other Visitors to Canada: \_\_\_\_\_

Year (Most Recent)   5 Year Average

Immigration to Canada: \_\_\_\_\_

Number of Canadians of \_\_\_\_\_ Origin: \_\_\_\_\_

#### C. SUMMARY ASSESSMENT OF CANADIAN BILATERAL INTERESTS IN COUNTRY

This summary might be developed under the following headings:

- (1) Objectives related to our bilateral relations; (Discuss in order of importance.)
- (2) What we are doing to accomplish these objectives, including treaties;
- (3) What further activities should be undertaken to accomplish these objectives, including treaties.

#### D. SUMMARY ASSESSMENT OF CANADIAN INTERDEPENDENT INTERESTS IN COUNTRY

The purpose of this assessment is to point up those Canadian interests and objectives in the country which are shared by a number of other likeminded countries. A distinction must be drawn between interests which are shared by the country in question as part of the grouping including Canada and those which relate to the objectives of a grouping which does not include the country in question. Such groupings might be the Commonwealth and the "Western World" but should not, except in a few cases, include the United Nations. This summary might be developed under the following headings:

- (1) Objectives of the grouping(s) shared by Canada (when the country is part of the grouping);
- (2) What part are we playing to accomplish these objectives;
- (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

- (1) Objectives of the grouping(s) shared by Canada (when the country is not part of the grouping);
- (2) What part are we playing to accomplish these objectives;
- (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

#### E. OFFICIAL CANADIAN ACTIVITIES IN THE COUNTRY

##### Canadian Departments, Agencies and Armed Forces Represented in Country

	<u>Officers and Canadian Staff</u>	<u>Local Employees</u>	<u>Operating Costs</u>
Department of External Affairs:	_____	_____	_____
Department or Agency: _____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
TOTAL:	=====	=====	=====

Description (and, if possible, an estimate of cost) of Information programs in \_\_\_\_\_ conducted by any of the departments or agencies listed above:

#### F. ACTIVITIES OF EXTERNAL AFFAIRS COMPONENT

The purpose of this section is to provide the Department in Ottawa with an estimate of the time spent on different activities. It is recognized that this is a difficult assessment to make and that for some missions, activities can change markedly in response to changing situations. This summary might be discussed in reply to the following questions:

- (1) How do you and your officers spend most of your time?
- (2) How does the time spent in the mission accord with the objectives you have indicated?

The first question might be related to the following activities:

	<u>Officers*</u>	<u>Total Staff*</u>
Political Analysis, Reporting and Related Activities	_____ %	_____ %

- 4 -

Economic Analysis Reporting and Related Activities	_____ %	_____ %
Aid Management	_____ %	_____ %
Commercial Activities (Trade Promotion)	_____ %	_____ %
Information, Cultural and Press Relations	_____ %	_____ %
Consular Activities	_____ %	_____ %
Immigration Activities	_____ %	_____ %
Mission Administration (Security & Supporting Staff)		
- of External Affairs Personnel	_____ %	_____ %
- on behalf of other departments	_____ %	_____ %
Assistance to Canadian Visitors	_____ %	_____ %
Other Activities	_____ %	_____ %
TOTAL:	<u>100%</u>	<u>100%</u>

\* If missions find it helpful to fill in these percentages they would be useful to the Department. If they create difficulty, a less detailed indication of the main elements of the missions' work would be satisfactory.

Time spent on Non-Resident Accreditations:	<u>Country</u>	<u>Officers</u>	<u>Total Staff</u>
	_____	_____ %	_____ %
	_____	_____ %	_____ %
	_____	_____ %	_____ %

Representation (Average officer time spent outside of working hours per week at representational functions): \_\_\_\_\_ Hours

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

Heads of all Branches, Offices and Divisions

UNCLASSIFIED

TO  
À

SECURITY  
Sécurité

FROM  
De

DATE

REFERENCE  
Référence

NUMBER  
Numéro

SUBJECT  
Sujet

Relations between Missions and the Department

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	22

ENCLOSURES  
Annexes

DISTRIBUTION

You will have seen Circular Document Admin. No. \_\_\_\_\_ of \_\_\_\_\_ on this subject, which sets out guidelines for several new initiatives aimed at improving relations between the Department in Ottawa and our missions abroad, and, thereby, increasing the effectiveness of departmental operations. These guidelines envisage important new responsibilities for area divisions and implicitly, the initiation of a broad review of mission objectives, activities and effectiveness.

2. The immediate objective of this directive is to ensure that to the greatest extent possible area divisions are:

- (a) assured of the possibility of performing a central and leading role in the formulation of policy guidance and the provision of support for missions in their areas;
- (b) to this end, kept fully informed of all activities relating to their missions;
- (c) consulted by functional divisions on all policy matters relating to their mission.

It is also intended that important administrative matters relating to the missions, ie. those which will have an important impact on the work of the mission, should be the subject of consultation with area divisions. While functional Offices and Divisions will continue to take action on matters within their responsibilities, they should ensure that area divisions receive copies of correspondence relating to their missions. It is, of course, equally important that area divisions ensure that functional divisions are informed and consulted on matters which are of concern to them. Communication between area and functional divisions along these lines is, of course, taking place to a considerable extent now. A special point is made of it however, because it is vital to the effective discharge by area divisions of their central role in the provision of direction and assistance to missions.

...2

UNCLASSIFIED

- 2 -

3. Area divisions will continue to have an important role to play in connection with the Annual Programme Review of missions in their areas. (Functional divisions will have similar responsibilities for delegations.) The exact procedures to be followed in future Annual Reviews will change as the system evolves and is refined to make it increasingly meaningful for purposes of departmental objectives and operations. They will, however continue to involve coordination by area divisions as well as area division recommendations regarding policy objectives, priorities, and the manpower and resources required to attain them. There flows from this the necessity for area divisions to be thoroughly and continuously informed as to the emphasis being placed by missions on the various types of activity in which they are engaged. Thus while it will be important to develop and maintain a dialogue with a mission to stimulate and guide a trend in its reporting it may, on occasion, be equally important to discourage reporting of one kind or another altogether in the interest of redirecting mission resources towards a different activity. This maintenance of contact and responsiveness between missions and headquarters will be further enhanced by personal visits by responsible officials in Ottawa to posts in their area. This will not only make it possible for missions to be kept abreast of the direction of thinking in Ottawa, but of equal or even greater importance it will permit the senior officer concerned to bring to his own work and discussion with others a first hand appreciation of the situation in a particular post and the conditions in which it is operating.

4. As I indicated above there is implicit in Circular Document Admin. No. \_\_\_\_\_ of \_\_\_\_\_ the initiation of a broad review of mission objectives, activities and effectiveness. This is not intended to be a review of Canadian policy towards a given country or area like the current review of Canadian policy towards Europe. Its aim is to determine, on the basis of demonstrable Canadian interests in particular countries and areas what should be missions' objectives and the optimal method of achieving those objectives.

5. The first step in this review will be the acquisition of information in a form that can be analysed and compared. In order to provide such comparative information for all areas a format which might be used in undertaking this Review has been drawn up by the Central Planning Staff and is attached as Appendix A. This format can, of course, be amended as necessary to suit the needs of particular missions and may be regarded as a guide rather than a fixed inter-divisional format. For example area divisions concerned with large numbers of consular posts (e.g. U.S.A. Division) should feel free to amend the questionnaire to the extent necessary to make the questions and the answers sought meaningful for purposes of considering mission objectives and priorities. Those functional offices and divisions that have responsibilities vis-a-vis certain posts (permanent delegations) analogous to those of area divisions will find the attached questionnaire of limited relevance to the work of their missions. They should nevertheless find sections D, E and F reasonably applicable and information provided under these headings should prove both useful and instructive.

...3

UNCLASSIFIED

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2. In the first instance, divisions concerned should write to missions individually requesting them to provide information and recommendations as outlined in the questionnaire. The replies should then be considered by the area divisions in consultation with functional divisions (and vice versa) and with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this Review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination as necessary.

Under-Secretary of State for  
External Affairs

CONFIDENTIAL

1-1-13  
22

Department of External Affairs  
Relations with Other Departments and Offices Abroad

Under the Department of External Affairs Act (R.S. 1952) the Department of External Affairs is authorised to:

- (a) conduct all official communications between the Government of Canada and the government of any other country in connection with the external affairs of Canada;
- (b) manage international or inter-colonial negotiations so far as they appertain to the Government of Canada;
- (c) administer all matters relating to the foreign consular service;
- (d) assume other duties as may be assigned to the Department by order of the Governor in Council in relation to such external affairs.

2. Under the "High Commissioner in the United Kingdom Act" the High Commissioner is instructed to "supervise the official activities of the various agencies of the Canadian Government in the United Kingdom".

3. The Glasse Commission Report (Volume 4, page 137) states that "an Ambassador or High Commissioner is not just the Head of the External Affairs Mission; he has the overriding responsibility to the host country for the manner in which Canadian Government activities are conducted and he should exercise a general supervisory role. Unfortunately, this has never been clearly stated for the guidance of Departments, nor may it be said that Heads of Post make it a practice to concern themselves with the affairs of other Departments. Surveys made point to the conclusion that Departments stoutly resist any local direction to their own affairs, although accepting a subordinate role in matters relating to representation and diplomatic privilege."

4. Under Treasury Board Regulations the Senior Officer of each Department stationed at a post abroad would appear to have independent departmental status in that he is answerable to his own Department and not to an External Affairs Head of Mission. The Glasse Commission found that the lack of coordination in posts abroad gave rise to "a waste and misuse of manpower and resources; a reluctance to rely on the skilled resources or administrative services of other departments because of the pervasive departmental attitude of self-sufficiency; inflexible establishment ill-adapted to changing workloads; and, more generally, a compartmentalization that is wasteful and weakens Canada's representation abroad". It noted as an example that five departments under one roof in the chancery in Paris operated independent administrative units. In London, the Treasury Office provides centralized accounting and Public Works offers some common services but eight departments and agencies employ administrative officers, six of them in the same building.

5. At present the extent of our influence over members of other departments stationed abroad would appear in practice to be limited to an advisory role (to the Treasury Board) on allowances and a departmental control over the placing of members of other departments on the diplomatic list.

6. Apart from matters relating to allowances and the diplomatic list there is no one centre of responsibility in the department concerned with the broader question of our relationships with the other departments and, if one gives credence to the Glasco Report, the live-and-let-live attitude between senior officers of departments abroad involves, in many cases, a substantial lack of coordination.

7. In view of the present lack of a coordination function by this Department it would probably be difficult to provide full documentation on the effects of the lack of coordination of Canadian representation abroad over the years. While logically, one might be led to assume that central supervision should improve the total impact of the work of various departments abroad, it is probably not possible to make a strong case for this unless a substantial number of individual instances of the deficiencies of the present system can be cited. Moreover, in most cases, the representatives of different departments are working in different specialised fields in which they alone have technical competence. On questions of overlapping jurisdiction or on matters on which the External Affairs Head of Mission can be helpful to a senior officer of another department, experience has shown that, where good relations exist, these questions can be sorted out and the help from the head of mission can be provided.

8. It is on administrative matters, as the Glasco Commission has pointed out, that there can be a serious wastage of the government's resources. Unfortunately, in the past, the Department of External Affairs has found difficulty in providing adequate procedures and staff for ensuring administrative competence in all of its missions. Now that administrative matters are receiving greater attention it is conceivable that the broader question of a unified administrative service for all departments abroad could be given some consideration. It is probable that if all the staff administering Canadian Government personnel abroad were unified under a satisfactory system, the number of good administrators presently deployed among the departments would be more than sufficient to staff an effective centralised system.

9. With regard to the substantive work being carried on by the different departments it would not appear to be either essential or desirable that the Department of External Affairs should attempt to intervene in the channel of communication between the departments and their representatives abroad. Any such intervention would certainly be resisted and it is unlikely that the general conduct of duties abroad would be appreciably enhanced. On the other hand, consideration could be given to seeking agreement on a general instruction to representatives of all departments abroad, setting out the terms of coordination and cooperation desired by the Canadian Government.

10. The United States Government when faced with a similar situation, although much aggravated by the extent and variety of their foreign programme, took steps to focus responsibility and authority on the heads



of mission. By Executive Order 10893 of November 8, 1960, President Eisenhower gave the following authority:

"The several chiefs of the United States diplomatic missions in foreign countries, as the representatives of the President and acting on his behalf, shall have and exercise, to the extent permitted by law and in accordance with such instructions as the President may from time to time promulgate, affirmative responsibility for the coordination and supervision over the carrying out by agencies of their functions in the respective countries."

11. The concept underlying President Eisenhower's Executive Order was picked up and further developed by President Kennedy who, on May 29, 1961 addressed almost identical letters to all chiefs of United States missions which read in part:

"In regard to your personal authority and responsibility and I shall count on you to oversee and coordinate all activities of the United States Government in \_\_\_\_\_."

You are in charge of the entire United States diplomatic mission, and I shall expect you to supervise all of its operations. The mission includes not only personnel of the Department of State and the foreign service, but also the representatives of all other United States agencies which have programmes or activities in \_\_\_\_\_. I shall give you full support and backing in carrying out your assignment.

Needless to say, the representatives of other agencies are expected to communicate directly with their offices here in Washington, and in the event of a decision by you in which they do not concur, they may ask to have the decision reviewed by higher authority in Washington."

12. It should be noted that this authority was granted to the Ambassadors as personal representatives of the President. There was not at the same time a provision for the same sort of over-all authority to be exercised by the State Department. Nevertheless, the intent behind the Presidential Order led to a "country team" approach at the missions and an expanded inter-departmental committee structure in Washington under State Department chairmanship with a view to giving improved over-all coordination to the various foreign programmes. It was, as a result of these moves, that the State Department re-organized its internal "area structure" and created the new post of Country Director and assigned to these directors a degree of responsibility for the activities of all United States Government operations in their areas. The Country Director has basically two functions; one of "leadership" within the State Department and, vis-à-vis, other government departments on matters pertaining to his country. His other role is that of support for the diplomatic mission that reports through him in relation to the "full range of its requirements; policy operations and administration".

13. The relevance of all the implications of the United States system to the Canadian Government is open to question. Obviously, the influence

which can be exerted by Canada and the nine of our programme boards no relationship to the influence and programme of the United States. We should bear in mind, even if it were possible to organize along the lines of the United States organization, that we have very different magnitudes of problems to deal with and we could run the risk of creating an organizational structure which would have relatively little content.

14. At present we have no apparent framework or objectives within or toward which we are directing our efforts in our relations with other departments. Nor is there a centre of authority within the Department responsible for developing and administering a policy on our relations with other departments. We have, however, a clear point of departure in the Glance Commission Report which contends that the Head of Mission "should exercise a general supervisory role" and "wherever two or more departments have offices in a foreign country, there should be senior supervision and coordination. Moreover to be effective this task must be performed on the spot and there seems to be no real alternative but to place this responsibility on the Ambassador or High Commissioner." Furthermore, it contends that

"The proliferation of small departmental units abroad is wasteful alike of manpower and money. Wherever practicable, in lieu of establishing or continuing an existing small office, the department concerned should seek an arrangement whereby another department, that necessarily operates an office in the locality, acts as its agent. In some cases a simple agency arrangement will suffice, while in other instances specialists may need to be seconded."

15. While this whole situation is fraught with difficulty, rigidity of established positions and a sense of hopelessness at the thought of re-establishing authority long since relinquished, there would seem to be every advantage in setting objectives which are in line with the findings and recommendations and working systematically towards them. Such objectives might envisage a supervisory and coordinating role for Heads of Missions and a unified administrative structure. Authority might be delegated to the Assistant Under-Secretary Administration to work toward these objectives under the auspices of the Senior Committee.

## EXTERNAL AFFAIRS



## AFFAIRES EXTÉRIEURES

file-

## MEMORANDUM

TO Mr. F.G. Hooton,  
A Central Planning Staff.

SECURITY  
Sécurité

CONFIDENTIAL

FROM G.G. Riddell, African and Middle Eastern Division.  
De

DATE - July 30, 1968.

REFERENCE  
Référence Your memorandum of July 24.

**NUMBER**  
**Numéro**

SUBJECT Relations Between Missions and the Department.  
Sujet

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	22

ENCLOSURES  
Annexes

1

## DISTRIBUTION

Mr. Rau  
Mr. Harman.

Attached is your copy of a memorandum dated July 26 from this Division to Mr. Collins which had been prepared during my absence on leave but had been held for my approval on my return. Since your memorandum of July 24 was received before I had an opportunity to put our memorandum in final form, I decided not to send it forward pending the meeting of the Senior Committee on July 26 at which this subject was to be discussed. You will note that I used parts of the memorandum as a basis for some of my remarks at the meeting. Other parts of the memorandum were overtaken by the discussion at the meeting particularly the suggestions for amending Appendix C which is now to be left to area divisions. In the circumstances I am not distributing the memorandum but am sending you your copy for record purposes. I should perhaps mention, however, that after discussions with Mr. Starnes I appreciate the tactical reasons which make it undesirable to advance the suggestions in paragraph 5 at this time.

*CRutledge*  
African and Middle Eastern Division.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
À Mr. Collins

FROM  
De African & Middle Eastern Division

REFERENCE  
Référence

SUBJECT  
Sujet Relations between missions and the Department

SECURITY  
Sécurité

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DATE  
NUMBER  
Numéro

July 26, 1968

FILE	DOSSIER
OTTAWA	1-1-13
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ENCLOSURES  
Annexes

DISTRIBUTION

Central  
Planning Staff  
Commonwealth  
European  
Far Eastern  
Latin American  
U.S.A. Div.

*Not sent forward to Mr. Collins - CC sent to Central Planning Staff under cover of Memo dated July 29. file*

In its memorandum of June 24, the Central Planning Staff asked that we provide you with comments on their proposals for intensifying relations between missions and the Department. In general we are in agreement with these proposals and, recognizing that their implementation will fall in large part to the area political divisions, we will be ready to do our part. In particular we concur in the statement (para. 4 (1) of the memorandum of June 18) that "area divisions should, in future, provide the central point of contact on policy matters for posts in their respective areas".

2. As to drafting responses to our posts' Programme Review submissions, we should be pleased to comment to the extent that the views of an area political division can be considered to have been determining. We would need, as a base, the circular document on the results of the review, forecast in Circular Document Admin 35/68, as well as any other general comment CPS wished to provide.

3. At the present time, communication with posts in written form consists mostly of mission reports to Ottawa and while in the nature of things the balance will likely continue to be so weighed, it is clearly desirable that two-way communication be intensified. To accomplish this requires persistent effort, given the more urgent demands on the time of officers in Ottawa. The Central Planning Staff memorandum suggested letters to missions commenting on reports; in this division we have been trying to combine these comments with requests for more material on the same or a related subject. In this way we hope to encourage the missions, point out gaps or inadequacies, and at the same time give an indication of the priorities they might observe.

4. The informal or personal letter is a useful vehicle as a supplement to official communications, and could be used more -- and to better effect.

5. The Central Planning Staff suggests that heads of division should go into the field frequently. Our comment would be (a) that this should apply also on occasion to other members of headquarters political divisions. It will be a long time before we have all heads of division or section thoroughly familiar with the areas of their responsibility and short visits to the parishes provide the best method for achieving quick immersion.

As a suggestion (b) we would add that heads of missions abroad should be brought back to Canada once during their tours. Under present arrangements in most cases the Department sees its heads of post only before and after they have served in the area. At mid point they, and we, could benefit greatly from direct consultation. The experience of 1967, when many if not most of our heads of post returned in connection with centennial visits, was most salutary and could, we think, have even better results if put on a regular basis. It may not be appropriate to write this into the rules as an automatic item, since there are posts where it would not be as necessary, but if this could become the norm rather than the exception, the service would benefit.

6. As to appendix C attached to the memorandum, we would offer the following comments. The reference to "armed forces establishment" under A seems first too simple to be meaningful (assuming a single figure for manpower is intended), and secondly to give undue prominence to the military aspect of the country's political outlook, especially when no reference is made to the political or social system of the country concerned. Under B, we suggest that a single year's statistics for trade might be misleading, in view of the significant variations that can occur from year to year. Provision might be made for a five-year average. We agree with the essential points covered under C and D for an assessment of Canadian bilateral and interdependent interests in countries abroad; the distinction that has been drawn is valid and we think the results of these assessments could be helpful in basic policy formulation. Under E, we would suggest a breakdown between officers and Canadian staff in order that the staffing situation at posts could be seen more clearly.

African & Middle Eastern Division



D R A F T

Document disclosed under the Access to Information Act - Document divulgué en vertu de la Loi sur l'accès à l'information	
1-1-13	
22	

CONFIDENTIAL

July 29, 1968.

MEMORANDUM TO HEADS OF THE FOLLOWING DIVISIONS:

Area Divisions - A. & M.E., Commonwealth, European, Far Eastern,  
Latin American, U.S.A.

Functional Divisions - Consular, Coordination, Cultural Affairs, D.L.(1),  
D.L.(2), Francophone, Disarmament, Economic,  
Historical, Information, Legal, Passport,  
Protocol, United Nations,  
Director-General of Finance & Administration,  
Director-General of Personnel.

Relations between Missions and the Department

You will have seen Circular Document Admin. No. \_\_\_\_\_ of \_\_\_\_\_ on this subject, which sets out guidelines for several new initiatives aimed at improving the present state of relations between the Department in Ottawa and our missions abroad. These guidelines envisage important new responsibilities for area divisions and the initiation of a broad review of mission objectives, activities and effectiveness.

2. In this memorandum, which has been subjected to the comments of all addressees, I wish to draw your attention to the steps which should now be taken to implement the broad policy guidelines outlined in the Circular Document.

"(1) With a view to integrating more effectively all aspects of our relations with individual countries, area divisions will, in future, provide the central point of contact on policy matters for missions in their respective areas (exclusive of delegations). Studies are being undertaken in the Department to ensure that area, functional and administrative divisions contribute to the attainment of this **objective**."

3. The objective of this directive is to ensure that to the greatest extent possible area divisions are:

- (a) kept fully informed of all activities relating to missions in their areas;
- (b) consulted by functional divisions on all policy matters relating to their missions.

It is also the intention that important administrative matters relating to the missions, i.e. those which will have an important impact on the work of the mission, should be the subject of consultation with area divisions. While functional divisions, such as Economic, D.L.(1), etc., will continue to take action on matters within their responsibilities, they should ensure that area divisions receive copies of correspondence relating to their missions. It is, of course, equally important that area divisions ensure that functional divisions are informed and consulted on matters which are of concern to them.

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CONFIDENTIAL

4. Communication between area and functional divisions along the lines proposed is, of course, taking place to a considerable extent now but it is the purpose of this directive to improve it to the extent necessary to ensure that area divisions are fully informed and participate in decisions relating to all important matters which affect their relations with countries in their areas.

5. Area divisions will continue to have an important role to play in connection with the Annual Program Review in connection with missions in their areas. (Functional divisions will have similar responsibilities for delegations.) The exact procedures to be adopted for future Annual Reviews are under study but it is likely that they will continue to involve coordination by area divisions, recommendations regarding policy objectives, priorities, and the manpower and resources required to attain them.

6. The area divisions have the primary responsibility for implementing this new policy directive in consultation with functional divisions and for periodically reviewing the adequacy of procedures for carrying out their coordinating role in Ottawa and for maintaining adequate communication with their missions along the lines outlined below.

"(2) Area divisions will work toward the establishment of a regular dialogue with their missions on reporting, on mission objectives and activities and the application of resources to attain them."

7. Considerable progress has already been made by some divisions in implementing this directive within the limitations imposed by personnel restrictions. The objective, however, is clear and the attainment of it should be aided by the changes outlined in (1) above and the new initiative outlined in (3) below.

8. "(3) Broad reviews of mission objectives, the activities being carried on at missions and an assessment of their value and effectiveness will be undertaken in the near future. Area divisions in consultation with missions in their areas will be responsible for these reviews and I shall shortly be asking Heads of Area Divisions to write to Heads of Mission in this connection."

8. In order to provide comparative information for all areas a format which might be used in undertaking this Review has been drawn up by the Central Planning Staff and is attached at Appendix A. This format can, of course, be amended as necessary to suit the needs of particular missions and may be regarded as a guide rather than a fixed inter-divisional format. In the first instance, area divisions should write to missions individually requesting them to provide information and recommendations as outlined in the questionnaire. The replies should then be considered by the area divisions in consultation with functional divisions and with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this Review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination as necessary.

20. "(4) Finally, in order to improve personal contacts with missions, I have approved a policy under which Heads of Division will be authorized to visit some or all of the missions in their areas periodically to the extent that the financial and staff situation permits. Particular emphasis will be given to visits by newly-appointed Heads of Area Divisions. Occasional small and informal meetings of certain Heads of Mission may also be desirable in connection with some of these visits."

91. I need not comment on this sub-paragraph except to say that the proposed visits by Heads of Division should prove particularly valuable in implementing the new framework which we are endeavouring to develop for relations between the missions and Ottawa and should, in addition, help to solve some of the problems outlined by the Glassco and Eatock Reports. Heads of Division should take the initiative in proposing these visits to the Assistant Under-Secretary responsible.

Under-Secretary of State  
for External Affairs



H. Shenstone/ab

file

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A

Mr. Robinson

SECURITY  
Sécurité

CONFIDENTIAL

FROM  
De

Defence Liaison (1) Division

DATE July 24, 1968

REFERENCE  
Référence

Central Planning Staff Memorandum June 24

NUMBER  
Numéro

SUBJECT  
Sujet

Relations Between Missions and the Department

FILE	DOSSIER
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MISSION	1-1-13 22

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Central  
Planning  
Staff

The memorandum under reference requested comments from area divisions by July 4 on the proposed circulars to heads of divisions and to posts. We are submitting comments in our capacity as an "area division" in respect of Cyprus.

2. We do not have any particular comments on the four principal recommendations to Heads of Divisions contained in the Appendix to the memorandum but we think that Appendix C of this memorandum may produce difficulties -- particularly subsections C and D (Summary Assessment of "Canadian Bilateral Interests" and "Canadian Interdependent Interests" in the country in question). If more explicit guidance is not given regarding the length and the content of these sections we suspect that the replies from posts may be so diverse as to make useful comparisons between our interests in one country and in another exceedingly difficult. Furthermore, Section D on "Interdependent Interests" is rather subtly phrased, and its meaning only emerges after about the third reading. Perhaps this section should be simplified so that all posts comprehend clearly that is desired and so that they do not go off on tangents in lengthy discourses about what the fundamental nature of the "objectives of the groupings chartered by Canada" might be.

3. In our view the statistical material requested in the other sections of the suggested circular may prove to be just as useful as the analysis of Canadian interests; this material has never before been assembled in one computation.

4. For the Mission to NATO the circular as it is presently envisaged is of course not entirely suitable; however, some portions of it e.g. amended versions of Section D, E, and F, might be completed for comparative purposes.

5. In a more general vein, we wonder whether the results of this survey will be sufficiently useful to the Department to justify the very large amount of time and energy that will have to be expended on it in Ottawa and at posts abroad. We are not thinking primarily of Nicotin, where Canadian activities and interests are finite and will not be too difficult to describe in terms that will permit ready assessment by the Senior Committee. The Department might consider seeking comments from a small cross section of missions before asking all missions to complete the form.

J.S. NOTI

Defence Liaison (1) E001178 a

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

**MEMORANDUM**

TO  
A  
Mr. Robinson, Mr. Collins, Mr. Gotlieb, Mr. Langley,  
Mr. Starnes, Heads (or Acting Heads) of the following  
Area Divisions: A & ME, Commonwealth, European,  
Far Eastern, Latin American  
FROM  
De  
Central Planning Staff  
REFERENCE  
Référence  
CPS memorandum of June 24 and Senior Committee Agenda  
for meeting of July 26  
SUBJECT  
Sujet  
Relations Between Missions and the Department

**CONFIDENTIAL**

SECURITY  
Sécurité

July 24, 1968

DATE

NUMBER  
Numéro

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OTTAWA	
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DISTRIBUTION

A draft memorandum to Heads of Area Divisions and substantive Functional Divisions on "Relations Between Missions and the Department" was circulated under cover of the memorandum under reference. Subsequently, memoranda were received from area divisions commenting on the attachment and its appendices. A number of helpful suggestions were included in these commentaries and, where possible, these have been incorporated into the revised version of the memorandum which is attached. The memorandum has been revised in the form of a circular document which will serve the purpose of informing all parts of the Department of the steps to be taken in connection with this important subject.

...

2. Appendix C was drawn up, as indicated in the draft circular document, in order to provide a basis for comparative information. There is no reason, however, why the format should not be modified to some extent by area divisions to take account of any special situations. Moreover, divisions may wish to give instructions to the missions in their areas which might not be valid for missions in other areas.

3. It should be noted that Appendix C, as amended, would be attached to the circular document so that missions could be informed as soon as possible about this initiative. Area divisions could follow up the circular with letters to individual missions either at the same time, or shortly after, the circular is sent.

F.G. HOOTON

Central Planning Staff

CONFIDENTIAL

OTTAWA,

CIRCULAR DOCUMENT

ADMIN. NO. \_\_\_\_\_

Relations Between Missions and the Department

The Senior Committee has recently reviewed the existing relations between our missions and the Headquarters of the Department in Ottawa. The review was undertaken in the light of comments in the Glassco and Eatock Reports (see Appendices A and B) and certain other indications that these relationships should, in many cases, be improved.

2. The basic problems seem to be: a need for more systematic guidance from the Department to missions, and a lack of dialogue on reporting from missions. It is also felt that there is frequently insufficient response from Ottawa to despatches and telegrams, a problem which is not entirely within the control of the area division under the present system. As a result of these factors, there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Up to the present, we have assumed that, by sending experienced officers as Heads of Post, we should be able to rely on their judgement as to the work which should be carried out at the posts, particularly with regard to objectives and priorities. This assumption may well be safe in the case of missions whose workload is the subject of continuous exchange with the Department, but there are evidently many missions where insufficient attention has been given to the psychological aspects of remoteness and its effect on morale and effectiveness.

3. There is now a new set of considerations which oblige us to take a more formal approach to the setting of objectives for our missions. These relate to the new system of program planning and budgetting which is predicated upon a regular definition of objectives and priorities and the application of resources to attain them.

4. In the light of suggestions put forward by area divisions, certain proposals were formulated with a view to improving the present situation. The following are the main recommendations which Heads of Division are requested to take into account and implement in the coming months.

*are being requested*

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- response*
- A*
- (1) Area divisions should, in future, provide the central point of contact on policy matters for posts in their respective areas. In particular, area divisions should have the responsibility for coordinating Program Review Submissions from missions in their areas (exclusive of delegations) and should be responsible for making recommendations regarding policy objectives, priorities and the establishment required to attain them. While functional divisions, such as Economic, D.I.(1), etc., will continue to take action on matters within their responsibilities they should, in future, ensure that area divisions receive copies of correspondence relating to the missions in their areas and that they are consulted on all matters relating to their missions. The area divisions should have the responsibility for periodically reviewing the adequacy of existing procedures for the carrying out of their coordinating role in Ottawa and for maintaining proper communication with their missions.
- (2) Area divisions should work toward the establishment of a regular dialogue with their missions on reporting, on mission objectives and activities and the application of resources to attain them.
- (3) A broad review of mission objectives, the activities being carried on at the missions and an assessment of their value and effectiveness should be undertaken without delay. In order to provide comparative information for all areas, a format which might be used in undertaking this review has been drawn up by the Central Planning Staff and is attached at Appendix C. In the first instance, missions should be requested to provide information and recommendations as outlined in the questionnaire which should be sent to them by area divisions. The replies should then be considered by the area divisions in conjunction with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination.
- in consultation with functional division*
- under*
- X (4) Finally, in order to improve personal contacts with missions, the Under-Secretary has approved a policy through which Heads of Division will be authorized to visit some or all of the missions in their areas periodically to the extent that the financial and staff situation permits. Particular emphasis will be given to visits by newly-appointed Heads of Area Divisions. Occasional small and informal meetings of certain Heads of Mission may also be desirable in connection with some of these visits.
- like ref 6*

Under-Secretary of State  
for External Affairs

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APPENDIX A

"The Royal Commission on Government Organization", Volume IV, pp. 115

"Second, there appears to be insufficient senior direction with regard to the nature and scale of activities to be undertaken. Heads of Post are in no doubt as to their responsibility for the day-to-day diplomatic business to which they must attend, but many are, in the absence of senior guidance, often uncertain as to what is required of them in the representational area. How actively are they to promote Canada? What initiatives are they to assume in the cultural field? Because these are questions in which little leadership is provided by headquarters, performance tends to vary considerably and depend on the acumen and energy of the head of post. A third cause for concern, particularly in the smaller missions, is the heightened sense of isolation which results from the way in which they are kept informed of current developments at home. Canadian newspapers and periodicals generally travel by surface mail, arriving so long after publication as to have little value as sources of information. Digests of news are circulated daily but in many missions tend to be so brief that only a part of the picture may be conveyed.

Finally, the frequent lack of responsiveness by headquarters tends to frustrate officers posted abroad. All missions are constantly forwarding to Ottawa despatches containing not only current news and information, but reports and appreciations of various subjects, the preparation of which involves long study and research and constitutes evidence of the initiative and ability of the officers concerned. Too often these despatches are not made the basis for further dialogue with the missions regarding their findings, warnings or suggestions. This clearly reflects the inadequacy of the supervisory procedures and staffing of various divisions in Ottawa. Periodic visits by senior officers and consultations by Heads of Post in Ottawa are not satisfactory substitutes for a fully responsive headquarters organization."

APPENDIX B

"The Organization Study of the Department of External Affairs", pp. 85, 94/95

"There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are mentioned by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister or Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater."

APPENDIX C

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OBJECTIVES, ACTIVITIES AND EFFECTIVENESS OF MISSION

Country of Resident Accreditation:

A. BASIC INFORMATION

Population: \_\_\_\_\_ GNP: Cdn \$ \_\_\_\_\_

Per Capita Income: Cdn \$ \_\_\_\_\_ Armed Forces Establishment:  
(Comment on equipment and training standards) \_\_\_\_\_

Size and Nature of Country's Diplomatic Representation in Canada (Number of Officers on Diplomatic List): \_\_\_\_\_

Number of Resident Missions Maintained by \_\_\_\_\_ Abroad: \_\_\_\_\_

Number of Resident Missions Maintained by Other Countries in \_\_\_\_\_ :

B. BILATERAL STATISTICS

	<u>Year (Most Recent)</u>	<u>5 Year Average</u>
Country's Imports from Canada:	Cdn \$ _____	Cdn \$ _____
Country's Exports to Canada:	Cdn \$ _____	Cdn \$ _____
TOTAL:	Cdn \$ _____	Cdn \$ _____

	<u>As % of Total Canadian Trade</u>	<u>As % of Total Country's Trade</u>
Total Bilateral Trade:	_____ %	_____ %
Total Country's Investment in Canada: Cdn \$ _____	(Description of major undertakings)	
Total Canadian Investment in Country: Cdn \$ _____	(Description of major undertakings)	
	<u>Commitment</u> (Actual)	<u>Disbursement</u> (Commitment)
Canadian Aid to Country (Current FY):	\$ _____	\$ _____
		(% of Total Aid to Country)
Ten Year Total of Canadian Aid: (Or cumulative total for a lesser number of years where applicable)	\$ <u>////</u>	\$ _____
		_____ %

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ECIC 21A Credits to Country: (Current FY) \$ \_\_\_\_\_

(10 Year Total) \$ \_\_\_\_\_

Canadian Technical Assistance and Armed Forces Personnel in Country: \_\_\_\_\_

Canadian Students in Country: \_\_\_\_\_

Country's Students in Canada: \_\_\_\_\_

Canadians Resident in Country: \_\_\_\_\_

Canadian Tourists and Other Visitors to Country: \_\_\_\_\_

Country's Tourists and Other Visitors to Canada: \_\_\_\_\_

Year (Most Recent)   5 Year Average

Immigration to Canada: \_\_\_\_\_

Number of Canadians of \_\_\_\_\_ Origin: \_\_\_\_\_

#### C. SUMMARY ASSESSMENT OF CANADIAN BILATERAL INTERESTS IN COUNTRY

This summary might be developed under the following headings:

- (1) Objectives related to our bilateral relations; (Discuss in order of importance.)
- (2) What we are doing to accomplish these objectives, including treaties;
- (3) What further activities should be undertaken to accomplish these objectives, including treaties.

#### D. SUMMARY ASSESSMENT OF CANADIAN INTERDEPENDENT INTERESTS IN COUNTRY

The purpose of this assessment is to point up those Canadian interests and objectives in the country which are shared by a number of other likeminded countries. A distinction must be drawn between interests which are shared by the country in question as part of the grouping including Canada and those which relate to the objectives of a grouping which does not include the country in question. Such groupings might be the Commonwealth and the "Western World" but should not, except in a few cases, include the United Nations. This summary might be developed under the following headings:

- (1) Objectives of the grouping(s) shared by Canada (when the country is part of the grouping);
- (2) What part are we playing to accomplish these objectives;
- (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

- (1) Objectives of the grouping(s) shared by Canada (when the country is not part of the grouping);
- (2) What part are we playing to accomplish these objectives;
- (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

E. OFFICIAL CANADIAN ACTIVITIES IN THE COUNTRY

Canadian Departments, Agencies and Armed Forces Represented in Country

	<u>Officers and Canadian Staff</u>	<u>Local Employees</u>	<u>Operating Costs</u>
Department of External Affairs:	_____	_____	_____
Department or Agency: _____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
TOTAL:	=====	=====	=====

Description (and, if possible, an estimate of cost) of Information programs in \_\_\_\_\_ conducted by any of the departments or agencies listed above:

F. ACTIVITIES OF EXTERNAL AFFAIRS COMPONENT

The purpose of this section is to provide the Department in Ottawa with an estimate of the time spent on different activities. It is recognized that this is a difficult assessment to make and that for some missions, activities can change markedly in response to changing situations. This summary might be discussed in reply to the following questions:

- (1) How do you and your officers spend most of your time?
- (2) How does the time spent in the mission accord with the objectives you have indicated?

The first question might be related to the following activities:

	<u>Officers*</u>	<u>Total Staff*</u>
Political Analysis, Reporting and Related Activities	_____ %	_____ %



CONFIDENTIAL

Economic Analysis Reporting and Related Activities	<u>      %      </u>	<u>      %      </u>
Aid Management	<u>      %      </u>	<u>      %      </u>
Commercial Activities (Trade Promotion)	<u>      %      </u>	<u>      %      </u>
Information, Cultural and Press Relations	<u>      %      </u>	<u>      %      </u>
Consular Activities	<u>      %      </u>	<u>      %      </u>
Immigration Activities	<u>      %      </u>	<u>      %      </u>
Mission Administration (Security & Supporting Staff)		
- of External Affairs Personnel	<u>      %      </u>	<u>      %      </u>
- on behalf of other departments	<u>      %      </u>	<u>      %      </u>
Assistance to Canadian Visitors	<u>      %      </u>	<u>      %      </u>
Other Activities	<u>      %      </u>	<u>      %      </u>
TOTAL:	<u>    100%    </u>	<u>    100%    </u>

\* If missions find it helpful to fill in these percentages they would be useful to the Department. If they create difficulty, a less detailed indication of the main elements of the missions' work would be satisfactory.

Time spent on Non-Resident Accreditations:	<u>Country</u>	<u>Officers</u>	<u>Total Staff</u>
	<u>          </u>	<u>      %      </u>	<u>      %      </u>
	<u>          </u>	<u>      %      </u>	<u>      %      </u>
	<u>          </u>	<u>      %      </u>	<u>      %      </u>

Representation (Average officer time spent outside of working hours per week at representational functions):            Hours

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A Central Planning Staff,

FROM  
De Latin American Division

REFERENCE  
Référence Your memorandum of June 24

SUBJECT  
Sujet Relations between Missions and the Department

SECURITY  
Sécurité Confidential

DATE July 15, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	1-1-13 22

ENCLOSURES  
Annexes

We regret that our comments on the memorandum under reference reach you somewhat after the due date. In Mr. Langley's absence, we are addressing our reply to you with a copy to him.

DISTRIBUTION

Mr. Langley  
Econ. Div.  
U.N. Div.

2. We are very much in agreement with the memorandum as drafted and, with respect to the memorandum itself, have only one change to suggest. On page 3, in the penultimate sentence, it might be desirable to provide specifically for area divisions consulting on the replies with functional divisions, both substantive and administrative. This consultation is implicit in the final sentence but, since the replies will relate to the total workload of the missions, it might be as well to make it explicit.

3. With regard to Appendix C we have one minor suggestion and two inter-related groups of comments. We are copying this memorandum to Economic and U.N. Divisions which may have views on the suggestions outlined hereunder. The minor suggestion is that in Section A, to take care of the diplomatic representation in Canada of some Latin American countries, items might be awarded "Size and Nature of Country's Diplomatic Representation in Canada."

4. We would like first to explain that the suggestions outlined hereunder are highly tentative and represent our first attempt to come to grips with the practical implications of point (3) of paragraph 4 of the draft memorandum. It is there stated that "a broad review of mission objectives, the activities being carried on at the missions and an assessment of their value and effectiveness should be undertaken without delay". The instrument for implementing this directive will be the questionnaire outlined in Appendix C. We are here concerned with the "broad review of mission objectives" which, it is clear, would be conducted periodically in future. In view of this, it would be desirable to establish modalities for the review which would have as much continuing validity as possible. Of more immediate importance to us is the fact that the first review would probably co-incide roughly with the review of Canadian policy toward Latin America which, in consultation with other interested Departments and Agencies, we are shortly to undertake. Preliminary work on

....2

-2-

this review is already underway in the Department, and it will be related to the Ministerial mission which, as matters stand, is to visit Latin America before the end of this year. It is our intention, on the basis of earlier consultations with missions on policy questions, to consult the missions in the course of this review. In this context we are interested in the review which will emerge from your memorandum being as effective as possible from the point of view of establishing a firm basis for Ministers' consideration of policy toward Latin America.

5. Policy toward Latin America, though it will probably be increasingly oriented toward a few leading countries, must be considered by Ministers in the light of the significance for Canada of the area as a whole and of the Latin American countries as a group. With the exception of Mexico, Brazil, Venezuela and Argentina, no Latin American country in itself is of great importance to Canada but the area as a whole is becoming more important and our relations with the area are to a large extent conducted through our relations with individual countries. Appendix C has evidently been drawn up with the object of producing information, partly of a statistical character, which will show the importance of the country in question, its importance to Canada and the sort of effort our mission in that country is deploying to pursue Canadian aims in that country. With respect to Latin American countries, this sort of analysis is good but it also needs to be set in the context of a broader analysis of Latin America as a whole and of Canadian relations with that area. Much of what follows is an attempt to broaden the scope of Appendix C to provide a sufficiently broad framework for consideration of Canadian objectives in Latin America or otherwise to make it fit the somewhat special situation of our Latin American missions. We hasten to add that, if it were not thought possible to expand Appendix C along the lines we have in mind, we would equally be prepared, if the Department were agreeable, to address questions of the sort we are proposing separately to Latin American missions. *yes.*

6. The first group of comments is as follows. The broad review of mission objectives (as distinct from the reviews of the activities of the missions and their value and effectiveness) foreseen in the memorandum will inevitably take place as part of the review of Canadian policy toward Latin America as a whole which is being undertaken in another context. While a feature of this review will undoubtedly be bringing into sharper focus our relations with a few leading Latin American countries and the determination of a more rational basis for Canadian relations with the remainder, the basic frame of reference in which the Government will consider this matter will be Canada's relations with Latin America as a whole.

7. More specifically, trade with Latin America as a whole is of more statistical significance to the Canadian Government than trade with any one Latin American country, and aid to Latin American countries is carried out through a multilateral agency and will probably continue to a considerable degree to be so carried out. This aid, in spite of the multilateral method used to administer it, is described by the External Aid Office as "Aid to Latin America" and is classified by them as part of our bilateral aid programme; this feature will probably continue even if a strictly bilateral programme is added. ?

.....3



-4-

Description of Canadian Investment and  
Banking Activities in Area

Cdn.\$ \_\_\_\_\_

	<u>Actual</u>	<u>Commitment</u>	<u>% of Total Aid to Area</u>
Canadian Aid to Area (Current FY)			
Cdn.\$			

	<u>Actual</u>	<u>Commitment</u>	<u>% of Total Aid to Area</u>
Cumulative Total of Canadian Aid to Area.			
Cdn.\$			

	<u>Actual</u>	<u>Commitment</u>
ECIC 21A Credits to Area (Current FY) (Included in above)		
Cdn.\$		

Total of 21A Credits to Area (Included in above)	Cdn.\$
---	--------

11. Our second group of comments relates to the present Sections C & D. First, we suggest that the words "but should not, except in a few cases, include the United Nations" be deleted from the penultimate sentence of the introductory part of Section D. We appreciate the necessity to maintain PERMIS NY and other delegations as the operational centres for dealing with the Department on U.N. questions but, in the case of Latin American countries at least, the interests and attitudes of these countries on some U.N. issues - both at the General Assembly and at UNCTAD - have grown increasingly important as a factor in our relations with them and should, we suggest, be taken into account in any assessment of Canada inter-dependent interests in a particular Latin American country. ( A separate study of the relations between Canada and Latin American countries at the U.N. which is now under way under the direction of U.N. Division is relevant to this ).

12. Secondly, and more broadly, we would suggest that the introductory part of Section D be re-written to make clear that, whether the other country concerned is a member of a grouping which includes Canada or not (but especially in the latter case), Canadian interests and objectives are related not only to those which are shared by a number of other like-minded countries but also to interests and objectives which are opposed by other countries or which, while shared by a group which does not include Canada, may be partly beneficial and partly inimical to Canadian interests. An example of the former in our relations with Latin America is the Brazilian attitude toward the NPT; an example of the latter is the commercial policies developed by the member countries of LAFTA.

13. Most of the information sought in the questionnaire is to be supplied by the missions. However, our final comment is a general one. Some of the

.....5

-5-

information can best be supplied in Ottawa and some of it could be obtained both from the missions and from sources in Ottawa. Perhaps this should be indicated in section (3) on page 3 of the memorandum.

14. We have some more general thoughts with regard to how the memorandum itself might best be implemented but we will reserve these for the anticipated discussion with Heads of Division.

P.A. Brill

Latin American Division

Mr Mathewson

Mr Sherstone CPS

Would you be prepared  
to declassify this memo?

 Mathewson

Yes indeed. It was  
only "Conf" because of  
class'n of memo &  
enclosures on which  
we were comm 001192  
M.S.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A

Mr. Robinson

FROM  
De

Defence Liaison (1) Division

REFERENCE  
Référence

Central Planning Staff Memorandum June 24

SUBJECT  
Sujet

Relations Between Missions and the Department

SECURITY  
Sécurité

DATE

NUMBER  
Numéro

CONFIDENTIAL

July 4, 1968

unclassified

FILE	DOSSIER
OTTAWA	
MISSION	

ENCLOSURES  
Annexes

DISTRIBUTION

Central  
Planning  
Staff

The memorandum under reference requested comments from area divisions by July 4 on the proposed circulars to heads of divisions and to posts. We are submitting comments in our capacity as an "area division" in respect of Cyprus.

2. We do not have any particular comments on the four principal recommendations to Heads of Divisions contained in the Appendix to the memorandum but we think that Appendix C of this memorandum may produce difficulties -- particularly subsections C and D (Summary Assessment of "Canadian Bilateral Interests" and "Canadian Interdependent Interests" in the country in question). If more explicit guidance is not given regarding the length and the content of these sections we suspect that the replies from posts may be so diverse as to make useful comparisons between our interests in one country and in another exceedingly difficult. Furthermore, Section D on "Interdependent Interests" is rather subtly phrased, and its meaning only emerges after about the third reading. Perhaps this section should be simplified so that all posts comprehend clearly what is desired and so that they do not go off on tangents in lengthy discourses about what the fundamental nature of the "objectives of the groupings shared by Canada" might be.

3. In our view the statistical material requested in the other sections of the suggested circular may prove to be just as useful as the analysis of Canadian interests; this material has never before been assembled in one compilation.

4. For the Mission to NATO the circular as it is presently envisaged is of course not entirely suitable; however, some portions of it e.g. amended versions of Section D, E, and F, might be completed for comparative purposes.

5. In a more general vein, we wonder whether the results of this survey will be sufficiently useful to the Department to justify the very large amount of time and energy that will have to be expended on it in Ottawa and at posts abroad. We are not thinking primarily of Nicosia, where Canadian activities and interests are finite and will not be too difficult to describe in terms that will permit ready assessment by the Senior Committee. The Department might consider seeking comments from a small cross section of missions before asking all missions to complete the form.

Defence Liaison (1) Division  
001193



EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
À Central Planning Staff

FROM  
De Commonwealth Division

REFERENCE  
Référence Your memorandum of June 24, 1968

SUBJECT  
Sujet RELATIONS BETWEEN MISSIONS AND THE DEPARTMENT

SECURITY  
Sécurité CONFIDENTIAL

DATE July 11, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
	1-1-13
MISSION	22

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Munro

We apologize for not responding to your memorandum by the deadline of July 5, particularly since we have only general comments to offer at this point.

2. First, we think the draft memorandum is basically a good one. From the factual information to be provided in Appendix "C", it should be possible to obtain a picture of the objectives of a post in furthering Canada's bilateral and interdependent relations. This is central to achieving balanced representation abroad in terms of need and economy in operation. The form seems well designed to elicit the information needed, and in our view, provides a good point of departure for such an exercise.

3. In considering the question of more systematic guidance from the Department to missions, we wonder if it would not be useful to consider reviving the former custom of providing a Letter of Instruction to each new Head of Mission, up-dating it from time to time as conditions change.

4. While we recognize that there is some justification for missions feeling that they operate in isolation we wonder if perhaps there is a disposition to make too much of this point. They should not feel ignored simply because they do not get replies to all their communications. Needless to say, when replies from Ottawa are called for they should be sent as quickly as possible. However, in the case of continuing or periodic reporting it would be very difficult for divisions (with present staff limitations) to maintain a flow of comments back. Missions should be encouraged to understand and take for granted that their efforts are being given responsible treatment in Ottawa and that unless they hear from us to the contrary, their reports are useful, circulated and used. This is not to say that Ottawa should neglect to comment on important reports or issues.

5. I believe this is a matter in which Mr. Munro would take a personal interest and I will therefore bring your memorandum to his attention on his return after July 17. He may have supplementary comments to make at that time.

*W. Q. Dench*

Commonwealth Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
A Mr. J.C. Langley *Mr. Hooton*

FROM  
De U.S.A. Division

REFERENCE  
Référence Central Planning Staff Memorandum of June 24, 1968

SUBJECT  
Sujet Relations Between Missions and the Department

SECURITY CONFIDENTIAL  
Sécurité

DATE July 10, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	22

ENCLOSURES  
Annexes

DISTRIBUTION

Central Planning  
Staff (Mr.  
Hooton)

I think that Central Planning Staffs Memorandum dated June 24 and the attached draft Memorandum to Heads of Divisions and its appendices particularly Appendix C are excellent and represent a most useful initiative. If we now act along the lines proposed I think we will be making a good beginning in an entirely desirable, and timely, review of posts' objectives, activities and effectiveness.

2. There are, of course, some aspects of the exercise as proposed which although doubtless most suitable to the average mission are not as precisely related as they might be to the special circumstances of the posts in the United States.

3. We have some suggestions for changes in the Memorandum and, particularly, in Appendix C which we should be happy to discuss with Central Planning staff with a view to working out with them a version of Appendix C especially adapted for our Consular posts in the United States. Washington presents a number of special problems in the context of the exercise which should also receive joint examination.

4. If you agree, we shall arrange with Central Planning Staff to begin a joint review. I understand Mr. Hooton is, in principle, willing to tackle the matter this way.

*[Signature]*  
U.S.A. Division

11.7.7/051

MR ROBINSON HAN

THE UNDERSECTY RECENTLY → MR MOODON

INSTRUCTED A STUDY TO BE MADE  
CHANGING THE NAME OF THIS DEPT.  
SINCE I ASSUME IT WILL INVOLVE AN AMENDMENT TO OUR  
Department of External Affairs'  
Relations with Other Departments and Offices Abroad

CONFIDENTIAL JOHN STARNES

12 JUL 1966

1-1-13  
22

Under the Department of External Affairs Act (R.S. 1952) the Department of External Affairs is authorized to:

- conduct all official communications between the Government of Canada and the government of any other country in connection with the external affairs of Canada;
- manage international or inter-colonial negotiations so far as they appertain to the Government of Canada;
- administer all matters relating to the foreign consular service;
- assume other duties as may be assigned to the Department by order of the Governor in Council in relation to such external affairs.

ACT I WOULD IF  
THE SEN ON  
COMMITTEE  
SHOULD NOT  
INITIATE  
STUDY OF  
WHAT OTHER  
CHANGES IN  
THE ACT  
MIGHT NOT  
BE POSSIBLE  
AND  
DESIRABLE.

2. Under the "High Commissioner in the United Kingdom Act" the High Commissioner is instructed to "supervise the official activities of the various agencies of the Canadian Government in the United Kingdom".

3. The Glasco Commission Report (Volume 4, page 137) states that "an Ambassador or High Commissioner is not just the Head of the External Affairs Mission; he has the overriding answerability to the host country for the manner in which Canadian Government activities are conducted and so should exercise a general supervisory role. Unfortunately, this has never been clearly stated for the guidance of Departments, nor may it be said that Heads of Post make it a practice to concern themselves with the affairs of other Departments. Surveys made point to the conclusion that Departments stoutly resist any local direction to their own affairs, although accepting a subordinate role in matters relating to representation and diplomatic privilege."

9 JUL 1966  
I agree.  
a big  
job but  
worth  
looking  
at. As  
review  
policy  
proceeds,  
especially  
the work  
on econ.  
matters,  
the  
need  
for  
coord.  
involvement  
both  
abroad  
& at HQ.

4. Under Treasury Board Regulations the Senior Officer of each Department stationed at a post abroad would appear to have independent departmental status in that he is answerable to his own Department and not to an External Affairs Head of Mission. The Glasco Commission found that the lack of coordination in posts abroad gave rise to "a waste and misuse of manpower and resources; a reluctance to rely on the skilled resources or administrative services of other departments because of the pervasive departmental attitude of self-sufficiency; inflexible establishments ill-adapted to changing workloads; and, more generally, a compartmentalization that is wasteful and weakens Canada's representation abroad". It noted as an example that five departments under one roof in the chancery in Paris operated independent administrative units. In London, the Treasury Office provides centralized accounting and Public Works offers some common services but eight departments and agencies employ administrative officers, six of them in the same building.

should become  
apparent to  
other branches  
over time.  
2 001196

29. 11. 44(us)

5. At present the extent of our influence over members of other departments stationed abroad would appear in practice to be limited to an advisory role (to the Treasury Board) on allowances and a departmental control over the placing of members of other departments on the diplomatic list.

6. Apart from matters relating to allowances and the diplomatic lists there is no one centre of responsibility in the department concerned with the broader question of our relationships with the other departments and, if one gives credence to the Glasco Report, the live-and-let-live attitude between senior officers of departments abroad involves, in many cases, a substantial lack of coordination.

7. In view of the present lack of a coordination function by this Department it would probably be difficult to provide full documentation on the effects of the lack of coordination of Canadian representation abroad over the years. While logically, one might be led to assume that central supervision should improve the total impact of the work of various departments abroad, it is probably not possible to make a strong case for this unless a substantial number of individual instances of the deficiencies of the present system can be cited. Moreover, in most cases, the representatives of different departments are working in different specialized fields in which they alone have technical competence. On questions of overlapping jurisdiction or on matters on which the External Affairs Head of Mission can be helpful to a senior officer of another department, experience has shown that, where good relations exist, these questions can be sorted out and the help from the head of mission can be provided.

8. It is on administrative matters, as the Glasco Commission has pointed out, that there can be a serious wastage of the government's resources. Unfortunately, in the past, the Department of External Affairs has found difficulty in providing adequate procedures and staff for ensuring administrative competence in all of its missions. Now that administrative matters are receiving greater attention it is conceivable that the broader question of a unified administrative service for all departments abroad could be given some consideration. It is probable that if all the staffs administering Canadian Government personnel abroad were unified under a satisfactory system, the number of good administrators presently deployed among the departments would be more than sufficient to staff an effective centralized system.

9. With regard to the substantive work being carried on by the different departments it would not appear to be either essential or desirable that the Department of External Affairs should attempt to intervene in the channel of communication between the departments and their representatives abroad. Any such intervention would certainly be resisted and it is unlikely that the general conduct of duties abroad would be appreciably enhanced. On the other hand, consideration could be given to seeking agreement on a general instruction to representatives of all departments abroad, setting out the terms of coordination and cooperation desired by the Canadian Government.

10. The United States Government when faced with a similar situation, although much aggravated by the extent and variety of their foreign programmes, took steps to focus responsibility and authority on the heads

of mission. By Executive Order 10893 of November 8, 1960, President Eisenhower gave the following authority:

"The several chiefs of the United States diplomatic missions in foreign countries, as the representatives of the President and acting on his behalf, shall have and exercise, to the extent permitted by law and in accordance with such instructions as the President may from time to time promulgate, affirmative responsibility for the coordination and supervision over the carrying out by agencies of their functions in the respective countries."

11. The concept underlying President Eisenhower's Executive Order was picked up and further developed by President Kennedy who, on May 29, 1961 addressed almost identical letters to all chiefs of United States missions which read in part:

"In regard to your personal authority and responsibility and I shall count on you to oversee and coordinate all activities of the United States Government in \_\_\_\_\_."

You are in charge of the entire United States diplomatic mission, and I shall expect you to supervise all of its operations. The mission includes not only personnel of the Department of State and the foreign service, but also the representatives of all other United States agencies which have programmes or activities in \_\_\_\_\_. I shall give you full support and backing in carrying out your assignment.

Needless to say, the representatives of other agencies are expected to communicate directly with their offices here in Washington, and in the event of a decision by you in which they do not concur, they may ask to have the decision reviewed by higher authority in Washington."

12. It should be noted that this authority was granted to the Ambassadors as personal representatives of the President. There was not at the same time a provision for the same sort of over-all authority to be exercised by the State Department. Nevertheless, the intent behind the Presidential Order led to a "country team" approach at the missions and an expanded inter-departmental committee structure in Washington under State Department chairmanship with a view to giving improved over-all coordination to the various foreign programmes. It was, as a result of these moves, that the State Department re-organized its internal "area structure" and created the new post of Country Director and assigned to these directors a degree of responsibility for the activities of all United States Government operations in their areas. The Country Director has basically two functions; one of "leadership" within the State Department and, vis-à-vis, other government departments on matters pertaining to his country. His other role is that of support for the diplomatic mission that reports through him in relation to the "full range of its requirements; policy operations and administration".

13. The relevance of all the implications of the United States system to the Canadian Government is open to question. Obviously, the influence

- 4 -

which can be exerted by Canada and the size of our programmes bears no relationship to the influence and programmes of the United States. We should bear in mind, even if it were possible to organize along the lines of the United States organization, that we have very different magnitudes of problems to deal with and we could run the risk of creating an organizational structure which would have relatively little content.

14. At present we have no apparent framework or objectives within or toward which we are directing our efforts in our relations with other departments. Nor is there a centre of authority within the Department responsible for developing and administering a policy on our relations with other departments. We have, however, a clear point of departure in the Glasco Commission Report which contends that the Head of Mission "should exercise a general supervisory role" and "wherever two or more departments have offices in a foreign country, there should be senior supervision and coordination. Moreover to be effective this task must be performed on the spot and there seems to be no real alternative but to place this responsibility on the Ambassador or High Commissioner." Furthermore, it contends that

"The proliferation of small departmental units abroad is wasteful alike of manpower and money. Wherever practicable, in lieu of establishing or continuing an existing small office, the department concerned should seek an arrangement whereby another department, that necessarily operates an office in the locality, acts as its agent. In some cases a simple agency arrangement will suffice, while in other instances specialists may need to be seconded."

15. While this whole situation is fraught with difficulty, rigidity of established positions and a sense of hopelessness at the thought of re-establishing authority long since relinquished, there would seem to be every advantage in setting objectives which are in line with the findings and recommendations and working systematically towards them. Such objectives might envisage a supervisory and coordinating role for Heads of Mission and a unified administrative structure. Authority might be delegated to the Assistant Under-Secretary Administration to work toward these objectives under the auspices of the Senior Committee.

? Senior Committee

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

*file*

**MEMORANDUM**

TO  
À

Mr. Collins

FROM  
De

European Division

REFERENCE  
Référence

Central Planning Staff memorandum of  
June 24.

SUBJECT  
Sujet

Relations between Missions and the  
Department.

SECURITY  
Sécurité

Confidential

DATE

July 8, 1968

NUMBER  
Numéro

*1-1-13*

FILE	DOSSIER
OTTAWA	
<i>20-2-1</i>	
MISSION	
<i>34</i>	

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Robinson  
Mr. Gotlieb  
Mr. Langley  
Mr. Starnes  
Mr. Hooton

In general this Division is in agreement with the objectives outlined in the draft memorandum of June 18 attached to the Central Planning Staff memorandum under reference and with the procedures suggested to attain them. We agree (a) that there is a need for more systematic guidance from the Department to missions abroad; (b) that there should be more dialogue between them on reporting from missions; and (c) that the area divisions in the Department should play a more active coordinating role.

2. Certain qualifications should be added however. It seems to me that:

- (a) In order to provide more systematic guidance to missions we shall have to achieve a more systematic definition of the policy objectives which must form the basis of such guidance. In the case of Europe these objectives will hopefully become clearer in the course of the special study on Canada's relations with Europe which the Government has decided to carry out.
- (b) In order to develop a better dialogue between the Department and missions it will be necessary not only to strengthen the coordinating role of area divisions but also to strengthen their personnel resources. Under present circumstances, particularly with the high turnover of inexperienced officers, these divisions are simply not equipped to digest adequately the reporting they receive from our missions abroad.
- (c) Some more systematic method must be developed to keep our missions informed on current developments in Canada (Appendix A refers).

3. Turning to the detailed recommendations contained in paragraph 4 of the draft memorandum, we have the following comments to offer:

...2

CONFIDENTIAL

- 2 -

- 1) We agree with the recommendation concerning the coordinating role of area divisions. To enable them to carry out this role we think it is important not only that they be informed of communications from functional divisions to missions in their area but also that they be consulted concerning any instructions on policy matters from functional divisions. For this purpose the functional divisions should include not only such "line" divisions as Economic and D.L.(1) but also divisions dealing with administration and personnel.

As regards the Program Review, we do not think it is necessary or efficient for area divisions to do the work of collation and tabulation of the submissions from missions. I would suggest that these submissions should go in the first place to the Central Planning Staff, that the Central Planning Staff should send these submissions to the functional divisions for comments on the implications which concern them and that the submissions should then be sent, with the functional divisions' comments, to the area divisions for final coordination.

- 2) We agree with the recommendation concerning the establishment of a regular dialogue between area divisions and their missions. We have no objection to the first step being the preparation of replies to the missions' submissions for the 1969/70 Program Review. We do not think, however, that the substance of these replies can or should be prepared by area divisions. For one thing, this Division was not consulted or informed about the detailed reasons for the final decisions made with respect to recommendations from missions in Europe. I would therefore suggest that the first draft of these replies be prepared by the Central Planning Staff and passed to area divisions for comment and forwarding to missions.
- 3) We agree with the recommendation concerning a review of mission objectives and activities, using a questionnaire such as is attached at Appendix C, subject to the following suggestions:
  - a) Under "Basic Information", we think that Armed Forces Establishment should present more information than a simple figure, which by itself could be virtually meaningless, perhaps by the addition of "training \_\_\_\_\_ and equipment \_\_\_\_\_".
  - b) Under "Bilateral Statistics" we suggest:
    - 1) The addition, for imports and exports, of "average over last 5 years: \_\_\_\_\_". This would put in perspective a freak high or low year and indicate whether the trend was up, down or steady.



CONFIDENTIAL

- 3 -

- c ii) Listing "Total Immigration (i.e. Canadians of \_\_\_\_\_ origin)" and "Annual Immigration to Canada", rather than the two immigration items shown at present.
- c) As regards "Summary Assessment of Canadian Bilateral Interests", it seems to us that any meaningful statement under this heading must be based on a listing in order of importance of Canadian interests in the area in question, e.g. Europe such as will hopefully emerge from the special study on Canada's relations with Europe. In the light of this, each European post could be asked to list Canada's bilateral interests in the country concerned, in order of importance, and to proceed from that to a statement of objectives in order of priority.
- d) Under the "Summary Assessment of Canadian Inter-dependent Interests" I assume that NATO should be included as a group in addition to the Western World since it is at the same time more limited and more specific.
- e) Under "Official Canadian Activities" it would be useful to list the amounts spent by other Departments on operating costs, including information activities.

We assume that this questionnaire would be completed by each post, including consulates. We would suggest however that there should also be some method whereby the consulates could make an input into the Embassy returns in order to give area divisions an overall picture of each country.

- 4) We agree wholeheartedly with the recommendation concerning visits by Heads of Division and informal meetings of Heads of Mission.

J. G. H. HALSTEAD

European Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A Mr. Collins

FROM  
De Direction des Relations entre pays francophones

REFERENCE  
Référence

SUBJECT  
Sujet Relations between the Department and Posts

RESTRICTED

SECURITY  
Sécurité

July 3, 1968

DATE

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	1-1-13 22

ENCLOSURES  
Annexes

DISTRIBUTION

Central  
Planning Staff

Frankly, I believe Central Planning Staff's memorandum of June 13 on this subject has tended to put the cart before the horse. To make sure that my reaction was not far-fetched or outlandish, I studied the matter with Jack Maybee and he agrees with me. It seems to us that it should be the Senior Committee and not the area divisions, nor especially the Missions, which should be establishing and assessing post objectives and priorities. In our opinion, the role of the Senior Committee should be much more clearly and explicitly set out than it is in the C.P.S. memorandum.

2. At any rate, in our view, it is rather unfair to ask the posts to assess objectives about which some of them may have only a very vague idea. Let us take South Africa, for instance, where we have both served. If the Department had asked Evan Gill and me to assess Pretoria's objectives relating to our bilateral relations with South Africa in 1958, we might have replied that this was something for the Department to establish and convey to us rather than vice versa. On the other hand, given the bulk of our work at the time as carried over from our predecessors, as well as the type of instructions we were receiving from the Department, we would probably have said that we were concentrating on furthering Canada's political relations with South Africa. We never had anything to do with trade or economic matters which (with the wisdom of hindsight) was clearly Canada's main objective there. Nor did we ever get instructions from Ottawa about this. Yet trade to the tune of more than \$100 million dollars a year should clearly have been carefully nurtured.

3. From my knowledge of current telegrams from Pretoria, the situation still seems to be the same. The telegrams deal with apartheid, South Africa at the United Nations, Southern Rhodesia, etc., all the old subjects of yore. I would not be surprised, therefore, if Pretoria's reply to the current circular stressed political questions as constituting the bulk of its work and consequently its first priority. Such instructions as we used to get came from Commonwealth Division, which was the area division dealing with South

...2

- 2 -

Africa at that time. The guidance was of course political in nature, which is understandable enough since it is a political division. This is the situation which John Halstead and I had in mind in the memorandum we sent you on February 12 (para. 2(1), line 10 and following) when we said that "the Senior Committee could most effectively establish priorities." The area divisions are political divisions and understandably tend to give priority to their own areas and their own type of work.

4. South Africa may be an extreme case, but my guess is that there are several other posts in rather the same sort of situation. Within the framework of my own experience again, let us take Greece and Mexico. The impression we had in Athens was that Cyprus was the burning question to which we had to devote most of our time and efforts. We never got sustained guidance from the Department on any other subject. Clearly there were other Canadian interests and objectives involved, but one would never have realized it from the guidance we received. For instance, at one point I started studying Canadian immigration problems and policies in Greece. I was greeted mainly by silence from Ottawa on the subject. This probably stemmed from a lack of consultation between the two Departments here, but I am not sure. The same sort of situation prevailed in Mexico where we had more officers dealing with political affairs than with any other subject. Yet the real importance of the post was undeniably commercial and consular. (Talking about Canadian objectives in Mexico reminds me that the lack of consultation between the various Embassy sections when I was there was appalling. The Ambassador and the Commercial Counsellor were not on speaking terms and even if we had had objectives I doubt very much whether we could have assessed them, let alone carried them out!).

5. Mais pour revenir à nos moutons, by giving the area divisions prime responsibility for initiating policy recommendations, C.P.S. may merely be giving rise to a repetition of things past. To offset this possibility, I believe the major functional divisions, viz., Economic, Cultural Affairs, Information, should be brought into the picture at the very outset. Close and early cooperation between the area and functional divisions in making recommendations to the Senior Committee is required. Certainly closer initial consultation than what seems to be envisaged in para. 4 (1) of Central Planning Staff's memorandum. This might be achieved by having the second sentence of that paragraph phrased as follows: "In particular, area divisions should have the responsibility for coordinating Programme Review submissions from Missions in their areas (exclusive of delegations) and, in close consultation with the functional divisions and the corresponding Assistant Under-Secretaries, should be responsible for making recommendations regarding policy objectives, priorities, etc., and the establishment required to attain them." Also, at some point in this paragraph, the role of the Senior Committee should, I think, be more explicitly spelled out.

6. As regards the C.P.S. questionnaire to the posts, my guess is that as it is now set up many posts (especially the small ones) are going to (a) complain in one form or another about Annexes "C" and "D"; and (b) give, in reply to Annex "F", unobjective estimates regarding the amount of time they spend on political analysis.

7. The reasons for (b) are many and varied. They go far beyond the scope of the current operation. They are a part of the system, as well

as of our recruiting and training patterns. It is thus probably impossible to prevent this from happening, but it might help if this particular request at Annex "F" were to be put last on the list, for instance, after "Assistance to Canadian visitors" and before "Other activities", instead of heading it.

8. As regards (a), bearing in mind that some of the posts (again especially the small ones) may come back at us and say that we should be setting and assessing their objectives or indeed that some of them may be hard put to determine the priorities they should be pursuing, I would tend to restrict the requests in Annexes "C" and "D" to asking them for a description of such existing Canadian bilateral and multilateral interests as might obtain in the countries under their jurisdiction. For instance, it might be awkward or embarrassing for such posts as Santo Domingo, Santiago, Lisbon, and others, to establish what they should be doing to attain objectives about which they may have only very vague ideas, to begin with.

9. If, however, such changes are considered to be impracticable, then I believe C.P.S. should be more explicit about what is intended of the posts in these two annexes. For instance, do these annexes concern the activities and objectives of each of the component sections of the post concerned; or do they, like Annex "F", deal only with the External Affairs component?

10. Finally, to set true objectives for posts abroad requires far more inter-departmental policy planning than is likely to prevail for some time to come, which is another reason perhaps against putting too much of the weight of this operation onto the shoulders of the posts. Not only should there be a C.P.S. for this Department but possibly an inter-departmental foreign policy C.P.S. as well?

(SIGNED) A.E. BLANCHETTE

Direction des Relations entre Pays francophones.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

*File 1/9*

**CONFIDENTIAL**

TO: Mr. Gadd  
 FROM: M.G. Temple  
 De: Central Planning Staff Memorandum of June 24, 1968  
 REFERENCE: Référence  
 SUBJECT: Relations Between Mission and the Department  
 Sujet

SECURITY: June 23, 1968  
 Sécurité  
 DATE

NUMBER: 1-1-13  
 Numéro

FILE	DOSSIER
OTTAWA	
MISSION	34

ENCLOSURES  
 Annexes

DISTRIBUTION

In general, I would agree with the premise offered by the memorandum for a study of the relations between missions and the Department, namely, that a lack of systematic guidance from the Department to missions and a lack of dialogue on reporting from missions has an adverse affect on mission morale and effectiveness, and would agree that the new system of programme planning and budgeting defines a useful paradigm for resolving this difficulty, namely, "a regular definition of objectives and priorities in the application of resources to attain them", but I would argue with the emphasis placed on the definition of objectives rather than the application of resources. Certainly the "setting of objectives for our missions" is a stimulating and even entertaining intellectual challenge and a task which must be achieved if this Department is to be worthy of its name. However, because many more immediate, though pedestrian tasks, are at hand to justify the dialogue between missions and department advocated by the paper, one is led to the conclusion that the preoccupation with the academic and abstract care for the feeling of isolation and remoteness experienced in many of our posts reflects the predisposition of the physician rather than the ailment of the patient.

2. Without detracting from the need for a policy review, therefore, but putting this question aside for the moment, I would prefer to see a great deal more attention given to question of the management and administration of resources already available. In a very elementary sense, the conventional subdivision, as in section F of appendix C of the paper under reference, of the activities of External Affairs components into political analysis, economic analysis, aid management, commercial activities, information, cultural and press relations, consular activities, immigration activities, mission administration, and assistance to Canadian visitors represents a de facto definition of objectives of our Embassies in Latin America. My own admittedly restricted acquaintance with five of our Latin American Embassies impressed me with the range and variety of competence and methodology employed by our Embassies in pursuing these separate activities. Each Embassy apparently drew upon the chance ingenuity and interests of its staff and officers to emphasize one or the other or several of the distinctive activities employing ad hoc methodology with little or no reference to head office beyond periodic, and admittedly self-complementary reports or reviews. The handling of information activities,

- 2 -

for example, ranges from an active soliciting of newspaper and periodical space and television and radio time, extensive written replies to inquiries employing a wide range of information material and an active promotion of U.S.A. films, to a passive reply to verbal requests for information and haphazard and responsive loan of unreviced films. There is a wide spectrum between these two extremes in which the degree of attention devoted to this field by each Embassy is determined less by the responsiveness of the public or other logical basis than by the interest, experience, and self-perpetuating work conventions of the Embassy personnel. Indeed, some Embassies appear unaware of what information material is available for their use.

3. Such situations bespeak a deplorable lack of managerial interest on the part of this Department in addition to the mere lack of dialogue between mission and Department as condemned by the paper under reference. The basic problem indeed seems to be a need for more systematic guidance from the Department to missions with at least as much attention to management techniques as to questions of where we are going. The best policy, or most eloquent definition of objectives has the appeal of self-gratification only, without the prosaic but necessary virtues of putting these or existing policies into effect. Hence I would salute the recommendation of the paper under review of the establishment of a regular dialogue between area divisions and their missions, and agree that area missions should carry out a co-ordinating role in Ottawa between the functional divisions and the missions. I would suggest however that first priority be given to the question of whether present facilities and resources are being used efficiently and to their fullest effect. If personal contacts with the missions are to be improved, as I think they should be, I would prefer to see such missions to be more specialized than the general post review missions in the past, and more akin to the periodic tours conducted by Treasury Board officials. I think that each of the special activities enumerated above should receive attention by a special mission, co-ordinated if need be, by the area mission, but under the direct responsibility of the functional division.

4. In conclusion, this stress upon the functional and administrative aspects of mission isolation and drift need not prejudice nor interfere with the more critical and abstract broad review of mission objectives and policies advocated in the paper under review, but I would suggest that the alluring features of the latter not allow it to become mistress of the Department's intentions to the exclusion of the more homely qualities of the post establishments to which the Department has been married for some time.

M. C. TEMPLÉ

M.C. Temple

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
À

Mr. J. Collins

FROM  
De

Area Division, or Eastern Division

REFERENCE  
Référence

Mr. Hooton's memorandum of June 23

SUBJECT  
Sujet

Relations between Missions and the Department

SECURITY  
Sécurité

DATE

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	20-1-2-2-FE
MISSION	4

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Starnes

Mr. Hooton

By and large I find myself in agreement with the draft attached to your memorandum under reference and would compliment those who have drawn up Appendix 7. Because of its systematized approach, it should be most helpful to missions in the very difficult task of describing "objectives" for an operation such as ours.

2. With respect to paragraph 4(1) in the draft, I accept the need for area divisions to coordinate the various policy submissions, but I hope some improvements might be made in the details of the system which was applied this year. It seems to me that the useful and proper role of the area division head in this exercise is to assess each mission's requirements for foreign service officers and administrative officers in the knowledge of the work-load and importance of the mission as a whole and to try to put into an appropriate order of importance the requests from all of his missions for increases of these types of personnel. Such a judgment by the area division head could be done more quickly and efficiently if the appropriate administrative section (in this case the Central Planning Staff) were to draw up in standard form, on the basis of requests received from the missions, the tables of establishment forecasts and the increases requested for increases. Each head of division and subsequently the members of the Senior Committee, would then be working on data presented uniformly for all areas. It does not seem necessary to me that each head of political division acquire expertise in the methods and forms of putting forward, for Treasury Board purposes, requests for establishment increases. In particular, it does not seem efficient for area divisions to be trying to tot up the establishment figures right down to the level of locally-based staff. Thought might also be given to increasing the number of categories, i.e. instead of just WFO's and others, it might be useful to have WFO's and WFO's, other Canadian-based staff, and locally-based staff.

BEST COPY AVAILABLE

3. It is not difficult to agree with the desirability of dialogue with missions. Of course this is best done by means of semi-annual letters. The problem, of course, is for divisions in Ottawa to find the time to send comments and guidance to missions, in addition to their other responsibilities, other than when specific instructions are required. I think I have suggested previously that one technique I have found useful is to let missions have copies of inter-divisional notes and inter-departmental letters relating to their countries. As for replies to missions' submissions for the Programme Review for 1969/70, it might be most efficient and make for greater consistency if Central Planning Staff were to prepare first drafts of the replies to missions, pointing out which suggestions had been accepted and which rejected and the technical/budgetary reasons therefor. Area divisions could then add any political gloss or commentary which seemed appropriate.

4. As for the questionnaire on mission objectives (para 4(3) and Appendix C), it seems to me, as I said earlier, to be in a very helpful form. I like the attempt to distinguish between bilateral interests and interdependent interests. I appreciate the difficulty of giving a percentage breakdown of time spent on various mission activities, but as long as we accept the results as approximations only, I think it would be helpful to have this information.

5. Finally, I can only commend the breakthrough described in paragraph 4(4) establishing it as policy that heads of division should carry out parochial visitations. How soon may I leave? I would also like to encourage regional meetings of heads of mission, with one or two officers from Ottawa present.

6. While we are on the subject of closer relations between area divisions and posts abroad, may I raise one other aspect of it which admittedly does not flow directly from the memorandum under reference. I refer to the selection of personnel for missions abroad where I feel that the consultation with and involvement of the divisions is on the whole much too meagre. I appreciate that Personnel Operations Division is in such the best position in the Department to select appropriate personnel for posts abroad, and that this function must be the ultimate responsibility of that division. If, however, the head of the political or functional division is considered to have a comprehensive knowledge of the operations and responsibilities of all the missions abroad which fall under his jurisdiction, it should follow that he also has ideas as to the type of personnel which might be best suited to meet the needs of those missions. If heads of political and functional divisions are to become more "managerial" (which is what the present philosophy would have us believe), then they should be allowed some comment on the assignment of personnel to their missions. In point of fact, Personnel Operations Division has developed the practice of consulting this division rather closely on the assignment of personnel to our three delegations in Indochina and I think this



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is all for the best. I would suggest with respect, however, that the same practice might well be extended to other missions. I should think that Personnel Operations Division ought to continue to make the primary selection and recommendation and I would expect that in a very high proportion of cases the head of the appropriate political or functional division would agree with their recommendation. But for the odd occasion when the head of division concerned might have some special knowledge concerning the requirements of the post or the qualities of the individual concerned, it would seem worthwhile that he be given at least the opportunity for comment if not the right of final decision.

J. BLAIR SEABORN

J. Blair Seaborn  
Par Eastern Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

c.c. Central Planning Staff.

TO  
À Mr. Gottlieb.

FROM  
De Legal Division.

REFERENCE  
Référence Central Planning Staff's Memorandum of June 24.

SUBJECT  
Sujet Relations between Missions and the Department.

SECURITY  
Sécurité

CONFIDENTIAL

DATE June 28, 1968.

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	<del>111-11</del> 1-1-13
MISSION	22

ENCLOSURES  
Annexes

DISTRIBUTION

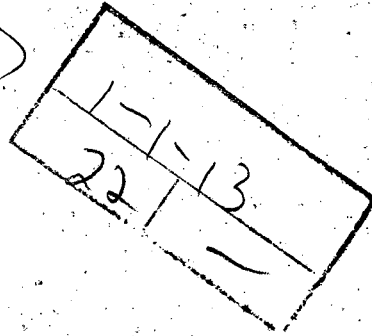
While the memorandum under reference was directed primarily to area divisions, Central Planning Staff has suggested that our comments might also be useful.

2. We welcome this attempt to overcome the sense of isolation experienced by officers of many posts resulting from the absence of any significant dialogue between the posts and the Department. If anything, we consider the proposition in paragraph 2 of the draft paper to be understated as we believe the existing situation to be significantly detrimental to the Department's overall interests. In so far as this Division can assist in the amelioration of this situation, we are of course, prepared to play our part.

3. As to this Division's relations with the missions, we should note that they tend to be quite specialized and by and large, only incidental to the main course of bilateral relations with the country concerned. Thus, while quite prepared to continue and where feasible to extend the consultations we already carry out with area divisions, we consider that it will probably continue to be more practical as a general rule for this Division to maintain primary responsibility for consultation with posts in legal matters.

Legal Division.

*D.N.M. (a return)*



CONFIDENTIAL

June 27, 1968

NOTE TO: Messrs. Hampson  
Richardson (O.R.)

Relations between Missions and Department

I have had a copy made for each of you so that you may be considering separately what comments we might offer. In view of Mr. Munro's direct involvement in this year's exercise, I would like to leave our submission open until his return but perhaps we could send preliminary comments by July 4. Perhaps we could discuss together on July 3. I will speak to you then.

M. Q. Dench.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
A  
Heads of the following Divisions: A. & M.E.,  
Commonwealth, European, Far Eastern,  
Latin American, U.S.A.  
FROM  
De  
Central Planning Staff  
REFERENCE  
Référence  
SUBJECT  
Sujet  
Relations Between Missions and the Department

SECURITY  
Sécurité  
CONFIDENTIAL  
DATE  
June 24, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Robinson  
Mr. Collins  
Mr. Gotlieb  
Mr. Langley  
Mr. Starnes  
Mr.-Gen. of  
Finance  
Mr.-Gen. of  
Personnel  
Consular Div.  
Coordination Div.  
Cultural  
Affairs Div.  
D.L.(1) Div.  
D.L.(2) Div.  
Disarmament Div.  
Economic Div.  
Francophone Div.  
Information Div.  
Inspection Serv.  
(Mr. Keith)  
Legal Division  
P.N. Division

... Attached is a draft memorandum of June 18 which was reviewed by the Senior Committee at its meeting on June 19. The memorandum, itself, is based on a previous memorandum which was approved by the Under-Secretary but not distributed at the time, pending the completion of the Annual Review, so that its requirements could be taken into account.

2. Particular attention is drawn to Appendix C which outlines a format for developing papers on the objectives, activities and effectiveness of missions in cooperation with the missions themselves. During the preparation of the Annual Review this year it became evident that we do not have, readily available in the Department in Ottawa, any very clear definition of the objectives of missions or the activities which are carried on at the missions in order to accomplish them. It is partly to meet the Annual Review requirements that Appendix C has been drawn up. It is also aimed at solving some of the problems outlined in Appendix A and Appendix B.

3. In Appendix C it will be noted that the bilateral Canadian interests in a country are distinguished from Canadian interdependent interests in a country. The distinction may, at first glance, seem arbitrary but it is made for a purpose: the resources which we apply to activities of bilateral interest can be related more readily to bilateral objectives such as trade, investment, immigration, political support of a bilateral nature, the trade-generating aspects of aid, etc. The resources which we apply to interdependent objectives raise a series of considerations which should permit a re-assessment of the appropriateness of the Canadian role in each country in comparison to the role of other likeminded countries. In some countries we can probably play a more effective part than other likeminded countries in the attainment of interdependent objectives. In others, our effectiveness may be more limited. The general purpose of this distinction, therefore, is to enable the Department, in conjunction with missions, to undertake a penetrating review of our priorities with respect to these interdependent objectives.

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4. Attention is also drawn to Section F of Appendix C, the purpose of which is to provide the Department with an indication in general terms of the proportion of time spent by the missions on various activities and to provide the best basis for divisional comment to missions on a possible redirection of activities in the light of changes in objectives or changes in establishment. The Senior Committee considered that it would be difficult, and possibly unrealistic, to expect missions to provide a detailed percentage breakdown of their activities. The percentage breakdown is included, in the revised version of Appendix C, as an option principally to indicate to divisions that this option had been considered and to invite divisional views on other possible alternatives aimed at securing a clear picture of the activities being carried on by the missions.

5. It was also suggested by the Senior Committee that the statistical parts of the paper, Sections A and B, might be included as an appendix in the final version.

6. The Senior Committee reviewed these documents in a general way and decided that they should be circulated to area divisions with a request for comments. It would be helpful if these comments could be sent to the Assistant Under-Secretaries to which area divisions report by July 4 (with a copy to the Central Planning Staff). It was suggested in the Senior Committee that, following the receipt of area divisions' comments, a meeting should take place of the Senior Committee with Heads of area Divisions in attendance.

834.  
Central Planning Staff

DRAFT

MEMORANDUM

To: All Heads of Area Divisions and Substantive  
Functional Divisions

CONFIDENTIAL

Subject: Relations Between Missions and the  
Department

June 18, 1968

The Senior Committee has recently reviewed the existing relations between our missions and the Headquarters of the Department in Ottawa. The review was undertaken in the light of comments in the Glassco and Eatock Reports (see Appendices A and B) and certain other indications that these relationships should, in many cases, be improved.

2. The basic problems seem to be: a need for more systematic guidance from the Department to missions, and a lack of dialogue on reporting from missions. It is also felt that there is frequently insufficient response from Ottawa to despatches and telegrams, a problem which is not entirely within the control of the area division under the present system. As a result of these factors, there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Up to the present, we have assumed that, by sending experienced officers as Heads of Post, we should be able to rely on their judgement as to the work which should be carried out at the posts, particularly with regard to priorities. This assumption may well be safe in the case of missions whose workload is the subject of continuous exchange with the Department, but there are evidently many missions where insufficient attention has been given to the psychological aspects of remoteness and its effect on morale and effectiveness.

3. There is now a new set of considerations which oblige us to take a more formal approach to the setting of objectives for our missions. These

- 2 -

CONFIDENTIAL

relate to the new system of program planning and budgetting which is predicated upon a regular definition of objectives and priorities and the application of resources to attain them.

4. In the light of suggestions put forward by area divisions some time ago, certain proposals were formulated with a view to improving the present situation and these were approved by the Under-Secretary as a basis for future planning. We have postponed implementing these proposals pending the completion of the Annual Review for 1969/70 in order to ensure that account is taken of the requirements of future Reviews. The following are the main recommendations which Heads of Division are requested to take into account and implement in the coming months.

- (1) Area divisions should, in future, provide the central point of contact on policy matters for posts in their respective areas. In particular, area divisions should have the responsibility for coordinating Program Review Submissions from missions in their areas (exclusive of delegations) and should be responsible for making recommendations regarding policy objectives, priorities and the establishment required to attain them. While functional divisions, such as Economic, D.L.(1), etc., will continue to take action on matters within their responsibilities they should, in future, ensure that area divisions receive copies of correspondence relating to the missions in their areas and that they are consulted on all matters relating to their missions. The area divisions should have the responsibility for periodically reviewing the adequacy of existing procedures for the carrying out of their coordinating role in Ottawa and for maintaining proper communication with their missions.

- (2) Area divisions should work toward the establishment of a regular dialogue with their missions on reporting, on mission objectives and activities and the application of resources to attain them. The first step should be the preparation of replies to the missions' submissions for the Program Review for 1969/70. These replies should comment on mission requirements in the light of the financial limitations imposed by the Government and on the priorities set for the Department. They should be sent out, if possible, before July 15. The Central Planning Staff will be available for consultation and advice during the preparation of these replies.
- (3) A broad review of mission objectives, the activities being carried on at the missions and an assessment of their value and effectiveness should be undertaken without delay. In order to provide comparative information for all areas, a format which might be used in undertaking this review has been drawn up by the Central Planning Staff and is attached at Appendix C. In the first instance, missions should be requested to provide information and recommendations as outlined in the questionnaire which should be sent to them by area divisions. The replies should then be considered by the area divisions in conjunction with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination.



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CONFIDENTIAL

- (4) Finally, in order to improve personal contacts with missions, the Under-Secretary has approved a policy through which Heads of Division will be authorized to visit some or all of the missions in their areas periodically to the extent that the financial and staff situation permits. Particular emphasis will be given to visits by newly-appointed Heads of Area Divisions. Occasional small and informal meetings of certain Heads of Mission may also be desirable in connection with some of these visits.

## APPENDIX A

"The Royal Commission on Government Organization", Volume IV, pp. 115

"Second, there appears to be insufficient senior direction with regard to the nature and scale of activities to be undertaken. Heads of Post are in no doubt as to their responsibility for the day-to-day diplomatic business to which they must attend, but many are, in the absence of senior guidance, often uncertain as to what is required of them in the representational area. How actively are they to promote Canada? What initiatives are they to assume in the cultural field? Because these are questions in which little leadership is provided by headquarters, performance tends to vary considerably and depend on the action and energy of the head of post. A third cause for concern, particularly in the smaller missions, is the heightened sense of isolation which results from the way in which they are kept informed of current developments at home. Canadian newspapers and periodicals generally travel by surface mail, arriving so long after publication as to have little value as sources of information. Digests of news are circulated daily but in many missions tend to be so brief that only a part of the picture may be conveyed.

Finally, the frequent lack of responsiveness by headquarters tends to frustrate officers posted abroad. All missions are constantly forwarding to Ottawa despatches containing not only current news and information, but reports and appreciations of various subjects, the preparation of which involves long study and research and constitutes evidence of the initiative and ability of the officers concerned. Too often these despatches are not made the basis for further dialogue with the missions regarding their findings, warnings or suggestions. This clearly reflects the inadequacy of the supervisory procedures and staffing of various divisions in Ottawa. Periodic visits by senior officers and consultations by Heads of Post in Ottawa are not satisfactory substitutes for a fully responsive headquarters organization."

## APPENDIX B

"The Organization Study of the Department of External Affairs", pp. 85, 94/95

"There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are ~~emphasized~~ by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister or Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater."

APPENDIX C

CONFIDENTIAL

OBJECTIVES, ACTIVITIES AND EFFECTIVENESS OF MISSION

Country of Resident Accreditation: \_\_\_\_\_

A. BASIC INFORMATION

Population: \_\_\_\_\_ GNP: Cdn \$ \_\_\_\_\_

Per Capita Income: Cdn \$ \_\_\_\_\_ Armed Forces Establishment: \_\_\_\_\_

Size of Country's Resident Mission to Canada (Number of Officers on Diplomatic List): \_\_\_\_\_

Number of Resident Missions Maintained by \_\_\_\_\_ Abroad: \_\_\_\_\_

Number of Resident Missions Maintained by Other Countries in \_\_\_\_\_: \_\_\_\_\_

B. BILATERAL STATISTICS

Country's Imports from Canada: Cdn \$ \_\_\_\_\_

Country's Exports to Canada: Cdn \$ \_\_\_\_\_

TOTAL: Cdn \$ \_\_\_\_\_

As % of Total  
Canadian Trade

As % of Total  
Country's Trade

Total Bilateral Trade: \_\_\_\_\_ % \_\_\_\_\_ %

Total Country's Investment in Canada: Cdn \$ \_\_\_\_\_

Total Canadian Investment in Country: Cdn \$ \_\_\_\_\_

	(Actual)	(Commitment)	(% of Total Aid to Country)
Canadian Aid to Country (Current FY):	\$ _____	\$ _____	% _____
Ten Year Total of Canadian Aid:	\$ _____	\$ _____	% _____

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Canadian Technical Assistance and Armed Forces Personnel in Country: \_\_\_\_\_

Canadian Students in Country: \_\_\_\_\_

Country's Students in Canada: \_\_\_\_\_

Canadians Resident in Country: \_\_\_\_\_

Canadian Tourists and Other Visitors to Country: \_\_\_\_\_

Country's Tourists and Other Visitors to Canada: \_\_\_\_\_

Immigration to Canada: \_\_\_\_\_

Immigration to Canada (since 1945): \_\_\_\_\_

### C. SUMMARY ASSESSMENT OF CANADIAN BILATERAL INTERESTS IN COUNTRY

This summary might be developed under the following headings:

- (1) Objectives related to our bilateral relations;
- (2) What we are doing to accomplish these objectives, including treaties;
- (3) What further activities should be undertaken to accomplish these objectives, including treaties.

### D. SUMMARY ASSESSMENT OF CANADIAN INTERDEPENDENT INTERESTS IN COUNTRY

The purpose of this assessment is to point up those Canadian interests and objectives in the country which are shared by a number of other likeminded countries. A distinction must be drawn between interests which are shared by the country in question as part of the grouping including Canada and those which relate to the objectives of a grouping which does not include the country in question. Such groupings might be the Commonwealth and the "Western World" but should not, except in a few cases, include the United Nations. This summary might be developed under the following headings:

- (1) Objectives of the grouping(s) shared by Canada (when the country is part of the grouping);
  - (2) What part are we playing to accomplish these objectives;
  - (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.
- 
- (1) Objectives of the grouping(s) shared by Canada (when the country is not part of the grouping);
  - (2) What part are we playing to accomplish these objectives;
  - (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

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E. OFFICIAL CANADIAN ACTIVITIES IN THE COUNTRY

Canadian Departments, Agencies and Armed Forces Represented in Country

	<u>Officers and Canadian Staff</u>	<u>Local Employees</u>
Department of External Affairs:		
Department or Agency: _____		
_____		
_____		
_____		
_____		
TOTAL:		

Total Operating Cost of External Affairs Component (from Current Estimates;  
excluding Capital Expenditures): Cdn \$ \_\_\_\_\_

F. ACTIVITIES OF EXTERNAL AFFAIRS COMPONENT

The purpose of this section is to provide the Department in Ottawa with an estimate of the time spent on different activities. It is recognized that this is a difficult assessment to make and that for some missions, activities can change markedly in response to changing situations. This summary might be discussed in reply to the following questions:

- (1) How do you and your officers spend most of your time?
- (2) How does the time spent in the mission accord with the objectives you have indicated?

The first question might be related to the following activities:

	<u>Officers*</u>	<u>Total Staff</u>
Political Analysis, Reporting and Related Activities	_____ %	_____ %
Economic Analysis Reporting and Related Activities	_____ %	_____ %
Aid Management	_____ %	_____ %
Commercial Activities (Trade Promotion)	_____ %	_____ %
Information, Cultural and Press Relations	_____ %	_____ %
Consular Activities	_____ %	_____ %

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CONFIDENTIAL

Immigration Activities	<u>      %      </u>	<u>      %      </u>
Mission Administration (Security and Supporting Staff)		
- of External Affairs Personnel	<u>      %      </u>	<u>      %      </u>
- on behalf of other departments	<u>      %      </u>	<u>      %      </u>
Assistance to Canadian Visitors	<u>      %      </u>	<u>      %      </u>
Other Activities	<u>      %      </u>	<u>      %      </u>
TOTAL:	<u>     100%     </u>	<u>     100%     </u>

\* If missions find it helpful to fill in these percentages they would be useful to the Department. If they create difficulty, a less detailed indication of the main elements of the missions' work would be satisfactory.

Time spent on Non-Resident Accreditations:	<u>Country</u>	<u>Officers</u>	<u>Total Staff</u>
	<u>          </u>	<u>      %      </u>	<u>      %      </u>
	<u>          </u>	<u>      %      </u>	<u>      %      </u>
	<u>          </u>	<u>      %      </u>	<u>      %      </u>

Representation (Average officer time spent outside of working hours per week at representational functions):            Hours

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

Mr. Codd

TO  
À

P.M.O. Morton

FROM  
De

Central Planning Staff Memorandum of June 24

REFERENCE  
Référence

Relations Between Mission and the Department

SUBJECT  
Sujet

CONFIDENTIAL

SECURITY  
Sécurité

June 26, 1968

DATE

NUMBER  
Numéro

1-1-12

FILE	DOSSIER
OTTAWA	
20-1-8-1	
MISSION	
	34

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Temple  
Mr. Eschment  
Mr. Thibault

You have requested the view of officers in this Division on Central Planning Staff's memorandum under reference. It is gratifying to be given the chance to put on paper views which I have held for some time.

2. In the attached memorandum to all Heads of area divisions and substantive functional divisions, Central Planning Staff states that the basic problem in relations between the missions and the Department is the lack of departmental guidance and of dialogue. This lack is felt to contribute to the uncertainty and isolation experienced by many officers at our missions. I believe this analysis to be correct and to apply at least as much to Latin America as to any other part of the world. In the case of Latin America these feelings of uncertainty and isolation have been aggravated by the history of our posts, which were set up before we had any coherent policy or policies towards Latin America. It should be remembered that in many of the Latin American countries Canadian residents are few and Canadian investment small or nil, our trade insignificant and our substantive diplomatic contacts carried on in New York or Geneva. Even when our interests are important, as in Brazil, these essentially consular areas do not fully occupy either the time or the interest of a political officer. In other words, the posts had relatively few obvious aims, although, due to the operation of Parkinson's Law on the administrative side, this does not mean they had nothing to do. Sometimes one feels that the establishment of posts was considered a policy in itself for Latin America, or at least an acceptable substitute for one.

3. As a result of this when our posts undertook political reporting they could not usually concentrate on subjects of interest to Ottawa; for not only did they not know what these subjects might be, they had every reason to doubt they existed. Conversely, as this Division had no policies to guide it, it was itself unable to suggest subjects to the posts or conduct a meaningful and focused dialogue with them. This state of affairs could hardly fail to convince our officers in Latin America that

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they had been relegated to a backwater, with predictable effects on their morale.

4. It therefore seems to me that the first thing to be done to combat the problems stated is not to alter the administrative system (although, as stated below, this too is necessary) but to adopt policies and initiate measures—the provision of technical aid, the increase of cultural relations, the encouragement of economic integration—which will give purpose and set limits to our posts' political activities. These policies will all cost money. There is unfortunately little immediate prospect of obtaining funds except for the first-named policy. So long as this situation continues, the problem of uncertainty and isolation is likely to continue also.

5. Central Planning Staff goes on to suggest a number of administrative changes. These are all admirable in themselves. Particularly commendable is the increased responsibility to be given to area divisions, whose responsibilities show signs of vanishing altogether in face of the encroachments of the substantive functional divisions. Active discussion of policy between the area divisions and the missions follows naturally from these increased responsibilities. The broad review of mission objectives which is to be carried on with the aid of appendix "C" should, I think, be welcomed by this Division, as it is likely to lead to increased emphasis and attention being given to Latin America vis-à-vis other underdeveloped areas of the world, since our trade investments and residents in Latin America compare favourably with those in Asia and Africa.

6. The last change suggested, that of increasing personal contacts, is also excellent but does not go far enough. Our policy to date in this field has been quite astonishing to me. In the age of jet travel we often act as though the journey to Buenos Aires had to be made by ox cart. A Head of Division should see all the Heads of Mission in his area each year, either at their posts or in Ottawa. Leave regulations should be changed to permit Heads of Mission and other senior personnel to return to Canada at least every 18 months as is the British practice. Particularly difficult to understand is the hesitancy with which meetings of Heads of Mission are approached. Few measures would, I am convinced, be better calculated to give the sense of common purpose which is decidedly lacking in our Latin American missions today.

7. An important aid to increased dialogue, as I know from my own experience, is a desk officer with a direct knowledge<sup>180</sup> of his country

..../3



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of responsibility. This of course raises the whole question of career specialization. Now I wish only to make the point that such specialization is unlikely to be popular among junior officers if it comes to lead to a lifetime of writing letters which are not answered and of recommending policies which are not adopted. But such is the prospect for Latin America unless we are prepared to put considerably more thought, money and effort into it.

F. W. O. MORTON

F. W. O. Morton

## AFFAIRES EXTÉRIEURES



## 001227

4. Attention is also drawn to Section F of Appendix C, the purpose of which is to provide the Department with an indication in general terms of the proportion of time spent by the missions on various activities and to provide the best basis for divisional comment to missions on a possible redirection of activities in the light of changes in objectives or changes in establishment. The Senior Committee considered that it would be difficult, and possibly unrealistic, to expect missions to provide a detailed percentage breakdown of their activities. The percentage breakdown is included, in the revised version of Appendix C, as an option principally to indicate to divisions that this option had been considered and to invite divisional views on other possible alternatives aimed at securing a clear picture of the activities being carried on by the missions.

5. It was also suggested by the Senior Committee that the statistical parts of the paper, Sections A and B, might be included as an appendix in the final version.

6. The Senior Committee reviewed these documents in a general way and decided that they should be circulated to area divisions with a request for comments. It would be helpful if these comments could be sent to the Assistant Under-Secretaries to which area divisions report by July 4 (with a copy to the Central Planning Staff). It was suggested in the Senior Committee that, following the receipt of area divisions' comments, a meeting should take place of the Senior Committee with Heads of area Divisions in attendance.

Central Planning Staff

MEMORANDUM

To: All Heads of Area Divisions and Substantive  
Functional Divisions

CONFIDENTIAL

Subject: Relations Between Missions and the  
Department

June 18, 1968

The Senior Committee has recently reviewed the existing relations between our missions and the Headquarters of the Department in Ottawa. The review was undertaken in the light of comments in the Glassco and Eatock Reports (see Appendices A and B) and certain other indications that these relationships should, in many cases, be improved.

2. The basic problems seem to be: a need for more systematic guidance from the Department to missions, and a lack of dialogue on reporting from missions. It is also felt that there is frequently insufficient response from Ottawa to despatches and telegrams, a problem which is not entirely within the control of the area division under the present system. As a result of these factors, there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Up to the present, we have assumed that, by sending experienced officers as Heads of Post, we should be able to rely on their judgement as to the work which should be carried out at the posts, particularly with regard to <sup>objectives and</sup> priorities. This assumption may well be safe in the case of missions whose workload is the subject of continuous exchange with the Department, but there are evidently many missions where insufficient attention has been given to the psychological aspects of remoteness and its effect on morale and effectiveness.

3. There is now a new set of considerations which oblige us to take a more formal approach to the setting of objectives for our missions. These

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CONFIDENTIAL

relate to the new system of program planning and budgetting which is predicated upon a regular definition of objectives and priorities and the application of resources to attain them.

4. In the light of suggestions put forward by area divisions [some time ago], certain proposals were formulated with a view to improving the present situation [and these were approved by the Under-Secretary as a basis for future planning. We have postponed implementing these proposals pending the completion of the Annual Review for 1969/70 in order to ensure that account is taken of the requirements of future Reviews.] The following are the main recommendations which Heads of Division are requested to take into account and implement in the coming months.

- (1) Area divisions should, in future, provide the central point of contact on policy matters for posts in their respective areas. In particular, area divisions should have the responsibility for coordinating Program Review Submissions from missions in their areas (exclusive of delegations) and should be responsible for making recommendations regarding policy objectives, priorities and the establishment required to attain them. While functional divisions, such as Economic, D.L.(1), etc., will continue to take action on matters within their responsibilities they should, in future, ensure that area divisions receive copies of correspondence relating to the missions in their areas and that they are consulted on all matters relating to their missions. The area divisions should have the responsibility for periodically reviewing the adequacy of existing procedures for the carrying out of their coordinating role in Ottawa and for maintaining proper communication with their missions.

- (2) Area divisions should work toward the establishment of a regular dialogue with their missions on reporting, on mission objectives and activities and the application of resources to attain them. [The first step should be the preparation of replies to the missions' submissions for the Program Review for 1969/70. These replies should comment on mission requirements in the light of the financial limitations imposed by the Government and on the priorities set for the Department. They should be sent out, if possible, before July 15. The Central Planning Staff will be available for consultation and advice during the preparation of these replies.]
- (3) A broad review of mission objectives, the activities being carried on at the missions and an assessment of their value and effectiveness should be undertaken without delay. In order to provide comparative information for all areas, a format which might be used in undertaking this review has been drawn up by the Central Planning Staff and is attached at Appendix C. In the first instance, missions should be requested to provide information and recommendations as outlined in the questionnaire which should be sent to them by area divisions. The replies should then be considered by the area divisions in conjunction with the responsible Assistant Under-Secretary. Finally, it is anticipated that the complete documentation and recommendations will be reviewed by the Senior Committee. During this review the Central Planning Staff will be available for consultation and advice with a view to maintaining inter-divisional coordination.

- (4) Finally, in order to improve personal contacts with missions, the Under-Secretary has approved a policy through which Heads of Division will be authorized to visit some or all of the missions in their areas periodically to the extent that the financial and staff situation permits. Particular emphasis will be given to visits by newly-appointed Heads of Area Divisions. Occasional small and informal meetings of certain Heads of Mission may also be desirable in connection with some of these visits.

#### APPENDIX A

"The Royal Commission on Government Organization", Volume IV, pp. 115

"Second, there appears to be insufficient senior direction with regard to the nature and scale of activities to be undertaken. Heads of Post are in no doubt as to their responsibility for the day-to-day diplomatic business to which they must attend, but many are, in the absence of senior guidance, often uncertain as to what is required of them in the representational area. How actively are they to promote Canada? What initiatives are they to assume in the cultural field? Because these are questions in which little leadership is provided by headquarters, performance tends to vary considerably and depend on the acumen and energy of the head of post. A third cause for concern, particularly in the smaller missions, is the heightened sense of isolation which results from the way in which they are kept informed of current developments at home. Canadian newspapers and periodicals generally travel by surface mail, arriving so long after publication as to have little value as sources of information. Digests of news are circulated daily but in many missions tend to be so brief that only a part of the picture may be conveyed.

Finally, the frequent lack of responsiveness by headquarters tends to frustrate officers posted abroad. All missions are constantly forwarding to Ottawa despatches containing not only current news and information, but reports and appreciations of various subjects, the preparation of which involves long study and research and constitutes evidence of the initiative and ability of the officers concerned. Too often these despatches are not made the basis for further dialogue with the missions regarding their findings, warnings or suggestions. This clearly reflects the inadequacy of the supervisory procedures and staffing of various divisions in Ottawa. Periodic visits by senior officers and consultations by Heads of Post in Ottawa are not satisfactory substitutes for a fully responsive headquarters organization."

#### APPENDIX B

"The Organization Study of the Department of External Affairs", pp. 85, 94/95

"There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are mentioned by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister or Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater."



APPENDIX C

CONFIDENTIAL

OBJECTIVES, ACTIVITIES AND EFFECTIVENESS OF MISSION

Country of Resident Accreditation:

A. BASIC INFORMATION

Population: \_\_\_\_\_ GNP: Cdn \$ \_\_\_\_\_

Per Capita Income: Cdn \$ \_\_\_\_\_ Armed Forces Establishment: \_\_\_\_\_  
*and nature* *diplomatic representation in* *(commonwealth or equipment and training standards)*

Size of Country's Resident Mission to Canada (Number of Officers on Diplomatic List): \_\_\_\_\_

Number of Resident Missions Maintained by \_\_\_\_\_ Abroad: \_\_\_\_\_

Number of Resident Missions Maintained by Other Countries in \_\_\_\_\_:

B. BILATERAL STATISTICS

Country's Imports from Canada: Cdn \$ \_\_\_\_\_ *year (most recent)* 5 Year Average  
Cdn \$ \_\_\_\_\_

Country's Exports to Canada: Cdn \$ \_\_\_\_\_ Cdn \$ \_\_\_\_\_

TOTAL: Cdn \$ \_\_\_\_\_ Cdn \$ \_\_\_\_\_

	<u>As % of Total Canadian Trade</u>	<u>As % of Total Country's Trade</u>
Total Bilateral Trade:	_____ %	_____ %

Total Country's Investment in Canada: Cdn \$ \_\_\_\_\_ (Description of major undertakings)

Total Canadian Investment in Country: Cdn \$ \_\_\_\_\_ (Description of major undertakings)

	<u>(Actual)</u>	<u>(Commitment)</u>	<u>(% of Total Aid to Country)</u>
Canadian Aid to Country (Current FY):	\$ _____	\$ _____	_____ %
Ten Year Total of Canadian Aid:	\$ _____	\$ _____	_____ %

(or cumulative total for a lesser number of years where applicable)

ECIC 21A Credits to Country  
(Current FY) \$ \_\_\_\_\_  
(10 year total) \$ \_\_\_\_\_

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Canadian Technical Assistance and Armed Forces Personnel in Country: \_\_\_\_\_

Canadian Students in Country: \_\_\_\_\_

Country's Students in Canada: \_\_\_\_\_

Canadians Resident in Country: \_\_\_\_\_

Canadian Tourists and Other Visitors to Country: \_\_\_\_\_

Country's Tourists and Other Visitors to Canada: \_\_\_\_\_

Immigration to Canada: Up (unsubstantiated) 5 years average

Immigration to Canada (since 1945): \_\_\_\_\_

Number of Canadians of \_\_\_\_\_ origin: \_\_\_\_\_

### C. SUMMARY ASSESSMENT OF CANADIAN BILATERAL INTERESTS IN COUNTRY

This summary might be developed under the following headings:

- (1) Objectives related to our bilateral relations; *Discussed in order of importance.*
- (2) What we are doing to accomplish these objectives, including treaties;
- (3) What further activities should be undertaken to accomplish these objectives, including treaties.

### D. SUMMARY ASSESSMENT OF CANADIAN INTERDEPENDENT INTERESTS IN COUNTRY

The purpose of this assessment is to point up those Canadian interests and objectives in the country which are shared by a number of other likeminded countries. A distinction must be drawn between interests which are shared by the country in question as part of the grouping including Canada and those which relate to the objectives of a grouping which does not include the country in question. Such groupings might be the Commonwealth and the "Western World" but should not, except in a few cases, include the United Nations. This summary might be developed under the following headings:

- (1) Objectives of the grouping(s) shared by Canada (when the country is part of the grouping);
  - (2) What part are we playing to accomplish these objectives;
  - (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.
- 
- (1) Objectives of the grouping(s) shared by Canada (when the country is not part of the grouping);
  - (2) What part are we playing to accomplish these objectives;
  - (3) What further activities should be undertaken by Canada to accomplish these objectives and what should our role be in relation to other countries which share our objectives.

E. OFFICIAL CANADIAN ACTIVITIES IN THE COUNTRY

Canadian Departments, Agencies and Armed Forces Represented in Country

	<u>Officers and Canadian Staff</u>	<u>Local Employees</u>	<u>operating costs</u>
Department of External Affairs:	_____	_____	
Department or Agency: _____	_____	_____	
_____	_____	_____	
_____	_____	_____	
_____	_____	_____	
TOTAL:	=====	=====	

*Description (and if possible an estimate of cost) of information programs in*  
Total Operating Cost of External Affairs Component (from Current Estimates;  
excluding Capital Expenditures): Cdn \$ \_\_\_\_\_

*Total operating costs*  
*Conducted by any of the departments or agencies listed above:*

F. ACTIVITIES OF EXTERNAL AFFAIRS COMPONENT

The purpose of this section is to provide the Department in Ottawa with an estimate of the time spent on different activities. It is recognized that this is a difficult assessment to make and that for some missions, activities can change markedly in response to changing situations. This summary might be discussed in reply to the following questions:

- (1) How do you and your officers spend most of your time?
- (2) How does the time spent in the mission accord with the objectives you have indicated?

The first question might be related to the following activities:

	<u>Officers*</u>	<u>Total Staff*</u>
Political Analysis, Reporting and Related Activities	_____ %	_____ %
Economic Analysis Reporting and Related Activities	_____ %	_____ %
Aid Management	_____ %	_____ %
Commercial Activities (Trade Promotion)	_____ %	_____ %
Information, Cultural and Press Relations	_____ %	_____ %
Consular Activities	_____ %	_____ %

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Immigration Activities

          %                %

Mission Administration (Security and Supporting Staff)

- of External Affairs Personnel

          %                %

- on behalf of other departments

          %                %

Assistance to Canadian Visitors

          %                %

Other Activities

          %                %

TOTAL:

100%      100%

\* If missions find it helpful to fill in these percentages they would be useful to the Department. If they create difficulty, a less detailed indication of the main elements of the missions' work would be satisfactory.

Time spent on Non-Resident Accreditations:

<u>Country</u>	<u>Officers</u>	<u>Total Staff</u>
<u>                    </u>	<u>          %</u>	<u>          %</u>
<u>                    </u>	<u>          %</u>	<u>          %</u>
<u>                    </u>	<u>          %</u>	<u>          %</u>

Representation (Average officer time spent outside of working hours per week at representational functions):                      Hours

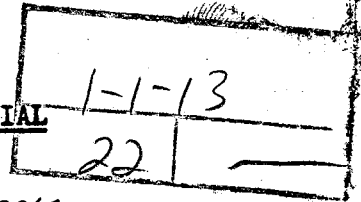
MEMORANDUM

To: All Heads of Area Divisions and Substantive  
Functional Divisions

CONFIDENTIAL

Subject: Relations Between Missions and the  
Department

June 18, 1968



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2. The basic problems seem to be: a need for more systematic guidance from the Department to missions, and a lack of dialogue on reporting from missions. It is also felt that there is frequently insufficient response from Ottawa to despatches and telegrams, a problem which is not entirely within the control of the area division under the present system. As a result of these factors, there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Up to the present, we have assumed that, by sending experienced officers as Heads of Post, we should be able to rely on their judgement as to the work which should be carried out at the posts, particularly with regard to priorities. This assumption may well be safe in the case of missions whose workload is the subject of continuous exchange with the Department, but there are evidently many missions where insufficient attention has been given to the psychological aspects of remoteness and its effect on morale and effectiveness.

3. There is now a new set of considerations which oblige us to take a more formal approach to the setting of objectives for our missions. These

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relate to the new system of program planning and budgetting which is predicated upon a regular definition of objectives and priorities and the application of resources to attain them.

4. In the light of suggestions put forward by area divisions some time ago, certain proposals were formulated with a view to improving the present situation and these were approved by the Under-Secretary as a basis for future planning. We have postponed implementing these proposals pending the completion of the Annual Review for 1969/70 in order to ensure that account is taken of the requirements of future Reviews. The following are the main recommendations which Heads of Division are requested to take into account and implement in the coming months.

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- (4) Finally, in order to improve personal contacts with missions, the Under-Secretary has approved a policy through which Heads of Division will be authorized to visit some or all of the missions in their areas periodically to the extent that the financial and staff situation permits. Particular emphasis will be given to visits by newly-appointed Heads of Area Divisions. Occasional small and informal meetings of certain Heads of Mission may also be desirable in connection with some of these visits.



## APPENDIX A

"The Royal Commission on Government Organization", Volume IV, pp. 115

"Second, there appears to be insufficient senior direction with regard to the nature and scale of activities to be undertaken. Heads of Post are in no doubt as to their responsibility for the day-to-day diplomatic business to which they must attend, but many are, in the absence of senior guidance, often uncertain as to what is required of them in the representational area. How actively are they to promote Canada? What initiatives are they to assume in the cultural field? Because these are questions in which little leadership is provided by headquarters, performance tends to vary considerably and depend on the acumen and energy of the head of post. A third cause for concern, particularly in the smaller missions, is the heightened sense of isolation which results from the way in which they are kept informed of current developments at home. Canadian newspapers and periodicals generally travel by surface mail, arriving so long after publication as to have little value as sources of information. Digests of news are circulated daily but in many missions tend to be so brief that only a part of the picture may be conveyed.

Finally, the frequent lack of responsiveness by headquarters tends to frustrate officers posted abroad. All missions are constantly forwarding to Ottawa despatches containing not only current news and information, but reports and appreciations of various subjects, the preparation of which involves long study and research and constitutes evidence of the initiative and ability of the officers concerned. Too often these despatches are not made the basis for further dialogue with the missions regarding their findings, warnings or suggestions. This clearly reflects the inadequacy of the supervisory procedures and staffing of various divisions in Ottawa. Periodic visits by senior officers and consultations by Heads of Post in Ottawa are not satisfactory substitutes for a fully responsive headquarters organization."

## APPENDIX B

"The Organization Study of the Department of External Affairs", pp. 85, 94/95

"There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are mentioned by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister or Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater."

## APPENDIX C

...

The attached questionnaire is designed to provide information on a comparable basis from all our missions and to enable the Department to review mission objectives and activities in the light of assessments by Heads of Post.

The first part of the questionnaire concerns basic bilateral statistical information together with an assessment of Canada's bilateral objectives.

The second part of the questionnaire concerns our interdependent objectives as part of a grouping of like-minded countries.

The third part of the questionnaire relates to the activities of the mission and provides a percentage breakdown of time spent on various activities.

The format of the questionnaire envisages the provision of summaries for those sections concerning objectives, activities, etc. Missions are, however, invited to append longer papers to back up their summary conclusions. In this way the superficiality of summaries can be avoided.

Particular attention should be drawn to the distinction which is made between bilateral Canadian objectives and those interdependent objectives which we share with other like-minded countries. The distinction, which may at first glance seem arbitrary, is made for a purpose: The resources which we apply to activities of bilateral interest can be clearly related to bilateral objectives such as trade, investment, immigration, political support of a bilateral nature, the trade-generating aspects of aid, etc. The resources which we apply to interdependent objectives raise a series of considerations which should permit a re-assessment of the appropriateness of the Canadian role in each country and the degree of emphasis that should be given in relation to the role of other like-minded countries. In some countries we can probably play a more effective part in the attainment of interdependent objectives than some other like-minded countries. In others our effectiveness may be more limited. The general purpose of this distinction, therefore, is to enable the Department, in conjunction with missions, to undertake a penetrating review of our priorities with respect to these interdependent objectives.

OBJECTIVES, ACTIVITIES AND EFFECTIVENESS OF MISSION

Country of Resident Accreditation:

A. BASIC INFORMATION

- (1) Population: \_\_\_\_\_ (2) GNP: Cdn \$ \_\_\_\_\_ (19 )
- (3) Per Capita Income: Cdn \$ \_\_\_\_\_ (19 ) (4) Armed Forces Establishment: \_\_\_\_\_
- (5) Size of Country's Resident Mission to Canada (Number of Officers on Diplomatic List): \_\_\_\_\_
- (6) Number of Resident Embassies or Equivalent Missions Maintained Abroad: \_\_\_\_\_
- (7) Assessment of Diplomatic Importance of Country (Influence, Alignment, Preoccupations, etc.): \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

B. BILATERAL STATISTICS AND ASSESSMENT

- (8) Country's Imports from Canada: Cdn \$ \_\_\_\_\_
- (9) Country's Exports to Canada: Cdn \$ \_\_\_\_\_
- TOTAL: Cdn \$ \_\_\_\_\_ (19 )
- |   | <u>As % of Total<br/>Canadian Trade</u> | <u>As % of Total<br/>Country's Trade</u> |                                    |
|---|---|--|------------------------------------|
| (10) Total Bilateral Trade: _____                       | _____ %                                 | _____ %                                  |                                    |
| (11) Total Country's Investment in Canada: Cdn \$ _____ |   |  |                                    |
| (12) Total Canadian Investment in Country: Cdn \$ _____ |   |  |                                    |
|   | <u>(Actual)</u>                         | <u>(Commitment)</u>                      | <u>(% of Total Aid to Country)</u> |
| (13) Canadian Aid to Country (Current FY): \$ _____     | \$ _____                                | \$ _____                                 | _____ %                            |
| (14) Ten Year Total of Canadian Aid: \$ _____           | \$ _____                                | \$ _____                                 | _____ %                            |

- (15) Indian Technical Assistance and Armed Forces Personnel in Country: \_\_\_\_\_
- (16) Canadian Students in Country: \_\_\_\_\_
- (17) Country's Students in Canada: \_\_\_\_\_
- (18) Canadians Resident in Country: \_\_\_\_\_
- (19) Canadian Tourists and Other Visitors to Country: \_\_\_\_\_ (19 )
- (20) Country's Tourists and Other Visitors to Canada: \_\_\_\_\_ (19 )
- (21) Immigration to Canada: \_\_\_\_\_ (19 )
- (22) Immigration to Canada (since 1945): \_\_\_\_\_

Summary Assessment of Canadian Bilateral Interests in Country

- (23) Objectives related to our bilateral relations: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- (24) What we are doing to accomplish these objectives (including Treaties): \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- (25) What further activities should be undertaken to accomplish these objectives (including Treaties): \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

C. MULTILATERAL ASSESSMENT

Summary Assessment of Canadian Interests in Country as Part of a Wider Grouping of Likeminded Nations (e.g. Commonwealth, Western World)

- (26) Objectives of the grouping(s) shared by Canada: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- (27) What part we are playing in accomplishing these objectives: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

CONFIDENTIAL

- 3 -

(28) What further activities should be undertaken by Canada to accomplish these objectives: \_\_\_\_\_

D. OFFICIAL CANADIAN ACTIVITIES IN COUNTRY

Canadian Departments, Agencies and Armed Forces Represented in Country

(29)	<u>Officers and Canadian Staff</u>	<u>Local Employees</u>
Department of External Affairs:	_____	_____
(30) Department or Agency: _____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
TOTAL:	=====	=====

(31) Total Operating Cost of External Affairs Component (from Current Estimates; excluding Capital Expenditures): Cdn \$ \_\_\_\_\_

Activities of External Affairs Component

(Proportion of time of External Affairs Personnel as a whole devoted to the following activities - as a percentage)

	<u>Officers</u>	<u>Total Staff</u>
(32) Political Analysis, Reporting and Related Activities	_____ 1/2	_____ 1/2
(33) Economic Analysis Reporting and Related Activities	_____ 1/2	_____ 1/2
(34) Aid Management	_____ 1/2	_____ 1/2
(35) Commercial Activities (Trade Promotion)	_____ 1/2	_____ 1/2
(36) Information, Cultural and Press Relations	_____ 1/2	_____ 1/2
(37) Consular Activities	_____ 1/2	_____ 1/2
(38) Immigration Activities	_____ 1/2	_____ 1/2
(39) Mission Administration (Security and Supporting Staff)		
- of External Affairs Personnel	_____ 1/2	_____ 1/2
- on behalf of other departments	_____ 1/2	_____ 1/2

001246

...4

	<u>Officers</u>	<u>Total Staff</u>
(40) Assistance to Canadian Visitors	<u>3</u>	<u>3</u>
(41) Other Activities	<u>3</u>	<u>3</u>
TOTAL:	<u>100%</u>	<u>100%</u>

(42) Percentage of total time spent on Non-Resident Accreditations:	<u>Country</u>	<u>Officers</u>	<u>Total Staff</u>
	<u>                    </u>	<u>3</u>	<u>3</u>
	<u>                    </u>	<u>3</u>	<u>3</u>
	<u>                    </u>	<u>3</u>	<u>3</u>

(43) Representation (Average officer time spent out of working hours per week at  
representational functions): Hours

Country

1-1-13	
22	—

Basic Information on Bilateral Relations between Canada and \_\_\_\_\_

Basic Information on Multilateral Relations between Canada and \_\_\_\_\_

Important Organizations of which Canada and \_\_\_\_\_ are members

\_\_\_\_\_ is a member of the Communist Bloc  
has close relations with Communist Bloc and poor relations with  
the non-Communist Bloc  
carries on normal relations with both Communist and non-Communist  
Blocs  
has a neutralist foreign policy

\_\_\_\_\_ is a member of a regional security organization

Basic Information on Importance of \_\_\_\_\_  
Population  
National Income  
World Trade

Politically stable (a)  
(b)  
(c)  
(d)

Relations with Canada (a) Good  
(b) Fair  
(c) Indifferent  
(d) Poor

Importance as a Policy Initiator  
In Regional Groupings (a)  
(b)  
(c)  
(d)

In UN (a)  
(b)  
(c)  
(d)

Opportunities for Increased Bilateral Contacts with Canada  
(a)  
(b)  
(c)  
(d)

Aid Relationships

Canadian Mission

FSOs including Head of Mission  
Other officers on External Affairs establishment  
Canadian-based employees  
Local Employees

- 2 -

Canadian Government Establishments other than External Affairs

Trade and Commerce

Immigration

DND

Others (give list as appendix)

FSOs and EAOs

Time spent on representation

Administration of External Affairs

Administration on behalf of other departments

Political reporting

Economic reporting

Negotiation with government authorities

Consular work

Immigration work

Information work - Responsive

- Mission initiated

- Film distribution

- Cultural

- Canadian visitors -- Official

-- Unofficial



EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

*file*  
*Rel betw Mission*  
*and the Dept.*

Memorandum:

Mr. J. C. Langley, Office of the Under-Secretary  
(Through Mr. D.H.W. Kirkwood and Mr. J. K. Starnes)

G. R. Skinner,

Personnel Services Division

Standing Committee on Staff Requirements to Conduct  
the Canadian Aid Programme Abroad

Telegram to Selected Posts

CONFIDENTIAL

(WITH ATTACHMENT)

SECURITY  
Sécurité

April 29, 1968

DATE

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	22

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Eoston,  
Central  
Planning

Mr. Bonnett,  
Financial  
Management  
Adviser

Mr. Tovell

Attached for your signature is a telegram to selected posts to enable us to obtain more precise information on the extent of the workload presented by the Aid programme.

2. The telegram is designed to meet the commitment Mr. Tovell made to the meeting of the Standing Committee on April 26 that we conduct an inventory of our officer workload. The data received from posts may also be used to substantiate our Programme Review Submission.

3. Mr. Tovell has approved this telegram in draft form.

G. R. Skinner  
Personnel Services Division

# MESSAGE

EXTERNAL OTTAWA	DATE	FILE / DOSSIER	SECURITY SECURITE
	APR 29/68		CONFID
FM/DE	NO PS (M) - 721		PRECEDENCE ROUTINE
POSTS LISTED ON ATTACHED SHEET			
TO/A			
INFO			

REF

SUB/SUJ PROGRAMME REVIEW

BUDGETARY SITUATION FACING GOVT FOR FISCAL YEAR 69/70 HAS MADE IT NECESSARY FOR CABINET TO DETERMINE CLEAR PRIORITIES WITHIN WHICH *ANY* PROPOSED ~~ANTICIPATED~~ INCREASES IN EXPENDITURE, OVER AND ABOVE PRESENT LEVELS, WILL BE CONSIDERED. ONE SUCH PRIORITY IS EXTERNAL AID.

2. TO GAIN A MORE EXACT ESTIMATE OF OUR ESTABLISHMENT NEEDS IN THIS AREA, WE REQUIRE MORE PRECISE INDICATION THAN YOU WERE ABLE TO GIVE IN YOUR PROGRAMME REVIEW SUBMISSION OF THE PRESENT AND ANTICIPATED INCREASE IN WORK LOAD INVOLVED. TO THIS END, IT WOULD BE MOST HELPFUL IF YOU COULD SUPPLY US URGENTLY BY TELEGRAM WITH AN ESTIMATE OF <sup>AD</sup> WORK LOAD OF EACH POSITION (PUBLIC SERVICE OR LOCALLY ENGAGED) ~~NEW OR PROPOSED~~ FOR 69/70 FOR YOUR ESTABLISHMENT IN TERMS OF PERCENTAGE OF TIME REQUIRED (50% OR MORE). PLEASE IDENTIFY POSITION EITHER BY NUMBER OR FUNCTION, CLASS AND GRADE.

3. WORK LOAD FOR OFFICERS SHOULD BE REPORTED UNDER HEADINGS AS FOLLOWS:

(A) DIPLOMATIC <sup>advisory raid policy</sup> (E.G. PLANNING OR NEGOTIATING AT THE GOVT OR INTERNATL

...2

DISTRIBUTION NO STANDARD  
LOCAL / LOCALE

ORIGINATOR/REDACTEUR	DIVISION	TELEPHONE	APPROVED/AUTORISE
G. R. Skinner/dk	PERSONNEL SERVICES	2-9941	SIG <i>(sd) J. C. Leach</i>

AGENCY LEVEL); (B) CONSULAR AND ADMINISTRATIVE (E.G. GENERAL ASSISTANCE TO TEACHERS, ADVISORS AND VOLUNTEERS, CUSTOMS CLEARANCES, MEDICAL ATTENTION, ETC. ENTRY OF CAPITAL GOODS, INTERVIEWS WITH TRAINEES AND THEIR TRAVEL ARRANGEMENTS, VISITS TO SITES). FOR SUPPORT STAFF WE REQUIRE ONLY A GENERAL INDICATION OF PERCENTAGE OF TIME.

4. AS DEPT OF TRADE AND COMMERCE WILL BE MAKING A SIMILAR ENQUIRY OF THEIR REPRESENTATIVES YOU MAY WISH TO CONCERT REPLY.

Georgetown  
Kingston  
Port-of-Spain

Bogota  
Buenos Aires  
Lima  
Mexico  
Quito  
Rio de Janeiro  
San José  
Santiago

Accra  
Dar-es-Salaam  
Lagos  
Nairobi

Dakar  
Kinshasa  
Tunis  
Yaounde

Bangkok  
Colombo  
Djakarta  
Kuala Lumpur  
New Delhi  
Phnom Penh  
Rawalpindi  
Saigon  
Singapore  
Tokyo  
Vientiane

Addis Ababa  
Berne  
Madrid

Permis, Geneva  
Permis, New York  
Washington

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

Finance Division (Through PMA)

CONFIDENTIAL

TO  
À

SECURITY  
Sécurité

March 29, 1968

FROM  
De

DATE

REFERENCE  
Référence

NUMBER  
Numéro

SUBJECT  
Sujet

Relations between Missions and the Department  
(Visits by Senior Departmental Officers to Posts  
Abroad)

FILE	DOSSIER
OTTAWA	
	1-1-13
MISSION	22

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Robinson

...

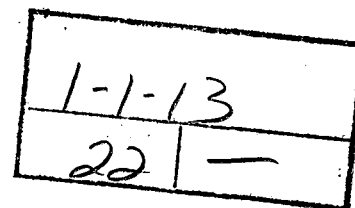
I am attaching a copy of a memorandum of March 1 which has recently been commented on by the Under-Secretary. Its title is "Relations between Missions and the Department".

2. I draw your attention particularly to paragraph 8 (d) in which the Under-Secretary approves in principle of annual visits by Heads of Area Divisions to some or all of the posts in their areas subject to the financial and staff situation. When drawing up the travel vote for 1969-70 you will, no doubt, wish to take account of this authorization.

F.G. HOOTON

Central Planning Staff

cc: Mr. Collins  
Mr. Murray (371 E.B.)  
Mr. Hootan  
Mr. Tovell  
Legal Division  
A. & M. E.  
O. & M. Unit  
Miss Dench  
Mr. Munro



FM LDN MAR29/68-RESTR

TO EXTER 1660 IMMED Fr: Gwlth./C.L. Brown-John

INFO PCO PMO IMMED DE OTT

WASHDC PRMNY PARIS CLMBO NCSIA ACCRA DELHI NROBI LAGOS DSLAM

TI CNBRA PSPAN GRTN KNGTN KLUMPR WLGTN DE OTT

REF OURTELS 1551 MAR25 AND 1536 MAR27

AMALGAMATION OF FO AND CO

FOLLOWING IS THE TEXT OF THE WRITTEN STATEMENT WHICH THE PRIME MINISTER MADE IN THE HOUSE MAR23 ON THIS SUBJECT:QUOTE:

AS THE HOUSE WILL BE AWARE, I HAVE ASKED MY RIGHT HON FRIEND THE SECRETARY OF STATE FOR FOREIGN AFFAIRS TO SUPERVISE THE AMALGAMATION OF THE FO AND THE COMWEL OFFICE INO A SINGLE OFFICE FOR WHICH, WHEN IT HAS BEEN ESTABLISHED, HE WILL BECOME RESPONSIBLE. THE HOUSE WILL WISH TO KNOW MORE ABOUT THE BACKGROUND TO THIS DECISION.

THE HOUSE WILL RECALL THAT THE PLOWDEN CTTEE ON REPRESENTATIONAL SERVICES OVERSEAS QUESTIONED, AMONGST OTHER THINGS, THE DESIRABILITY OF CONTINUING TO HAVE TWO SEPARATE OFFICES RESPONSIBLE FOR RELATIONS WITH COMWEL AND NON-COMWEL COUNTRIES. WHEN THE CTTEE REPORTED IN DEC 1963 THEY CONSIDERED THE MOMENT HAD NOT/NOT YET COME WHEN A MERGER BETWEEN THE COMWEL OFFICE AND FO WOULD BE OPPORTUNE; BUT THEY CONCLUDED NEVERTHELESS THAT THE LOGIC OF EVENTS POINTED TOWARDS AN ULTIMATE AMALGAMATION.

SINCE THE CTTEE REPORTED, THE FOREIGN AND COMWEL SERVICES HAVE BEEN UNITED IN A SINGLE DIPLOMATIC SERVICE. THE COMMUNICATIONS SYSTEMS AND THE INFRASTRUCTURE GENERALLY HAVE BEEN AMALGAMATED.

PAGE TWO 1660 RESTR

SEVERAL JOINT DEPTS HAVE BEEN ESTABLISHED AND THERE HAS THUS ALREADY BEEN A VERY CONSIDERABLE DEGREE OF INTEGRATION. THE TIME HAS NOW COME TO TAKE THE FINAL SHORT AND LOGICAL STEP. I HOPE THAT IT WILL BE POSSIBLE TO PUT THE AMALGAMATION INTO PRACTICAL EFFECT BY THE AUTUMN. ONE MEMBER OF THE CABINET, THE SECRETARY OF STATE IN CHARGE OF THE COMBINED OFFICE, WILL THEN BE RESPONSIBLE FOR THE CONDUCT OF BOTH FOREIGN AND COMWEL AFFAIRS. THE ORGANISATION IS NOW BEING WORKED OUT; IT WILL BE LARGELY ON A GEOGRAPHICAL BASIS BUT WITH STRONG FUNCTIONAL DEPTS IN SUPPORT. I HAVE ASKED MY RIGHT HON FRIEND THE FOREIGN SECRETARY TO BEAR IN MIND THE IMPORTANCE OF MAKING SATISFACTORY ARRANGEMENTS TO ENSURE THAT THE INTERESTS OF THE DEPENDENT TERRITORIES WILL CONTINUE TO RECEIVE CLOSE AND SYMPATHETIC ATTN.

THE AMALGAMATION OF THE TWO OFFICES IMPLIES NO/NO CHANGE IN OUR ATTITUDE OR APPROACH TO THE COMWEL CONNECTION. IN THE NEW OFFICE THE RESPONSIBLE MINISTERS WILL ATTACH FULLY AS MUCH WEIGHT TO THE VIEWS OF OTHER COMWEL GOVTS AS THEY HAVE ALWAYS DONE. IN PARTICULAR I SHOULD LIKE TO EMPHASISE THA COMWEL HIGHCOMMS IN LDN WILL CONTINUE TO HAVE READY ACCESS TO ME AND TO OTHER BRIT MINISTERS AND THEIR DEPTS IN EXACTLY THE SAME WAY AS AT PRESENT. UNQUOTE.

2. SEVERAL ORAL QUESTIONS WERE PUT TO THE PRIME MINISTER. HIS ANSWERS WHICH DO NOT/NOT ADD MUCH OF REAL SIGNIFICANCE TO THE INFO CONTAINED IN OUR REFTELS, ARE REPRODUCED IN COLUMNS 1726 TO 1731 OF HANSARD.

3. THERE IS ONE OF HIS ANSWERS, HOWEVER, TO WHICH WE SHOULD LIKE

...3

PAGE THREE 1660 RESTR

TO DRAW YOUR ATTN. ASKED IF CONSIDERATION HAD BEEN GIVEN OR WOULD  
BE GIVEN TO ANY CHANGE IN THE TITLE OF HIGHCOMM, EITHER IN LDN OR  
IN OTHER COMWEL COUNTRIES MR WILSON REPLIED: QUOTE. THIS IS MATTER  
FOR THE COMWEL PRIME MINISTERS AND FOR A COMWEL PRIME MINISTERS  
CONFERENCE. IT DOES NOT/NOT ARISE OUT OF THE AMALGAMATION IN ANY  
SENSE, BECAUSE, AS I HAVE SAID, PRACTICALLY EVERY COMWEL COUNTRY HAS  
A COMBINE MINISTRY RESPONSIBLE FOR COMWEL AND OVERSEAS AFFAIRS.  
ALL OF THEM, OR VERY NEARLY ALL, HAVE HIGH COMMS HERE. UNQUOTE. '



USA DIVISION/J.R. BARKER/gw

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
À Mr. F.G. Hooton, Central Planning Staff

FROM  
De U.S.A. Division

REFERENCE  
Référence Commonwealth Division Memo to you of March 19

SUBJECT  
Sujet Towards better co-ordination of the Department's work

SECURITY  
Sécurité RESTRICTED

DATE March 20, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	1-1-13
MISSION	22

ENCLOSURES  
Annexes

1

DISTRIBUTION

Mr. R.E. Collins,  
O/USSEA

Mr. J.C. Langley,  
O/USSEA

Mr. T.H. Bennett,  
Financial Management Adviser

Commonwealth  
Division

U.S.A. Division would agree that there is need for the kind of action suggested to you by Commonwealth Division.

2. Generally speaking the suggested procedures would be helpful in ameliorating the co-ordination problem as it affects the operations of U.S.A. Division although they would not, in our case, provide the complete answer to what is one of our most serious problems.

3. We think Commonwealth Division's proposals should be considered at an early senior level meeting, the sooner the better, to establish how they might be enacted to best suit all Divisions.

4. Attached is a paper suggesting how the Commonwealth Division proposals would fit U.S.A. Division.

  
U.S.A. Division

PROPOSALS FOR BETTER COORDINATION  
OF AREA DIVISION OPERATIONS

COMMONWEALTH DIVISION PROPOSAL

U.S.A. DIVISION COMMENT

- |     |   |  |
|-----|---|--|
| (1) | The second copy of all numbered letters from posts should, as a matter of routine, reach the appropriate country desk officer while the action copy is directed to that division which will have to deal with it.   | We agree, but for our purpose would prefer to substitute "division" for "country desk officer."  |
| (2) | An additional copy of every numbered letter sent to every post should be provided, as a matter of routine, to the appropriate country desk officer regardless of the division of origin.  | We agree, see (1)  |
| (3) | A copy of every incoming telegram should reach the appropriate country desk officer.  | We agree, see (1)  |
| (4) | A copy of every outgoing telegram should likewise be referred, as a matter of principle, to the appropriate desk officer.   | We agree; we would not object to omission of "as a matter of principle" so long as it was always done.   |
| (5) | Communications Division should be instructed to send copies to the appropriate desk officer of all incoming and outgoing messages addressed to or by External Aid Office.   | We would add at end: "or other Department or Agency of the Government to a post in the country concerned." We have no active aid interests except in a very broad policy context but there is sometimes a lively traffic between EAO, and others in Ottawa, and Washington which we would find it useful to see. |
| (6) | The only exception to the foregoing will be telegrams and letters on personnel rating matters or telegrams of a personal nature addressed to particular individuals. Even in these cases, however, the recipient or the originator in Ottawa should try to bear in mind the importance of the particular message with which he is dealing, in terms of policy co-ordination needs and, as appropriate, keep the desk officers informed. For example, the transfer of personnel from one post to another, and their possible non-replacement for short periods of time, or even the absence of personnel on assisted leave or home leave can all affect the ability of the post to carry out assignments given to them. Knowledge of such movements of personnel, therefore, should be at the disposal of desk officers. | We agree.  |
| (7) | All messages sent to desk officers that are not of a "for action" nature should be <u>marked</u> in some distinctive way, e.g., "for co-ordinating purposes only."  | It might be simpler to say: "All messages sent to Divisions "for action" should be clearly so marked. It will be assumed that messages not so marked would be for information or co-ordinating purposes only."   |

Cwlth./D.W.Munro/bd

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
À

Mr. F.G. Hooton

FROM  
De

D.W. Munro

REFERENCE  
Référence

SUBJECT  
Sujet

Towards better co-ordination  
on country-by-country basis

SECURITY  
Sécurité

Restricted

DATE

19th March, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	

*Mr. Barker*  
*Mr. Beagle*

ENCLOSURES  
Annexes

DISTRIBUTION

R.E. Collins

T.H. Bennett

U.S.A. Div.  
(Mr. Barker)

Since assuming responsibility for this Division, I have encountered on a number of occasions, and in a variety of forms, complaints that there is not enough direction from Ottawa to posts about what Ottawa requires in the way of reporting. These comments are concerned not only with the subject matter of interest to Ottawa but also with the priorities covering the whole range of subject matters.

2. Another comment that has reached me frequently, and also in a variety of forms, has to do with the general lack of co-ordination within the Department of the assignments given to posts. This criticism on the absence of co-ordination generally extends as well to adverse comment on what is done with the reports reaching Ottawa from our Posts. The first of these criticisms, of course, is or can be related to the lack of priority guidance mentioned in the previous paragraph; the second, it is obvious to me, (on condition, of course, that we can eliminate the cause of such criticism) ought to supply us with an index of the extent to which posts are making use of the human resources provided to them whether, that is to say, these resources are being under-employed or over-strained.

3. Against this background of criticism, which I do not think anyone would be able to say is unjustified, I am toying with the notion in this Division of requesting authority to institute a fairly simple change of procedures which would be by way of a pilot project aimed at rectifying a number of situations we are probably all agreed should not be permitted to continue. Before doing this, however, I would like to get your reaction to the following proposals:

Subject to the exception mentioned in (6) below and for the 12 posts for which this Division has a responsibility,

- (1) the second copy of all numbered letters from posts should, as a matter of routine, reach the appropriate country desk officer while the action copy is directed to that division which will have to deal with it;
- (2) an additional copy of every numbered letter sent to every post should be provided, as a matter of routine, to the appropriate country desk officer regardless of the division of origin;

*yes*

*yes*

- 2 -

- yes* (3) a copy of every incoming telegram should reach the appropriate country desk officer;
- yes* (4) a copy of every outgoing telegram should likewise be referred, as a matter of principle, to the appropriate desk officer;
- it won't apply to U.S.A.* (5) Communications Division should be instructed to send copies to the appropriate desk officer of all incoming and outgoing messages addressed to or by External Aid Office;
- (6) The only exception to the foregoing will be telegrams and letters on personnel rating matters or telegrams of a personal nature addressed to particular individuals. Even in these cases, however, the recipient or the originator in Ottawa should try to bear in mind the importance of the particular message with which he is dealing, in terms of policy co-ordination needs and, as appropriate, keep the desk officers informed. For example, the transfer of personnel from one post to another, and their possible non-replacement for short periods of time, or even the absence of personnel on assisted leave or home leave can all affect the ability of the post to carry out assignments given to them. Knowledge of such movements of personnel, therefore, should be at the disposal of desk officers.
- (7) All messages sent to desk officers that are not of a "for action" nature should be marked in some distinctive way, e.g. "for co-ordinating purposes only".

*These proposals  
will help but they  
are not the complete  
answer.  
B*

*Ronald D. Munro.*  
Commonwealth Division.

Cwlth./D.W.Munro/bd

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A

Mr. F.G. Hooton

FROM  
De

D.W. Munro

REFERENCE  
Référence

SUBJECT  
Sujet

Towards better co-ordination  
on country-by-country basis

SECURITY  
Sécurité

Restricted

DATE

19th March, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	1-1-13
	22

ENCLOSURES  
Annexes

DISTRIBUTION

R.E. Collins

T.H. Bennett

U.S.A. Div.  
(Mr. Barker)

Since assuming responsibility for this Division, I have encountered on a number of occasions, and in a variety of forms, complaints that there is not enough direction from Ottawa to posts about what Ottawa requires in the way of reporting. Those comments are concerned not only with the subject matter of interest to Ottawa but also with the priorities covering the whole range of subject matters.

2. Another comment that has reached me frequently, and also in a variety of forms, has to do with the general lack of co-ordination within the Department of the assignments given to posts. This criticism on the absence of co-ordination generally extends as well to adverse comment on what is done with the reports reaching Ottawa from our Posts. The first of these criticisms, of course, is or can be related to the lack of priority guidance mentioned in the previous paragraph; the second, it is obvious to me, (on condition, of course, that we can eliminate the cause of such criticism) ought to supply us with an index of the extent to which posts are making use of the human resources provided to them whether, that is to say, these resources are being under-employed or over-strained.

3. Against this background of criticism, which I do not think anyone would be able to say is unjustified, I am toying with the notion in this Division of requesting authority to institute a fairly simple change of procedures which would be by way of a pilot project aimed at rectifying a number of situations we are probably all agreed should not be permitted to continue. Before doing this, however, I would like to get your reaction to the following proposals:

Subject to the exception mentioned in (6) below and for the 12 posts for which this Division has a responsibility,

- (1) the second copy of all numbered letters from posts should, as a matter of routine, reach the appropriate country desk officer while the action copy is directed to that division which will have to deal with it;
- (2) an additional copy of every numbered letter sent to every post should be provided, as a matter of routine, to the appropriate country desk officer regardless of the division of origin;

*But not Admin routines?*

*Or Department?*

- 2 -

- (3) a copy of every incoming telegram should reach the appropriate country desk officer;
- (4) a copy of every outgoing telegram should likewise be referred, as a matter of principle, to the appropriate desk officer;
- (5) Communications Division should be instructed to send copies to the appropriate desk officer of all incoming and outgoing messages addressed to or by External Aid Office;
- (6) The only exception to the foregoing will be telegrams and letters on personnel rating matters or telegrams of a personal nature addressed to particular individuals. Even in these cases, however, the recipient or the originator in Ottawa should try to bear in mind the importance of the particular message with which he is dealing, in terms of policy co-ordination needs and, as appropriate, keep the desk officers informed. For example, the transfer of personnel from one post to another, and their possible non-replacement for short periods of time, or even the absence of personnel on assisted leave or home leave can all affect the ability of the post to carry out assignments given to them. Knowledge of such movements of personnel, therefore, should be at the disposal of desk officers.
- (7) All messages sent to desk officers that are not of a "for action" nature should be marked in some distinctive way, e.g. "for co-ordinating purposes only".

**D. W. [REDACTED]**  
Commonwealth Division.

March 4, 1968

1-1-13	
22	—

NOTE FOR MR. HOOTON

Reference: Your memorandum of March 1, 1968 - "Relations between Missions and the Department"

One point which has occurred to me since our last discussion in the Senior Committee on this subject is that Information Division are planning shortly to take over responsibility for providing posts with information on important policy matters. I think they are to have a section known as "Policy Liaison", or something like that. Is this not relevant to the whole question of relations with missions abroad? If it is, should we not get some appropriate reference to it into this memorandum so that the Under-Secretary will know that we have looked at the problem across the board? I realize that what Information Division are planning to do is a take-over from Press and Liaison, but, if I am correct in my understanding, Information Division are supposed to amplify the service which Press and Liaison have been providing to posts. We could discuss on the telephone if you like.

*4 Mar 68*  
*Letter to HSO - agreed that*  
*memo should go forward as drafted*  
*HBR*  
H.B. Robinson

001264

F.G. Hooton/im

cc: Mr. Robinson  
Mr. Collins  
Mr. Gotlieb  
Mr. Langley  
Mr. Starnes

CONFIDENTIAL

From: Central Planning Staff

March 1, 1968.

MEMORANDUM FOR THE UNDER-SECRETARY:

Relations between Missions and the Department

... We have recently reviewed in the Senior Committee the subject of relations between missions and the Department. This was done in consultation with Heads of area Divisions. You will recall that the Glassco Commission and Mr. Eatock, after visiting a substantial number of posts, found a rather general and disquieting situation, particularly in the middle-sized and small missions. I am attaching the relevant sections of the Glassco and Eatock Reports which we have used as a point of departure for our review. Mr. Keith, as well as some officers who have returned quite recently from service abroad, confirm that the situation described is sufficiently general to warrant taking remedial action. I should add that we have not yet formally consulted missions abroad on this general subject, but we would envisage doing so within the framework of general objectives outlined in this memorandum, if you agree.

2. The basic problems seem to be: a need for more systematic guidance from the Department to missions, and a lack of dialogue on reporting from missions. It is also felt that there is frequently insufficient response from Ottawa to despatches and telegrams, a problem which is not entirely within the control of the area division under the present system. As a result of these factors, there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Up to the present, we have assumed that, by sending experienced officers as heads of post, we should be able to rely on their judgement as to the work which should be carried out in the posts, particularly with regard to priorities. This assumption may well be safe in the case of missions whose workload is the subject of continuous exchange with the Department. But there are evidently many missions where insufficient attention has been given to the psychological aspects of remoteness and its effect on morale and effectiveness.

3. There is, in addition, a new set of considerations which will soon oblige us to take a more formal approach to the setting of objectives for our posts. These relate to the new system of program planning and budgeting which requires the regular definition of objectives and priorities, and the application of resources to attain them.

4. In order to work towards an improvement in the present situation, there are a number of areas in which we think action should be taken:

- (a) We should make a special effort to emphasize the role of the area divisions in providing the central point of contact on policy



matters at headquarters for posts in the respective areas. They might be assisted in this if posts were to establish the habit of ensuring that the area division received copies of all correspondence (except on purely administrative matters), so that the Division would be in a better position to take follow-up action with other divisions and departments, and generally to exercise a helpful coordinating role in matters affecting the work of missions in their areas. Divisions should be given the responsibility of periodically reviewing the adequacy of existing procedures for maintaining proper communication with posts abroad.

- (b) We should work toward the establishment of a regular dialogue between posts and area divisions on reporting and the application of post resources. This should be facilitated by the exchanges which will take place in the annual program review process. The replies which have been requested from missions in answer to the current annual review circular should provide a useful start in this connection.
- (c) The missions should be given clear instructions as to their objectives and the general priorities under which the Department wishes them to operate. In this connection, we would propose that Letters of Instruction (to posts rather than to heads of mission) be re-introduced. These letters should be brief and to the point.
- (d) We strongly favour a periodic program of visits of senior Departmental officers to posts abroad. Perhaps the most important aspect of such a program would be the visit of a newly appointed Head of an area Division to the posts in his area. We consider that this initial visit should be followed up once each year or so (by the Head of Division or Head of Section) to at least some of the posts in each area. Occasional small and informal meetings of Heads of Post may also be desirable.

5. We have discussed the question of visits by Heads of area Divisions at some length and from a number of viewpoints. We consider that personal contact with missions would do much to dispel the present feeling of detachment from Ottawa and should help bring about a better understanding of objectives and, in basic terms, of what we expect of our missions. Moreover such visits would be of great value to the Department in Ottawa; indeed, the principle has already been recognized that Heads of Division must have some familiarity with the areas of their responsibilities if they are to be effective in their work. We consider that the advantages to be gained from these visits would more than justify the small costs involved.

6. While there are obviously times when the Head of a Post should be authorized to return to Ottawa for consultations, we have not felt that a systematic approach to this question would be wise or necessary. From the point of view of communication with our missions, we feel that far more would normally be gained from a visit from the Department in Ottawa to several missions, rather than from a visit from one Head of Post to Ottawa. Moreover visits to missions should reduce the requirement for visits by Heads of Post to Ottawa.

- 3 -

CONFIDENTIAL

7. There are a number of other minor suggestions which have been made and which should be implemented to the greatest extent possible. These involve an encouragement of personal letters between middle and senior-grade officers, a possible increased flow of departmental memoranda to the missions, an examination of ways of ensuring greater work continuity in the area divisions and more sustained guidance for the missions, longer briefing periods in the Department for new Heads of Post and, indeed, for all officers going abroad.

8. The judgement of the Senior Committee is, however, that a great deal would be achieved by concentrating on the four main objectives we have outlined:

- (a) the clear delegation of responsibility in this field to the area Division Heads; ✓ OK
- (b) the establishment of a regular dialogue with posts on reporting and the application of post resources; OK
- (c) the re-institution of Letters of Instruction to Posts; X
- (d) visits by senior departmental officers to posts abroad. *Yes but* → *if new financial & staff situation allow*

9. If you are in general agreement, we shall take steps to implement the proposals outlined above in consultation with our posts.

*H.B.R.*

H.B. Robinson

*\* Older countries have dropped their years ago 2 under kind. Do encourage the old time letter coming history or a new streamlined letter related to the issues covered in our programme discussion. How many ideas of what we are getting into of the letter cover the operations of all govt + departments*  
*re.*

ANNEX A

"The Royal Commission on Government Organization", Volume IV, pp. 115

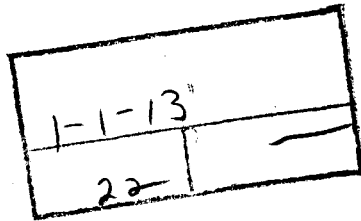
"Second, there appears to be insufficient senior direction with regard to the nature and scale of activities to be undertaken. Heads of post are in no doubt as to their responsibility for the day-to-day diplomatic business to which they must attend, but many are, in the absence of senior guidance, often uncertain as to what is required of them in the representational area. How actively are they to promote Canada? What initiatives are they to assume in the cultural field? Because these are questions in which little leadership is provided by headquarters, performance tends to vary considerably and depend on the acumen and energy of the head of post. A third cause for concern, particularly in the smaller missions, is the heightened sense of isolation which results from the way in which they are kept informed of current developments at home. Canadian newspapers and periodicals generally travel by surface mail, arriving so long after publication as to have little value as sources of information. Digests of news are circulated daily but in many missions tend to be so brief that only a part of the picture may be conveyed.

Finally, the frequent lack of responsiveness by headquarters tends to frustrate officers posted abroad. All missions are constantly forwarding to Ottawa despatches containing not only current news and information, but reports and appreciations of various subjects, the preparation of which involves long study and research and constitutes evidence of the initiative and ability of the officers concerned. Too often these despatches are not made the basis for further dialogue with the missions regarding their findings, warnings or suggestions. This clearly reflects the inadequacy of the supervisory procedures and staffing of various divisions in Ottawa. Periodic visits by senior officers and consultations by heads of post in Ottawa are not satisfactory substitutes for a fully responsive headquarters organization."

ANNEX B

"The Organization Study of the Department of External Affairs", pp. 85, 94/95

"There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are mentioned by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister of Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater."



CONFIDENTIAL

February 27, 1968

MEMORANDUM FOR THE UNDER-SECRETARY:

Relations between Missions and the Department

We have recently reviewed in the Senior Committee the subject of relations between missions and the Department. This was done in consultation with Heads of area Divisions. You will recall that the Glassco Commission and Mr. Eatock, after visiting a substantial number of posts, found a rather general and disquieting situation, particularly in the middle-sized and small missions. I am attaching the relevant sections of the Glassco and Eatock Reports which we have used as a point of departure for our review. Mr. Keith, as well as some officers who have returned quite recently from service abroad, confirm that the situation described is sufficiently general to warrant taking remedial action. I should add that we have not yet formally consulted missions abroad on this general subject, but we intend to do so at the next stage, if you agree.

2. The basic problems seem to be: a need for more systematic guidance from the Department to missions, and a lack of dialogue on reporting from missions. It is also felt that there is frequently insufficient response from Ottawa to despatches and telegrams, a problem which is not entirely within the control of the area division under the present system. As a result of these factors, there is a feeling of uncertainty in many of our posts as to the usefulness of their work, a feeling of isolation and of being out of touch with current thinking, both in the Department and in the country at large. Up to the present, we have assumed that, by sending experienced officers as heads of post, we should be able to rely on their judgement as to the work which should be carried out in the posts, particularly with regard to priorities. This assumption may well be safe in the case of missions whose workload is the subject of continuous exchange with the Department. But there are evidently many missions where insufficient attention has been given to the psychological aspects of remoteness and its effect on morale and effectiveness.

3. There is, in addition, a new set of considerations which will soon oblige us to take a more formal approach to the setting of objectives for our posts. These relate to the new system of programme planning and budgetting which requires the regular definition of objectives and priorities, and the application of resources to attain them.

4. In order to work towards an improvement in the present situation, there are a number of areas in which we think action should be taken:

- (a) We should make a special effort to emphasize the role of the area divisions in providing the central point of contact on policy matters at headquarters for posts in the respective areas. They might be assisted in this if posts were to establish the habit of ensuring that the area division received copies of all correspondence (except on purely administrative matters), so

that the Division would be in a better position to take follow-up action with other Divisions and Departments, and generally to exercise a helpful coordinating role in matters affecting the work of missions in their areas. Divisions should be given the responsibility of periodically reviewing the adequacy of existing procedures for maintaining proper communication with posts abroad.

- (b) The missions should be given clear instructions as to their objectives and the general priorities under which the Department wishes them to operate. In this connection, we would propose that Letters of Instruction (to posts rather than to heads of mission) be re-introduced. These Letters should be brief and to the point.
- (c) Communication between posts and area divisions should also be facilitated by the exchanges which will take place in the annual program review process. The replies which have been requested from missions in answer to the current annual review circular should provide a useful start in this connection.
- (d) We strongly favour a periodic program of visits of senior Departmental officers to posts abroad. Perhaps the most important aspect of such a program would be the visit of a newly appointed Head of an area Division to the posts in his area. We consider that this initial visit should be followed up once each year or so (by the Head of Division or Head of Section) to at least some of the posts in each area.
- (e) We are impressed with the desirability of organizing regional meetings for Heads of Post. The value of such meetings would probably be enhanced if their timing were to coincide with visits from a Departmental officer.

5. We have discussed the question of visits by Heads of area Divisions at some length and from a number of viewpoints. From the point of view of cost, we have related the substantial annual cost of maintaining our missions — perhaps the average figure might be \$300,000 to \$400,000 — with the cost of a visit to the area (which, on average, would probably be less than \$1000). We consider that the advantages to be gained by personal contact from such visits would do much to avoid the present feeling of detachment from Ottawa and should bring about a much better understanding of objectives and, in basic terms, what we expect of our missions. We would envisage creating budgets for periodic trips with a view to leaving the timing to the Heads of area Divisions in consultation with their Assistant Under-Secretaries.

6. While there are obviously times when the Head of a Post should be authorized to return to Ottawa for consultations, we have not felt that a systematic approach to this question would be wise or necessary. From the point of view of communication with our missions, we feel that far more would normally be gained from a visit from the Department in Ottawa to several missions, rather than from a visit from one Head of Post to Ottawa.

7. There are a number of other minor suggestions which have been made and which should be implemented to the greatest extent possible. These involve an encouragement of personal letters between middle and senior-grade officers, a possible increased flow of Departmental memoranda to the missions, longer postings for desk officers in Ottawa so as to ensure greater work continuity and sustained

- 3 -

CONFIDENTIAL

guidance for the post, longer briefing periods in the Department for new Heads of Post, and, indeed, for all officers going abroad.

8. The collective judgement of the Senior Committee is, however, that a great deal would be achieved by concentrating on the four main objectives we have outlined:

- (a) the clear delegation of responsibility in this field to the area Division Heads;
- (b) the re-institution of Letters of Instruction to Posts;
- (c) the establishment of a regular dialogue with posts on reporting and the application of mission resources;
- (d) a systematic programme of visits by senior Departmental officers to posts abroad.

9. If you are in general agreement, we shall take steps to elicit comments from posts on the proposals outlined above.

H.B. Robinson

February 22, 1968.

NOTE FOR FILE

Relations with Posts

The meeting of the Senior Committee on February 21 discussed relations with posts. Present were: Mr. Robinson, Mr. Collins, Mr. Langley, Mr. Starnes, Mr. Gotlieb, Mr. Hooton and B.A. Keith.

They discussed the Blanchette memorandum of February 20. I made the point at this meeting and in subsequent conversation with Mr. Hooton, who was charged by the meeting with preparation of a memorandum for the Under-Secretary and with the drafting of a circular document to posts, that I thought the key figure in this whole question was the Head of the geographic Division. I said it was vital that the Head of Division take much more interest in the effective conduct of the posts in his area in all respects. I said I would not wish to see a vague memorandum prepared for discussion and a similarly vague exercise mounted of asking the posts to define their purposes. The objectives should be defined in Ottawa and the posts should be allowed to comment. Whatever went to the posts should go over the signature of the Head of the geographic Division. I told Mr. Hooton that I would like to see an instruction to Heads of Division and signed by the Under-Secretary asking them to:

- (1) Visit the posts in their area once a year;
- (2) Prepare a letter of post instruction each time a new head of post appointment was made;
- (3) Send a letter to each post outlining the government policies that should govern its activity and in dialogue with the post develop an agreed statement of purposes;
- (4) Provide continuing guidance on political and economic reporting in the form of requests for information, comments on material provided and honest indications of areas of coverage that are not of interest to the Department;
- (5) Develop a close relationship between the Division and the post by all available means.

Mr. Hooton felt that he was under instruction to prepare the circular document asking each post to do a first draft of their objectives. I said I would hope he could modify this in practice to a request submitted to the posts by the respective Heads of Division with in each case a one-page statement of government policies and objectives provided by the Head of Division as a starting point.

B.A.K.



Pays francophones/A.Blanchette/cb

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
À

Mr. Collins

SECURITY  
Sécurité

CONFIDENTIAL

FROM  
De

Direction des relations entre pays francophones

DATE

February 20, 1968

REFERENCE  
Référence

NUMBER  
Numéro

SUBJECT  
Sujet

Dialogue with the Posts: Comparative Study of Results

FILE	DOSSIER
OTTAWA	
MISSION	

ENCLOSURES  
Annexes

DISTRIBUTION

The officers consulted about this project were: MM. John Halstead, J.R. Maybee, D.W. Munro, Gordon Riddell, Blair Seaborn, and the writer.

### Need for dialogue

2. There was virtually complete agreement that a dialogue with the posts, especially the small and medium-sized ones, should be undertaken and pursued. The only exception was Blair Seaborn, whose position on the subject is not quite clear. (At one point in his memorandum to you he expressed doubt about the need for and value of such an exercise, while at others he made pertinent and useful suggestions regarding desirable improvements).

*Pursue dialogue*

### Methods proposed for pursuing the dialogue

3. Again, there is almost unanimous agreement about the most appropriate ways of conducting such a dialogue.

(a) Letters of Instruction should be resurrected, especially for the small and middle-sized posts. Such Letters should not be drafted along earlier lines but should be brief and to the point, stressing policy priorities to be followed and, where possible, aims to be achieved. Policy recommendations should come from and/or be approved by the Senior Committee. They should be reviewed at least once every 12 to 18 months in order to take changing situations and needs into account. The Letters themselves should be reviewed by Divisions once every 12 to 18 months also.

*Post Instructions*

*Send letter instead*

*Review ext. 12*

(b) Reviews of Post Reporting: Such reviews should be conducted by Divisions every 12 to 18 months with the results exchanged not only with the posts for comments but with other Divisions as well.

*Continuing guidance*

*(See d)*

*(3) Continuing guidance*

- 2 -

⑦ ✓  
(c) Visits by Departmental officers: A systematic programme of visits by senior Departmental officers to posts abroad should be established. This might be combined with regional Heads of Post meetings on a regular basis once every 12 to 18 months. (Blair Seaborn has suggested that Heads of Post might be brought home once each year. About this there was general disagreement, the feeling being that such visits would coincide with or encourage holidays, with the result that visiting Heads of Post might spend only a day or two in the Department, as so frequently happens now.)

③  
Visits by  
heads of  
area &  
divisions

within first  
3 mos +  
yearly after.

Regional  
meetings.

(d) Preparation and research before departure: Each Head of Post (indeed all officers going abroad) should spend at least two to three weeks in the Divisions concerned preparing himself for his new assignment. (Exceptions might be where an officer is posted to a job from the corresponding Division.)

⑥  
(e) Personal letters: Middle and senior officers should be encouraged to exchange more personal letters about Departmental business with posts abroad and vice versa.

⑤  
(f) Flow of Departmental memoranda abroad: Policy memoranda should be sent more frequently to posts than is the case now and posts should be encouraged to comment. When possible, they should be consulted about policy matters rather more than they are at present.

⑦  
(g) Canadian news: There was general agreement that most posts are now adequately served. One officer consulted suggested that CBC News Bulletins and PSTs be sent to all posts by telegram; another suggested that full copies of Le Devoir and the Globe and Mail be sent to all posts by air.

(h) There was general agreement that the Inspection Service as now set up should not deal with post reporting, since it is not equipped to do so. This should be handled by the area divisions concerned.

(i) There was considerable doubt expressed about the practicality of programme and reporting projections, given the changing situations many of our posts have to deal with and over which they have little control. Conversely, where local situations are stable such projections tend to become somewhat nugatory.

...3

- 3 -

4. Among individual suggestions, the following were submitted:

(a) Longer postings for desk officers in Ottawa so as to ensure greater work continuity and sustained guidance for the posts. ✓

(b) The provision of machine cypher for posts where traffic can be heavy and where it does not prevail now, for instance, Dakar, Tunis, Yaoundé, etc.

*A. E. Blanche*

Directeur des relations entre pays francophones

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

Mr. Collins

TO  
À

SECURITY  
Sécurité

CONFIDENTIAL

FROM  
De

Direction des relations entre pays francophones

DATE

February 20, 1968

REFERENCE  
Référence

NUMBER  
Numéro

1-1-13

SUBJECT  
Sujet

Dialogue with the Posts: Comparative Study of Results

FILE	DOSSIER
OTTAWA	
MISSION	

20-1-2-1  
4

ENCLOSURES  
Annexes

DISTRIBUTION

The officers consulted about this project were: MM. John Halstead, J.R. Maybee, D.W. Munro, Gordon Riddell, Blair Seaborn, and the writer.

Need for dialogue

2. There was virtually complete agreement that a dialogue with the posts, especially the small and medium-sized ones, should be undertaken and pursued. The only exception was Blair Seaborn, whose position on the subject is not quite clear. (At one point in his memorandum to you he expressed doubt about the need for and value of such an exercise, while at others he made pertinent and useful suggestions regarding desirable improvements).

Methods proposed for pursuing the dialogue

3. Again, there is almost unanimous agreement about the most appropriate ways of conducting such a dialogue.

(a) Letters of Instruction should be resurrected, especially for the small and middle-sized posts. Such Letters should not be drafted along earlier lines but should be brief and to the point, stressing policy priorities to be followed and, where possible, aims to be achieved. Policy recommendations should come from and/or be approved by the Senior Committee. They should be reviewed at least once every 12 to 18 months in order to take changing situations and needs into account. The Letters themselves should be reviewed by Divisions once every 12 to 18 months also.

(b) Reviews of Post Reporting: Such reviews should be conducted by Divisions every 12 to 18 months with the results exchanged not only with the posts for comments but with other Divisions as well.

...2

- 2 -

- (c) Visits by Departmental officers: A systematic programme of visits by senior Departmental officers to posts abroad should be established. This might be combined with regional Heads of Post meetings on a regular basis once every 12 to 18 months. (Blair Seaborn has suggested that Heads of Post might be brought home once each year. About this there was general disagreement, the feeling being that such visits would coincide with or encourage holidays, with the result that visiting Heads of Post might spend only a day or two in the Department, as so frequently happens now.)
- (d) Preparation and research before departure: Each Head of Post (indeed all officers going abroad) should spend at least two to three weeks in the Divisions concerned preparing himself for his new assignment. (Exceptions might be where an officer is posted to a job from the corresponding Division.)
- (e) Personal letters: Middle and senior officers should be encouraged to exchange more personal letters about Departmental business with posts abroad and vice versa.
- (f) Flow of Departmental memoranda abroad: Policy memoranda should be sent more frequently to posts than is the case now and posts should be encouraged to comment. When possible, they should be consulted about policy matters rather more than they are at present.
- (g) Canadian news: There was general agreement that most posts are now adequately served. One officer consulted suggested that CBC News Bulletins and PSTs be sent to all posts by telegram; another suggested that full copies of Le Devoir and the Globe and Mail be sent to all posts by air.
- (h) There was general agreement that the Inspection Service as now set up should not deal with post reporting, since it is not equipped to do so. This should be handled by the area divisions concerned.
- (i) There was considerable doubt expressed about the practicality of programme and reporting projections, given the changing situations many of our posts have to deal with and over which they have little control. Conversely, where local situations are stable such projections tend to become somewhat nugatory.

...3

4.  
submitted:

Among individual suggestions, the following were

(a) Longer postings for desk officers in Ottawa so as to ensure greater work continuity and sustained guidance for the posts.

(b) The provision of machine cypher for posts where traffic can be heavy and where it does not prevail now, for instance, Dakar, Tunis, Yaoundé, etc.

(SIGNED) A.E. BLANCHETTE

Directeur des relations entre pays francophones

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
À Mr. Collins

SECURITY  
Sécurité CONFIDENTIAL

FROM  
De Direction des relations entre pays francophones

DATE February 20, 1968

REFERENCE  
Référence

NUMBER  
Numéro

SUBJECT  
Sujet Dialogue with the Posts

FILE	DOSSIER
OTTAWA	H-13
MISSION	22

ENCLOSURES  
Annexes

DISTRIBUTION

I had a chat with Gordon Riddell this morning. He had been unable to see me before.

- (i) In his view, Letters of Instruction should be resurrected but in condensed form. Missions should be asked to comment on the local feasibility of the guidance carried in the Letters and on the suggested priorities;
- (ii) All Heads of Mission (indeed all officers going abroad) should spend at least two weeks in Ottawa studying divisional files, particularly area division files, in preparation for their new assignments. (The only exception might be the case of men like Tom Carter going to Cairo). He gave me some astounding examples of Heads of Post going abroad with about 40 minutes of preparation on extremely delicate and complicated subjects;
- (iii) More personal letters between officers in the Department and abroad on public business should be encouraged;
- (iv) Systematic visits by senior Departmental officers abroad should become standard each year. He does not much like (and I agree) the idea of bringing Heads of Post home each year. Most would want home leave and many might spend only a day or so in the Department, thus defeating the purpose proposed.

2. You should have my comparative study on this general subject this afternoon.

cc: Mr. Burbridge  
Mr. Kirkwood

LA/P.A. Bridle/rb

PERSONAL &  
RESTRICTED

Feb. 13, 1968

cc: J. Hooton  
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1-1-13	
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MEMORANDUM FOR MR. LANZLEY

Relations between Missions & Department

This relationship should be the core of the work of the head of a geographical Division. Mr. Hooton informally asked me for views on another memorandum he has prepared for the Senior Committee, the memorandum on Departmental organization. One central part of this memorandum is relevant to relations between Missions and the Department, and therefore I would like to relate my comments on that part of the earlier memorandum to this latter question.

If, while the functional Divisions carried on their work much as at present, the Head of any area Division had a global and continuously well informed view of the functioning of the missions in all main aspects both substantive and administrative and was in a position to bring the area point of view to bear on a more regular and systematic basis, the essential groundwork for more effective relations between the Department and the missions would be laid. As I suggested to Mr. Hooton, in addition to what is now done and what was proposed in the memorandum he showed me, there might be regular meetings - say, in alternate months - between the Head of area Divisions and, first, those in functional Divisions and in other Departments and agencies concerned with substantive problems in this area, and, second, with the functional Divisions dealing with administrative matters in this area. In my opinion the question of a Head of Division becoming a "centre of financial responsibility" is of no real importance in this regard unless it is necessary as a means of obtaining from Treasury Board the status which heads of geographical divisions may need to qualify for the supporting staff they would need if they were to function as suggested.

I see the role of a head of a geographical Division as like that of a "Country Director" in the State Department. He is the man who, calling on his desk officers as necessary, should at any time be able to bring to bear on a problem of any kind in his area - anything from a major crisis to a Counsellor's inability to get along with the Head of Post, - the insight of a family doctor. He is the man who should have a major voice in all planning - from major aid programmes to construction programmes - affecting his area, for he is best qualified to judge how well or badly these plans fit into policy objectives in his area.

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14.2.60(ust)



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In relation to the geographical areas in which we conduct foreign policy and to the missions which work in those areas, the head of an area Division stands midway between the functional Divisions, both substantive and administrative, on the one hand, and the Assistant Under-Secretaries and the Under-Secretary on the other. The former carry out - and should continue to carry out - essential specialized work or work in the multilateral field, and the latter provide guidance and supervision to all heads of Division and see that their activities fit harmoniously into our broad foreign policy objectives. It does not seem to me that the heads of geographical Divisions can or should pre-empt any significant part of the functions of the former any more than they can perform any significant part of the duties of the latter. But, if they had adequately full knowledge of everything the Department is doing in relation to their areas and their missions and if they had adequate opportunity to influence these activities, they would more readily facilitate the work of the functional Divisions and perhaps contribute more effectively to the decision-making process.

I am convinced that a change of this kind, combined with changes of the kind suggested in Mr. Hooton's paper on Departmental organization, would rejuvenate relations between the Department and its missions. Communication, the flow of instructions, information, answers to questions, etc. - and the counter-flow of reports and queries - would continue to be handled by different Divisions depending on the subject in hand; but the global view which the Head of Mission has of his operation would be matched by the global view of the Head of the responsible area Division at headquarters. The knowledge that this was so would in itself be re-assuring to the Head of Mission, and the increased capacity for co-ordination and general direction which would mark the work of the Head of the area Division would bring about greater mutual responsiveness between the Department and the missions.

Turning to things as they are and what might be done under present organizational arrangements to improve relations with the mission on substantive matters, I say right away that I am by no means satisfied with the Department's relations with Latin American posts. Latin America is almost the archetype of the area liable to be plagued by ills of the type identified by the Glassco Commission and by Mr. Eatock. We have a large number of posts, they are geographically dispersed and they vary considerably in size and importance. With one or two - Havana and Caracas spring to mind - the nature of business is such that there is inevitably a fairly continuous dialogue about more than one matter of importance, but with the rest the communication is predominantly one-way, punctuated with varying degrees of frequency by an exchange on something that matters. All of these missions - Havana is psychologically isolated and Caracas is rather overworked - need more attention simply in order to give them the assurance that they are working along the right lines and that their work is noticed and, if this is the case, appreciated.

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- 3 -

It is exceptional for any Division to fail to keep Latin American missions informed on matters in which they have a direct interest and to the best of my knowledge they always get their instructions in time. But this is essentially a responsive performance. We make sure we do what is necessary and find we are pretty hard pressed to accomplish that. This is a by-product of the work-load ~~and activities~~ of the Divisions concerned and of the activities of their members, and of the way the missions are staffed. So far as my Division is concerned, I do not complain on the latter score. Personnel Operations has done and is still doing everything it can, and the present prospect is that in two or three months we will be settled down in a way which should make it possible to do some of these "other things" which one constantly plans to do and which are the sine qua non of an effective relationship with the missions.

The first requirement is to introduce more focus and selectivity into the missions' reporting. This is more easily said than done but a start could be made by reducing the space - especially telegraphic space - devoted to events of passing importance; more fundamentally, we have a plan - with which we may get the assistance of an academic consultant - to analyse the overall effect of the reporting which is being done in order to assess its value in relation to the needs of the branches of government served. Perhaps the system once used in European Division could eventually be introduced as a means of periodically adjusting reporting to needs as they arise.

Another project, now getting under way, is to invite missions to contribute to a study of future policy in Latin America on the basis of Mr. Pelletier's report on his recent tour in the area. (A consultation of this kind on the question of joining the OAS took place about two years ago.) I intend to propose a similar survey of mission views on the question of aid to Latin America and, on a more restricted basis, on the question of our Cuban policy.

I should add, parenthetically, that last year the new programme review procedure provided us with a good opportunity to consult the missions about their needs and objectives; but it must be added that it was a one-way process - they told us what they would like to accomplish but it is a long time since we told them in any systematic way what we expect them to accomplish.

Less fundamental but useful steps I hope to take include encouragement of, and assistance to, desk officers in developing pretty continuous dialogues with posts on questions of either practical importance or basic significance; more frequent correspondence on my own part with heads of post on a "Dear John" basis, less on substantive matters than just to keep in touch; and encouragement of the missions to come up with ideas for the Department's consideration.

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- 4 -

An outstanding need in Latin America is a visit by our Minister and a regional head-of-post meeting; if the former has to be postponed indefinitely, the latter should in any case take place before too long. I would also favour the creation of conditions under which the Head of Division could visit the posts at reasonable intervals and Heads of Mission could similarly visit Ottawa.

Lastly, I know that the information material supplied to missions - both on policy matters and about what is happening at home - has been much improved in recent years but I am sure that a really major effort to increase to the maximum the flow of such information, in respect of quantity, scope and speed, would pay enormous dividends by helping the missions to feel in touch with events at home and with what the government is trying to achieve abroad.

P.A. Bridle

(P.A. Bridle)

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
À  
Mr. R.E. Collins, O/USSEA

FROM  
De  
Head, Far Eastern Division

REFERENCE  
Référence  
Memorandum of January 9 from Central  
Planning Unit to Senior Committee

SUBJECT  
Sujet  
Relations between Missions and the  
Department

SECURITY  
Sécurité  
RESTRICTED

DATE  
February 12, 1968.

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	1-1-13 22

ENCLOSURES  
Annexes

DISTRIBUTION

The memorandum and its enclosures deal with a number of quite different problems of varying importance and to which quite different remedies (some relatively easy, some rather difficult) could be applied. There is, in my view, considerably more validity to some of the alleged shortcomings of the Department than to others and I think I detect a tendency to blame "the system" when the fault may be more with the individuals. One should perhaps guard against a tendency to think that adjusting "the system" will automatically wipe out the shortcomings attributed to it.

Sense of isolation from events in Canada, attributed to slow arrival of Canadian newspapers and periodicals.

2. In part this is the inevitable result of a far-flung service and the fact that many posts seldom see Canadian visitors who could bring them up to date. Personnel abroad, except at the busiest and most frequently visited posts, must accept it as a fact of foreign service that they cannot keep in closest touch with Canada.

Possible Remedies:

- (a) CBC news bulletins and PSTs to all posts by telex; supplement this if necessary by airmail editions of Globe & Mail (first section) and Le Devoir, or 4-8 sheet off-prints of these two if it can be arranged with publishers.
- (b) Bring Heads of Post home on consultations if possible once a year so that they may be better able to tell their staff of developments in Canada.

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Sense of being out of touch with Department, attributed to lack of dialogue and of more frequent and specific guidance from the head office.

3. Though I have not worked at a really quiet and isolated post, I am instinctively suspicious of this shortcoming, at least insofar as it is implied that it derives from some grave deficiency at headquarters. If a head of mission (or other member of the mission) has prepared himself properly for a posting by studying a few key files, visiting the operational divisions and departments interested in his mission and discussing the way his assignment can best be carried out with the desk officer and the head of the area division, then he should from the outset have a very good idea of the purposes and priorities of his mission. An experienced foreign service officer with a number of years in the Department (the case for most heads of mission) should be able to work most of this out for himself.

*Agree*

4. After arrival at the post, he should be able to determine the continuing or possibly changing interests of the Department in his country or area by watching the flow of information documents sent to his mission. Selected Documents are very useful in this regard. An officer of experience should not need constant guidance as to the kind of reporting which he can most usefully do to meet departmental and governmental requirements. On operational matters, it seems to me that (in part as a result of the great improvement in our communications system in recent years) there is a tendency if anything to over-instruct our missions abroad and to leave too little to the judgment of our heads of mission. Nevertheless, if a number of missions feel that they are out of touch with the Department, even though this may result from the failure of the individual to make a fairly readily observable assessment of the Department's thinking, then this is in itself a shortcoming which one should try to remedy.

*in some cases*

#### Possible Remedies

- (a) Insist that all officers going abroad, and especially heads of mission, spend at minimum three weeks concentrating solely on the new assignment (with no residual responsibilities for the old one), during which they will operate out of the area division concerned.
- (b) Bring Heads of Post home on consultations if possible once a year so that they may discuss first-hand Departmental requirements - normally more satisfactory than exchanges of letters and telegrams.

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- (c) Strive for longer periods of duty for desk officers. The smaller and more isolated posts, who particularly feel the lack of communication with headquarters, tend to be serviced in Ottawa by very junior officers who spend relatively short periods of duty on the desk. They neither spend long enough nor have sufficient background and experience to feel fully confident in their work, certainly not sufficiently so to engage readily in a dialogue with the post nor to discuss substance with people at the post whom they consider far better qualified than themselves. My experience has been that when you have more experienced officers with longer periods on the desk, there is dialogue with the post because the desk officer develops his own knowledge and convictions both in analysis and in wanting to guide the post's operations.
- (d) Instruct all desk officers that in almost all cases when they draft memoranda of any substance at all to other divisions and departments concerning country "X", a copy should go for information to our post in country "X". This is one of the best and easiest ways of letting the post know what is being done back home about his country. If, when appropriate, the copy of the odd memo can be sent under cover of a personal letter from the desk officer or head of division, so much the better.

Programme planning and budgetting: objectives.

5. I look forward to seeing the results of the pilot studies under way with respect to Yugoslavia and Tanzania. As Hanley Bennett and others involved in this field know, I am a little skeptical about the concept of establishing programmes and objectives for our missions abroad. So much of our work is responsive to factors and situations over which we have little or no control that a statement of "objectives" is likely to be so general as to provide no real guidance at all. One can, of course, set out details of an information programme or an aid programme with some reasonable hope of seeing them implemented according to plan. Beyond this, and particularly in the fields more traditionally associated with the work of an Embassy, the "programme" may not be a very meaningful concept. I am doubtful, therefore, whether the new approach to programming and budgetting is likely in itself to give missions abroad a clearer idea of what is expected of them in that area where the work is largely responsive to changing and often unexpected circumstances. You can't very readily programme for a crisis - or at least not far enough ahead to take the necessary measures with respect to providing additional staff to cope with it. In brief, though it may be necessary to go through the motions of programme planning in order to satisfy the requirements of Treasury Board, the establishment of objectives and priorities is not likely, for reasons set out above, to provide the precise guide to action which the outside investigators think a larger

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- 4 -

number of our missions need and would like to have. The guide to appropriate action is best found in the knowledge which our senior officers, and particularly our heads of mission, should have about the interests and responsibilities of the Canadian Government, of the international scene and of the craft of diplomacy.

A handwritten signature in dark ink, appearing to read 'J. Blair Seaborn', with a long horizontal stroke extending to the right.

J. Blair Seaborn

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

MEMORANDUM

TO  
A Mr. Collins

FROM  
De M. A. Blanchette  
Direction des relations entre Pays Francophones

REFERENCE  
Référence

SUBJECT  
Sujet Dialogue with the Posts

SECURITY  
Sécurité CONFIDENTIAL

DATE February 12, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	1-1-13 22

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DISTRIBUTION

Mr. Keith  
Mr. Hooten  
Mr. Maybee  
~~Mr. G. B. B.~~  
Mr. Riddell

The following is an account of my conversation last Friday with John Halstead, who has seen this note and agrees.

General comments: He concurred in the points conveyed to you in my notes of February 7 and brought forward many useful refinements on the basis of his experience as Head of European Division.

- 7  
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- (1) Regarding Letters of Instructions he agreed that these could be useful, particularly for the smaller and middle-sized posts, if they were kept brief and dealt primarily with the question of priorities. These, he thought, should be of two kinds: (a) priorities in terms of Canada's foreign policy as between regions and posts within a region; and (b) priorities in terms of the post's work as between its various functions (e.g. consular work, information work, political reporting, trade promotion, etc.). The second set of priorities for each post would to some extent flow from the first set of priorities, which he thought the Senior Committee could most effectively establish. To set such priorities is difficult for an area division, which understandably tends to give priority to its own area. Moreover priorities change over the years, for instance Latin America during the Second World War and today; Africa twenty years ago and now. To give a practical example in terms of Letters of Instructions, if trade and public relations have become the main purpose of Canada's presence in Latin America today, this should be clearly laid down by the Senior Committee for the guidance of the divisions concerned. Conversely, if aid and public relations are the main purpose in Africa, this too should be clearly established, so that it may be so stated in the Letters.
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- (2) He agreed that Divisions should carry out systematic reviews of reporting in their area at least once every 12/15 months, adding that the results of these reviews should be brought to the attention not only of the posts concerned but also of other Divisions as well. A fruitful process of cross-fertilization might result among Divisions from such comparative studies.
- (3) As regards inspections, he believed that Inspection Services (as now set up) is not equipped to do justice to the subject of post reporting and should not in the circumstances try to do so. Area Divisions should do this. This would be of benefit both to the posts and to the divisions.
- (4) Instead of the current Inspection set-up as regards post reporting, systematic familiarization visits by senior officers to given posts or areas should be undertaken on a regular basis. Such visits could be to individual posts or might group together the Heads and/or senior officers of several posts. They should take place once every year or so. The point is that they should be systematic, with money budgetted for the purpose each year.

*Programme  
Review  
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I trust these notes will be helpful to you. I have an appointment with Gordon Riddell on Wednesday morning when I will bring his views to your attention.

Would you want me to check with some of the other larger Divisions for you?

Le Directeur des relations entre Pays Francophones,

*A. E. Brachet*

I have been looking over European Division's "reporting from missions" files. It undertook a reporting dialogue with its posts during 1963 and 1964.

While the operation was undeniably successful, I would suggest the following refinements as far as any future dialogue with posts is concerned.

- 1) A clear distinction between large and small posts should be made at the outset of any such exercise in future. Most of our posts (even in Europe) are small, yet the guidelines laid down in European's dialogue seemed **based on** the large ones. As a result Ankara, Athens, Bern, Copenhagen, Lisbon, and others seemed swamped. In varying degrees all voiced cries of distress, (hardly the object of the exercise) or indulged in forms of non-violent non-cooperation. The same reaction would prevail in other areas too, doubtless even more so in the tropics where our posts are beset not only by small staffs but by a host of other problems as well, such as ill health, poor communications, etc.
- 2) At the beginning moreover any such dialogue should, I think, be bilateral (between Division and post concerned) rather than multi-lateral. This would allow of individual tailoring, to take the post's size and problems into account. Later on the dialogue could be broadened to include an area, but preferably not at the very outset.
- 3) Many posts (even some of the large ones) questioned the practicality of seeking to project reporting six to 12 months ahead of time, as European's operation did. In view of the rapidly changing circumstances in which many of our posts find themselves, especially in Africa and Asia, I would be chary about seeking such projections from them in future dialogues. At any rate I would tend to preface any such request by the phrase: "If you think it worthwhile, desirable, possible" (or something of the sort), "we would welcome...", leaving the decision up to the post. Moreover, in most of our tropical posts drafting officers are few and the best of intentions are often stymied by illness, which can leave the officers concerned not only with sore innards but guilty consciences as well, particularly if they have made fine projections which they are unable to carry out.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A Mr. R.E. Collins

FROM  
De Commonwealth Division

REFERENCE  
Référence Mr. Hooton's memorandum of January 9

SUBJECT  
Sujet The Senior Committee's Consideration of  
Relations Between Missions and the Department

SECURITY  
Sécurité RESTRICTED

DATE February 12, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	1-1-13 22

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Annexes

I.

DISTRIBUTION

The first thought that struck me on reading Mr. Hooton's report centred on the comments in paragraph 2 and (indirectly) in paragraph 5 on the decision to discontinue Letters of Instruction to Heads of Post. The reasons for discontinuing the practice of issuing such Letters have never been entirely clear to me. I am indeed convinced that the practice might be revived.

2. I can distinctly recall the first occasion I had to deal with Letters of Instruction when I was abroad. The Ambassador was absent and he had asked me to look into some of the matters in his filing cabinet while he was away. In the course of going through the drawers I came across the Letter of Instruction at the bottom of a pile of papers. I read the Letter through and I was quite impressed with the thought that had gone into it in relation to the work that was expected of that particular post and I made a hasty mental assessment of how nearly the Mission had succeeded in meeting the objectives set out in that Letter. The exercise was quite illuminating. There were no particular objectives that we could not have achieved had we tried and all the objectives set out in the Letter seemed to me to be worthy, if not actually of attainment, at least of striving for. It occurred to me then - and I have retained the thought quite vividly - that a Head of Post should take out his Letter of Instruction on each anniversary of his arrival at the Post and measure his performance against the expectations set out for him by the Department. In my view, then and now, this could be a most salutary experience.

3. I have one further thought in this connection: each Head of Post might be asked, upon completion of his tour, to review the Letter of Instruction, assess his performance and recommend alterations (if necessary) in the Letter which should be issued to his successor. This part of the Head of Post's assignment should not be put off until the day before his departure but should be one of the first things he does when he knows that he

will be leaving.

4. The "objectives" to which Mr. Hooton refers in paragraph 5 of his memorandum may be known in a sort of general way at the Post and in the Department; these objectives, however, can be much better understood and are more likely to be striven for if they are committed to writing, a process that should assist both in their refinement and their clarification.

5. My first thought, therefore, boils down to this: we should at least consider returning to the practice of having Letters of Instruction prepared for Heads of Posts.

## II.

6. My second thought in this general area focuses on the means we use for communicating with one another. Many of those who are now members of the "Senior Committee" will no doubt recall that at one time we had a form of communication which began "Sir, I have the honour.....". This was known as a Despatch and was a communication between the Minister and the Head of Post. There was also the Numbered Letter which was addressed to the Under-Secretary and went from the Post (or was addressed in the name of the Under-Secretary to the Post). The ~~formal~~ Despatch disappeared and was replaced by the Despatch which was generally one of that long series of numbered communications (most of them Letters) which were exchanged between Ottawa and the Post. Its one claim to distinction was that it, too, was usually signed by the Minister (or on his behalf) or by the Head of Post. Gradually Despatches themselves disappeared. I cannot myself recall when I last saw a Despatch. I suppose in some ways the Despatch has been replaced by the telegram which bears a name as its terminal word group.

7. Be that as it may, we continue to write to one another in an institutionalized way. We have, to a large extent, throughout the whole history of the Department that I know about, succeeded in keeping the personal, human element out of our correspondence. I think that this is to some extent responsible for the comments Mr. Hooton felt obliged to make in his memorandum when he wrote about the breakdown in communications between Ottawa and posts abroad. It has been my feeling for a long time that we should use the "Dear Frank,... Yours truly, Don" type of letters between Ottawa and the posts to serve the same purpose of consultation, coordination and the injection of the human touch that we can accomplish in Ottawa by picking up the telephone. I know that there is a great deal of personal correspondence between posts and Ottawa; but my experience of it has been that, by and large, it is concerned more with putting a little pressure on this point or on that when a formal letter does not seem to have elicited the reply that was expected. What I have in mind

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- 3 -

is that the more informal "Dear Frank, ... Yours truly, Don" type of correspondence could be simply the exchange of views, without commitment, aimed at developing a reasonable policy position. When that point is reached, by mutual agreement between the correspondents, the informality should be dropped and formality in the form of Numbered Letters should begin. The exchanges between individuals, of course, should go on Departmental files and not be retained in the personal files of the officers between whom the exchange is taking place. This exchange, after all, is part of the process of the policy development - just as many telephones are the vehicle through which that same process is carried on. *But unrecorded?*

### III.

*the  
Priority  
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8. The question "What are we not reporting on that you want us to give our attention to?" is one that every post asks its home office. I have asked it myself any number of times from abroad until I realized that I was asking a question to which no home office can give an answer because only a crystal-gazer is capable of determining, on the basis of what he has, what gaps there are in his intelligence. In other words, it is a contradiction in terms to expect the home office to point out to the overseas branch what the overseas branch has failed to report to the home office. It is at this point that we have to depend on the good judgment of our overseas staffs - and, by and large, our confidence in that good judgment is not misplaced. Our officers in the field, in other words, after surveying the local scene, have to select what portions of it are worth reporting to the home office and to decide in addition the priorities under which the reports should be sent off.

*How many  
be over  
reported*

### IV.

9. This material, of course, undergoes certain transformations once it arrives in Ottawa: it may be mixed with similar material from other sources and served up in a variety of ways to serve a variety of purposes. Its origin may, in the process, be lost; the original author might be upset at the use to which we put it to convince the Minister that this or that course of action is desirable or otherwise; the author may not even recognize it as his own material. To set at rest these perturbations that emanate from our posts, we might perhaps provide, in greater quantity, copies of the regurgitated intelligence as it finally appears. In doing so, however, we run the risk (if the material is recognized at all) of inviting protests from our posts that we obviously had not fully understood what was originally meant. We cannot afford to get into arguments of that sort. If, however, the risk of controversy is small on this score (as it probably is) we might make renewed efforts to get to our posts the comments and commentaries, and the policy recommendations

... 4.

*Memoes  
(see Seaborn)*

- 4 -

which make use of the material that has been provided to us  
by our posts abroad.

  
Commonwealth Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO  
A

Mr. J. C. Langley  
Assistant Under-Secretary.

*cc/ J. Hooton*  
*h*

SECURITY  
Sécurité

RESTRICTED

FROM  
De

Mr. K. J. Burbridge,  
Head, U.S.A. Division

DATE February 12, 1968.

REFERENCE  
Référence

Your Memorandum of February 1, 1968.

NUMBER  
Numéro

SUBJECT  
Sujet

Relations between Missions and the Department.

FILE	DOSSIER
OTTAWA	
	1-1-13
MISSION	22

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Bridle

Mr. Kirkwood

There is no doubt that the lines of communication between headquarters and most posts are inadequate. I think Mr. Hooton's memorandum accurately outlines this difficult and complex problem especially as it affects the majority of our posts, particularly the smaller and more remote ones. I agree that the solution must necessarily be a gradual process. I also think it should be worked out in conjunction with the establishment of more clearly defined objectives and guidelines for the operation of our missions which, of course, will vary depending on the location, importance, and size of the post, and our immediate and long term interest in the country concerned. The responsibility for this task, in my opinion, should fall mainly on the area division working in cooperation and close consultation with the Heads of Post concerned.

2. If we are to give more guidance and encouragement to our posts and provide them with more information on department and government policy on issues of direct interest to them, we must first of all enlarge and strengthen our staff in Ottawa and particularly in the area divisions. In my view, this is a basic requirement. Headquarters is where policy is formulated and decided. It is also the source of instruction to posts. We need more strength in the middle FSO ranks (i.e. FSO3 - FSO6). This could be achieved by either bringing back to Ottawa more officers in those grades or keeping more here for longer periods. We are obviously weak at home base in this middle strata (what might be described as the production level) insofar as officer strength is concerned.

3. Paragraph 5 of Mr. Hooton's memorandum mentions that pilot projects are now underway at our missions in Yugoslavia and Tanzania. I would recommend that a pilot project should also be conducted at a consular post if the Department is to have a more balanced appreciation of the problem now being considered. Our consular missions constitute about one-quarter of our posts abroad. We have twelve of them in the United States. Consular missions are quite different from diplomatic missions because the nature of their function is different - their requirements are different. They do not deal directly with foreign governments but are mainly involved in the important areas of trade promotion, dissemination of information, cultural work, tourist promotion, and routine consular activities. They are not involved in the work of political reporting to the extent of our diplomatic missions, although I think they should be doing more in this field and the U.S.A. Division is encouraging them to do so. Some consular posts are not equipped to do political work. A

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number of them are entirely operated and staffed by the Department of Trade and Commerce and the reins we have on these are tenuous. There is therefore not the same need to develop closer relations with Consulates in political matters. This does not mean, however, that we should not do more in this field. Our consular posts in the United States want to know much more about what is going on in Canada especially on subjects about which they receive a large number of enquiries, e.g. - at the present time - the subject of constitutional change and a new type of federalism for Canada. They should be provided with more material relating to their particular activities especially in the information field and in their efforts to promote Canada. This material could be of two kinds: (a) for their confidential use as background information, and (b) material in statements which could be handed out to public information media. For example, I think greater effort should be made to send them copies of departmental memoranda (including those going to the Minister) dealing with topics of current interest to them and copies of some of our exchanges with other departments, even when these memoranda are concerned with policy planning in its early stages.

4. In U.S.A. Division, we are very conscious of this general problem. For the past year, we have been trying to do something about it and we are doing this in two ways. First, we make every effort to see that an acknowledgment or reply is given to all important reports and queries from our consular posts in the United States. Where appropriate, we comment in a manner to indicate divisional and departmental interest and to encourage further effort. In this way, we attempt to broaden the contributions from consulates in our work of assessing and keeping abreast of the totality of our relations with the United States. Second, in this process, we try to increase the flow of information from Ottawa to these posts within the limit of the division's manpower resources. We could do much more if our establishment were increased as I think it should be. As a small and very rough illustration of this effort, I might mention that the number of letters and telegrams sent from U.S.A. Division so far in 1968 is 158 as compared with 62 for the same period last year.

5. I have commented particularly on this problem as it relates to our consular posts in the United States. I know there is a feeling in most of these posts that the Department is not supplying the kind of guidance on questions of policy which would be best calculated to help the posts do the best job they are capable of. The interim measures this division has taken are no substitute for a complete review and study of the Department's capability to improve the relationship between Ottawa and all posts. Fundamental is the whole broad question of what we expect the posts to do in any particular part of the world; this means establishing objectives and guidelines which, of course, should be reasonably flexible and subject to modification and revision periodically to meet our particular interests as circumstances change. The Department will then have to determine what resources are needed by the post to accomplish objectives and, finally, it will have to determine how to find the kind of human and financial resources which will be required. As you know, such a review as it relates to our consular posts

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in the United States is now going on in this division. We are using as a starting point the Bridle Report on which we have asked our posts to comment. Our Embassy in Washington is not included in this review. Because of its size and importance and direct lines of communication, it has a unique relationship with this Department and, indeed, with other Departments and with the Ministry itself. Notwithstanding this, I think that the Embassy should be included along with other posts in any review on this problem. Within a short time, I hope we can broaden this review in consultation with other interested divisions and departments, especially the Department of Trade and Commerce.

6. Another method for developing closer contacts and improving relations with posts would be the holding of regional conferences on a regular basis. What I have in mind are conferences of Heads of Post in a given geographical area such as South America, Africa, Europe, and the United States. Conferences have been held spasmodically in the past but I think it would be desirable to hold them on a regular basis, not necessarily every year but I think consideration might be given to holding them every two or three years for each geographical area. As far as the United States is concerned, I think the last consular conference was held in 1958 and this followed one about ten years earlier. Our consulates should profit by more frequent meetings, all of which need not be held in Washington. There are advantages in holding them at different Consulates General from time to time. These conferences should be well organized with carefully planned agendas and be attended not only by Heads of Post but also by experts from the Embassy, from headquarters and other Departments with direct interests in the area concerned. Whenever possible, I think interested Cabinet Ministers should be encouraged to attend such conferences.

7. I think the idea of the area divisions developing, in cooperation with the mission (excepting Washington and possibly others), a programme of work and priorities over a six month period (as you think European Division did one time) has great merit. For some posts, this might be done on a more extended basis, say for a year ahead. The important element in this is that the Head of Mission participates in this exercise and he frequently is in a better position to know more about the local scene and problems than does the Department. Such an exercise might not be practical with consulates because of the different nature of their work but I think it could be effective in some aspects of their work, such as in programming their information and cultural activities.

8. From my experience abroad and in heading missions, I have the feeling that many of our missions, and particularly our Heads of Post, are never quite sure of what the Department wants them to do and how they are to establish priorities in programming the mission's work. This leaves an unnecessary and sometimes extensive area of un-

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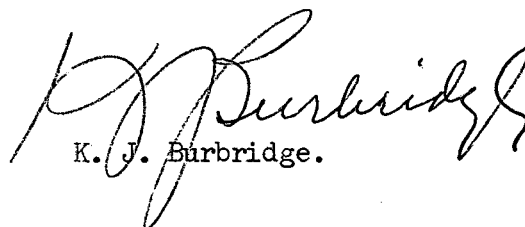
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certainty which is increased by the lack of response from headquarters to the work and reports from a mission. I think it is unfortunate that the practice of issuing letters of instruction to Heads of Mission has been discontinued. I believe this practice should be re-instituted or at least replaced by some suitable and effective substitute which would provide all posts with meaningful guidelines for their operation.

9. To sum up, I think the Department should consider:

- 1) conducting a thorough study and reappraisal of our objectives and what we want individual posts to do;
- 2) determining what resources are needed at headquarters and at posts to accomplish these objectives;
- 3) determining the best means to find the kind of resources needed to do this;
- 4) working out, in close consultation with the posts, more clearly defined guidelines for programming their work and establishing priorities;
- 5) studying ways and means to keep posts better informed about government thinking and policies, even in the formative stages;
- 6) offering more encouragement to posts by more frequently acknowledging and, where appropriate, commenting on their important contributions;
- 7) holding regional conferences of Heads of Post on a regular basis.

It seems to me that the last four should assist in establishing closer contact between headquarters and posts and also in avoiding unnecessary waste and effort which sometimes occurs at posts. This would also constitute a step in the direction of making more effective use of our resources in Ottawa and abroad.

  
K. J. Burbridge.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

*JSB*  
*file*

MEMORANDUM

TO : Mr. Collins  
A

FROM : M. A. Blanchette  
De : Direction des relations entre Pays Francophones

REFERENCE :  
Référence

SUBJECT : Dialogue with the Posts  
Sujet

SECURITY : CONFIDENTIAL  
Sécurité

DATE : February 12, 1968

NUMBER :  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	1-1-13 22

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Keith  
Mr. Pooton  
Mr. Hayter  
~~Mr. Pooton~~  
Mr. Biddell

The following is an account of my conversation last Friday with John Holstad, who has seen this note and agrees.

General comments: He concurred in the points conveyed to you in my notes of February 7 and brought forward many useful refinements on the basis of his experience as Head of European Division.

- (1) Regarding Letters of Instructions he agreed that these could be useful, particularly for the smaller and middle-sized posts, if they were kept brief and dealt primarily with the question of priorities. These, he thought, should be of two kinds: (a) priorities in terms of Canada's foreign policy as between regions and posts within a region; and (b) priorities in terms of the post's work as between its various functions (e.g. consular work, information work, political reporting, trade promotion, etc.). The second set of priorities for each post would to some extent flow from the first set of priorities, which he thought the Senior Committee could most effectively establish. To set such priorities is difficult for an area division, which understandably tends to give priority to its own area. Moreover priorities change over the years, for instance Latin America during the Second World War and today; Africa twenty years ago and now. To give a practical example in terms of Letters of Instructions, if trade and public relations have become the main purpose of Canada's presence in Latin America today, this should be clearly laid down by the Senior Committee for the guidance of the divisions concerned. Conversely, if aid and public relations are the main purpose in Africa, this too should be clearly established, so that it may be so stated in the Letters.

...2

-2-

- (2) He agreed that Divisions should carry out systematic reviews of reporting in their area at least once every 12/15 months, adding that the results of these reviews should be brought to the attention not only of the posts concerned but also of other Divisions as well. A fruitful process of cross-fertilization might result among Divisions from such comparative studies.
- (3) As regards inspections, he believed that Inspection Services (as now set up) is not equipped to do justice to the subject of post reporting and should not in the circumstances try to do so. Area Divisions should do this. This would be of benefit both to the posts and to the divisions.
- (4) Instead of the current Inspection set-up as regards post reporting, systematic familiarization visits by senior officers to given posts or areas should be undertaken on a regular basis. Such visits could be to individual posts or might group together the Heads and/or senior officers of several posts. They should take place once every year or so. The point is that they should be systematic, with money budgeted for the purpose each year.

.....

I trust these notes will be helpful to you. I have an appointment with Gordon Riddell on Wednesday morning when I will bring his views to your attention.

Would you want me to check with some of the other larger Divisions for you?

Le Directeur des relations entre Pays Francophones,

(SIGNED) A.E. BLANCHETTE

I have been looking over European Division's "reporting from missions" files. It undertook a reporting dialogue with its posts during 1963 and 1964.

While the operation was undeniably successful, I would suggest the following refinements as far as any future dialogue with posts is concerned.

- 1) A clear distinction between large and small posts should be made at the outset of any such exercise in future. Most of our posts (even in Europe) are small, yet the guidelines laid down in European's dialogue seemed based on the large ones. As a result Ankara, Athens, Bern, Copenhagen, Lisbon, and others seemed swamped. In varying degrees all voiced cries of distress, (hardly the object of the exercise) or indulged in forms of non-violent non-cooperation. The same reaction would prevail in other areas too, doubtless even more so in the tropics where our posts are beset not only by small staffs but by a host of other problems as well, such as ill health, poor communications, etc.
- 2) At the beginning moreover any such dialogue should, I think, be bilateral (between Division and post concerned) rather than multi-lateral. This would allow of individual tailoring, to take the post's size and problems into account. Later on the dialogue could be broadened to include an area, but preferably not at the very outset.
- 3) Many posts (even some of the large ones) questioned the practicality of seeking to project reporting six to 12 months ahead of time, as European's operation did. In view of the rapidly changing circumstances in which many of our posts find themselves, especially in Africa and Asia, I would be chary about seeking such projections from them in future dialogues. At any rate I would tend to preface any such request by the phrase: "If you think it worthwhile, desirable, possible" (or something of the sort), "we would welcome...", leaving the decision up to the post. Moreover, in most of our tropical posts drafting officers are few and the best of intentions are often stymied by illness, which can leave the officers concerned not only with sero innards but guilty consciences as well, particularly if they have made fine projections which they are unable to carry out.

February 7, 1968

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Note for MR. COLLINS

Dialogue with the Posts.

(Act III, Sc. 2.)

Benvolio: Zounds, nuncle, this tale again!

Mercutio: Aye, sweet Benvolio. The outposts feel lonely and we must  
replenish their spirits.

Benvolio: Nay! Nay! Mercutio. Methinks they imbibe mightily enough.  
Yet it is not for me to say.

Mercutio: What meanst thou, Benvolio? Canst be so wanting of wit anent  
when I am fraught with thought.

Exeunt Benvolio and Mercutio, arguing.

.....

I have a meeting with John Halstead on Friday. Meanwhile, the  
following thoughts may be helpful.

1) I liked the old Letters of Instructions, perhaps mainly because I  
drafted a few? I remember having coined that little gem "Aid and Trade"  
as typifying in a few words our basic approach to Indonesia in 1953. What  
would it be today, I wonder? Aid and broken library windows?

I think the Letters should be resurrected, but in a different form.  
Instead of the pages and pages of subjects to report on, characteristic of  
the old approach, I would now limit such a Letter to two pages at the most  
concentrating therein the essence of our relations and/or problems with  
the state concerned and, hopefully, the aims to be achieved. Such an  
exercise could be as thought-provoking as it might be timely, in the sense

-2-

that it would force Divisions to give consideration to basic bilateral policy at least once every two or three years. I would spare the large posts, e.g., Paris, etc., which may already be receiving too much wisdom from us. But I wonder when Santiago, Wellington, or Dublin last got guidance. There could be an Annex to the Letter giving some of the more important subjects to watch, but again at the most one or two pages. I think a suitable Letter for a small post could be carried in two pages, including the Annex.

✓ 2) If the above suggestion is found wanting, thought might be given to inter-Divisional Heads of Division meetings once each year to assess reporting from posts in a given area with the results sent out for eventual comments by the posts. Conversely, visiting or departing Heads of Post might be asked to request such an assessment at a convenient time (eight or ten months, let us say) after reaching their post. Divisions might also give departing middle/senior ranking officers such guidance. If the fore-  
✓ going suggestions are considered impractical, Area Divisions might be instructed to review post reporting once each year or 18 months.

3) I believe more frequent Inspection tours would help. Let me give you my experience. 20 years of service; 16 abroad. Of those 16, I experienced an inspection only once. It was useful, as far as it went. It concerned itself with reporting hardly at all, but concentrated mainly on the post's house-keeping. Perhaps the reporting was unblemished, but I doubt it. I would suggest less elaborate inspection tours than those prevailing hitherto. Ad hoc visits by senior officers might be the answer. For instance, why can the APAG number two man not spend a few days at a post after the bi-annual meeting, discussing reporting and kindred subjects. That would cover the

-3-

*Depends on the man*

NATO area quite well over a period of years. We send many officers abroad for conferences each year. Why can one of them not linger a few days on the spot for the same purpose. That too would cover quite a bit of ground over the years.

4) More frequent Heads of Post meetings abroad might be considered with a Head of Division, Ass't Under-Secretary, or other senior member of the service present. I don't mean those glorified meetings with all Heads of Post in a given area joining the Minister in a great confabulation. Much too elaborate for the purpose and too costly. But surely regional meetings with three, four, or five Heads of Post could be arranged once a year in different areas. A combination of this suggestion with the one conveyed in 3) above could cover a goodly number of posts over three or four years.

5) Divisions might be reminded to answer their mail! When I was in Athens I sought specific guidance on the question of recognition. The letter I sent to Ottawa went unanswered. Or at least it was not answered before I left Athens several weeks later. This may be an unusual case. On the other hand it may be more widespread a habit than one thinks.

6) Perhaps the greatest boon the Department could give small posts in their loneliness would be machine cypher. This would go far to ease their burdens and make them happier. I know because I have served in many small posts and have done a lot of adding in my day (and not so long ago at that!)

To end on the up-beat, the Department has--I believe-- solved the news problem. By the time I left Athens, for instance, we were getting the CBC news by Telex, and Le Devoir and The Globe and Mail (abbreviated editions) by air, along with Policy Guidance Telegrams, Hansard by air, etc. No complaints,



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on that score. Would it be worth asking whether posts would prefer to get no newspapers at all by sea in return for the full Devoir and Globe and Mail by air? We must subscribe to a lot of newspapers going out by sea and arriving weeks late. Perhaps the full Devoir and Globe by air might not be that much more expensive if all sea subscriptions were to be cut out? The Library might be asked to investigate.

*A. E. Brackley*  
Direction des relations entre pays francophones.

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1-1-13	
22	—

RESTRICTED

February 1, 1966

"2" —
1 —

file  
Relation

MEMORANDUM FOR: MR. BURRIDGE  
MR. BRIDLE

Relations Between Missions and Department

I am attaching a copy of a self-explanatory memorandum prepared by Mr. Boston for the Senior Committee on this subject. The Committee thought that it would be useful to have views and comments of heads of area divisions on their experience in dealing with the problems outlined in the memorandum. In particular, it was thought that some heads of divisions have made a practice of corresponding periodically with heads of missions on the latter's work, objectives and priorities. For example, it seems that at one time the head of European Division wrote every six months or so to the heads of European missions asking them to outline the main activities and reports which they expected their missions to undertake during the subsequent six months indicating priorities. When replies had been received, it appears that European Division would comment to the mission and that in this way a consensus was reached on a semi-annual work programme for the mission.

I do not know if European Division's experience has any relevance in relation to our missions in the United States and Latin America. Clearly there would be no point in engaging in correspondence of the kind indicated with our Embassy in Washington. I do not know if it would be useful in relation to the consulate. In any case I would be grateful if you could let us have a personal note indicating any experience which your division may have had in this general matter and your own views. Incidentally, the concern of the Senior Committee is with the way in which Divisions are keeping in touch with missions abroad on the substantive work of the latter and not in relation to deficiencies in administration which are being dealt with separately.

J. C. Langley

J.C. Langley

cc: Mr. Burwood

Jan 23/68

Orig.

Mr. Starnes

I think this letter from  
Harry Jay strengthens the case  
for an increased involvement  
of the geographic division in the  
complete responsibilities of posts. I  
think the deputy head of division  
could be a focal point of  
coordination, as you have contemplated  
for visits. Functional and  
admin. divisions should check  
with him before setting deadlines  
for posts or assigning them tasks  
at all. The posts should be encouraged  
to regard him as an ombudsman  
to whom they can appeal, and who  
will intercede on their behalf.

Would you pass this note and  
the Jay letter on to Frank Norton, if  
you agree, as fodder for the Senior  
Committee.

Bruce Keith

## EXTERNAL AFFAIRS



FROM REGISTRY

AFFAIRES ÉTRANGÈRES

THE OFFICE OF THE SECRETARY OF STATE

FO

SECURITY  
Sécurité

SECRET

PERSONNEL INFORMATION

PERSONNEL OPERATIONS DIVISION, OTTAWA.

DATE January 3, 1968.

TO THE CANADIAN HIGH COMMISSIONER, KINGSTON, JAMAICA.

NUMBER  
Numéro

Your Letter PO-6031 of December 8, 1967.

SUBJECT Rating of Officers - D.W. Campbell.

FILE	NUMBER
OTTAWA	3-8-1-4
MISSION	

ENCLOSURES  
Annexes

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DISTRIBUTION

Enclosed is a completed rating report on Mr. Campbell.  
Also enclosed is his certificate of awareness of the general progress he is making.

2. Although regretting that your deadline of December 31, 1967, could not be met, I hasten to disclaim any responsibility for the delay. Your letter under reference bore the typed date November 27, which had been scratched out by pen and a new date, December 8, stamped on the original. The letter in fact reached my hands on Wednesday, December 27. Even had it been possible for me to put every other consideration of work, family and important visitors to one side in the few remaining days before your deadline, I still could not have completed the form, had it typed and sent to you in time because the next bag was not to leave this Post until January 4, on which date the completed form was sent from here.

3. I am deliberately making a good deal of the fact that one month appears to have elapsed in Ottawa between completion of your request for urgent action and my receipt of that request only a few days before a demanding deadline. This is not an isolated example. If I had the time it would not be difficult to record the facts on a number of similar irritating examples of the lack of sympathy and understanding too many desk officers in Ottawa have in respect of conditions in the field. We are receiving requests for impossibly urgent consideration to tasks from a great many different desks in External and in External Aid and from seats occupied by outside experts brought in to examine the efficiency and the like of the Department. Torn many different ways by these demands and other pressing priorities that arise locally and with only two and frequently only one typewriter that can deal with classified material, it is just not possible to attempt the impossible. It seems to me that the realities of the situation should be recognized in Ottawa and some attempt made by senior officers to co-ordinate and evaluate the variety of deadlines that seem to us to be too frequently set with little or no consideration for the exigencies of the service in the field.

High Commissioner.

cc: Mr. Stinson, 1/10/68  
Mr. Keith, Information Services  
(only)

PERSONNEL INFO UNIT

OTTAWA, January 18, 1968

Dear Harry,

Thank you for your letter No. 1 of January 3 covering the rating report on Mr. Campbell. I would like to apologize to you for the evident contradiction between our request that the report be sent to us by the year-end and the fact that the next return bag following the arrival of our letter left a full four days later than our deadline. As you will realize, putting together the form letters for the FSO's and EAO's abroad is quite a large task for our Records Section, coming as it does right after the fall promotion committee meetings. This year the sending out operation was completed uncomfortably close to the Christmas season, and an additional delay resulted in some cases from the lengthy gap between bag deliveries. You can rest assured that I will make every effort to have the request go out a good deal earlier next year. In the meantime, I am indeed grateful to you for preparing the report on Mr. Campbell so promptly.

In view of the proliferation of demands on posts, I do agree with you that we have to be careful not to multiply our requests needlessly and to be reasonable in our expectations. In fact, this problem or rather how to avoid it is currently under study. In the meantime, I can assure you that we do appreciate the situation which all of us have experienced when abroad.

Yours sincerely and with best  
wishes for the New Year,

J. M. Cook,  
Head of Personnel Operations Division

Mr. R. H. Jay,  
The Office of the High Commissioner for Canada,  
KINGSTON

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

**MEMORANDUM**

TO  
À

Mr. Hooton

FROM  
De

Inspection Service

REFERENCE  
Référence

SUBJECT  
Sujet

Policy Guidance for Posts

SECURITY  
Sécurité

January 17, 1968

DATE

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	

ENCLOSURES  
Annexes

DISTRIBUTION

You indicated that you were wondering how widespread is the feeling amongst heads of post that they would benefit from a greater amount of policy guidance. I think three forms of policy guidance are involved:

- (a) objectives and priorities
- (b) political reporting instructions
- (c) policy information.

2. In his travels abroad (26 posts) Mr. Eatock gained the impression that middle and small posts in particular were in need of a greater amount of policy guidance. I recall that Mr. Eatock reported this in various meetings after his return, but to verify his findings I have had a further talk with him. He said he found heads of post were often not clear about what the post should be doing and what priorities should prevail. Some of them were worried that they were perhaps concentrating on matters of third and fourth rank importance in terms of Ottawa interests. He identified a need at many places of a policy framework within which the post could develop its day-by-day activities. He said he was aware that letters of instruction had been discontinued and that heads of post were expected to determine for themselves the role of the mission in the light of their own experience, the available documentation and the local circumstances. However as a result of his discussions at a number of small posts, he does not think this can be successfully done by heads of post whose work does not bring them into frequent contact with Ottawa. He feels the head of post often has not adequate information for this purpose and is not in sufficiently close touch with Departmental thinking to be fully aware of the ways in which activities within his region might best support and strengthen Canadian Government purposes.

3. Mr. Eatock believes the need for policy guidance at all three levels can best be met through invigorating a policy planning section and through strengthening the job of the deputy head in area divisions. He believes the deputy head of division should be responsible for ensuring that a statement of objectives and priorities, consonant with the Departmental policy for the region, is made



- 2 -

available to the head of post on appointment (a document prepared in consultation with the Planning Unit and as necessary with the Senior Committee and the Under-Secretary). It should be up to the deputy head of division also to ensure that an effective dialogue is developed between the division and the post on the requirements of political and economic reporting and that to the extent possible posts are made aware of policy development in the formative stages (page 48, Eatock Report).

4. Mr. L.A. Parent accompanied Mr. Eatock on most of his visits and kept notes on discussions at posts. He has reviewed his records at my request and says that at approximately 60% of the posts visited complaints were heard about the lack of direction from Ottawa on broad objectives and on priorities, about the lack of prior guidance on the type of political reporting required and also the absence of response to reports submitted. There were also many complaints about the slowness of Ottawa in replying to correspondence of all kinds.

5. The conclusions drawn from Inspection Service visits during 1967 to posts in Latin America and Europe have been along the same lines. Heads of posts often did not seem to feel that they had adequate information on which to determine objectives and set priorities for themselves. They generally felt out of touch with Ottawa. They were distressed about the meagre amount of dialogue it seemed possible to generate with geographic divisions on political and economic reporting.

6. Bruce Rankin in Caracas was specially articulate on these matters when I visited him in Caracas. He said that he was employing his time and talents in a quite different manner than his predecessor had done and he wondered which of them, if either, was fulfilling departmental objectives. He was distressed at the lack of response to his reports and at the insufficiency of information available to him about Canadian policy in the Latin American region as a whole. He said he had found that only by arranging to take his leave in Canada and visiting the Department could he hope to inform himself adequately.

7. In Mexico Mr. Feaver and his officers took much the same line in discussion with me, especially on the question of political reporting. More recently Mr. Gregson, the senior auditor, encountered the same reactions on the part of Mr. Cleveland in Bogota. In Port of Spain, Mr. McKinney said that while there were a great many responsibilities assigned to his post, no agreed set of priorities existed by which he could know which purposes the Department considered to be paramount and how it thought he should apportion his limited manpower resources. Here and also in Kingston (Mr. Jay) we encountered a feeling that the Department was not fully aware of the extent of the workload imposed by the requirements of aid administration and of the ways in which this burden inhibited the post in carrying out other tasks.

8. I discussed these matters last week with Mr. Allan McGill, who has had recent experience as a head of a small post. He was of the opinion that he would have benefited from a set of objectives on first appointment, that the response to his political and economic reporting was disappointing and that availability of a greater amount of information on Canadian policy at an earlier stage than public pronouncements would have been helpful.



EXTERNAL AFFAIRS



AFFAIRES EXTERIEURES

MEMORANDUM

TO  
A Senior Committee

FROM  
De Central Planning Unit

REFERENCE  
Référence

SUBJECT  
Sujet Relations between Missions and the Department

SECURITY  
Sécurité

RESTRICTED

DATE

January 9, 1968

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
MISSION	1-1-13 22

ENCLOSURES  
Annexes

DISTRIBUTION

Mr. Robinson  
Mr. Collins  
Mr. Gotlieb  
Mr. Langley  
Mr. Starnes

The relations between missions and the Department have been a matter of concern, comment and sometimes of criticism over a period of time. Various consultants' reports have found that some aspects of these relations are inadequate (see Annexes A and B) and it may, therefore, be a useful subject for the Senior Committee to discuss from time to time with a view to establishing gradually the broad guide lines in which these relations should develop.

2. Mr. Eatock, who visited a number of missions, found that there was a fairly general feeling, particularly in the small and middle sized missions, that they were out of touch with thinking in the Department. When questioned about priorities in the use of the resources of their mission, many Ambassadors and High Commissioners indicated a lack of certainty concerning the objectives of their missions and the priorities which should govern the use of their resources. Since the discontinuance of letters of instruction, Heads of Mission have no summary document which can give them clear guidance from Ottawa.

3. Mr. Eatock also found that there was a general lack of comment from Ottawa on despatches and telegrams prepared by the missions and therefore he found that an uncertainty had developed in a number of the missions as to the usefulness of their work.

4. On the other side of this debate there is the contention that Heads of Mission, who usually have served in middle to senior posts in Ottawa, should be reasonably well-acquainted with the Department's requirements abroad and that they should be capable of deciding on the spot which developments in the country in question are of interest to the Canadian government and what the priorities for their use of resources should be. There is also the consideration that, in a world in which crises develop rather quickly, it is very difficult to lay down meaningful priorities and that it may not be worth the effort to work out priorities in detail when it is known in advance that these priorities will not be adhered to and when the only apparently sensible arrangement may be to plan the use of officers' time on the spot. Naturally any comments or requests from the Department would influence the week-to-week or month-to-month planning for these missions.

5. A further set of considerations, however, has come on the horizon. These stem from the new system of programme planning and budgetting which is gradually being introduced into government departments including the Department of External Affairs. A proper system of programme planning and budgetting assumes that there are objectives which should be set and resources which should be applied to the attainment of these objectives. It assumes that plans can be devised in advance and objectives attained in accordance with these plans. This raises the whole question of whether programme planning and budgetting can be made very explicit and useful in a department such as the Department of External Affairs. Pilot studies are now underway for our Missions in Yugoslavia and Tanzania in an attempt to establish objectives and priorities and the division of resources between various areas of the missions' work. We should probably not attempt to assess the outcome of these pilot projects until they are completed but at some stage it would be worth considering whether projects of this nature are of sufficient value to be carried out in all our missions. This will presumably be a proper topic for discussion and decision in the Senior Committee after the pilot projects have been completed and assessed.

6. It is difficult to assess the accuracy of some of the deficiencies mentioned above. Mr. Eatock is not prepared to divulge the names of individuals who commented to him on some of these subjects as he considered that they did so in confidence. However he has indicated that in the small or middle-sized missions there was a pretty consistent pattern of the sort of malaise described. It is of course possible that some Heads of Mission work more happily without specific guide lines and some may actually prefer to be left more-or-less on their own to decide in the light of local conditions and developments what should be reported to Ottawa and to decide on the priorities which should be given to different aspects of the mission's work. It would seem, however, that some general guidance might be desirable for all the missions with the understanding that this guidance should be interpreted flexibly.

7. Regardless of whether useful guide lines can be established for missions and regardless of whether, in time, there can be some useful development in terms of planning, the setting of objectives, resource allocation and assessment of achievements, there would seem to be one conclusion which the Senior Committee might draw at this stage. This conclusion might be that there is insufficient communication between the Department and missions except during crisis situations or between the Department and delegations to the major international organizations, the Embassy in Washington and a few others. If this conclusion is accepted the Senior Committee may wish to take steps to establish a policy aimed at improving communications and maintain an active supervisory interest in ensuring that this policy is carried out.

8. A policy along the following lines might be drawn up in the form of a Circular Document:

- (1) Heads of area divisions should make a practice of writing a (personal) letter to each Head of Mission in their area every two months with a view to establishing an easy channel of communications for dealing with any subject of mutual interest.

- (2) The Assistant Under-Secretaries to which area divisions report should take an active interest in the improvement of communications by this method and others.
- (3) The Senior Committee should review the question of relations between the Department and missions abroad twice a year. In the first year such a review might be held at the end of each quarter.
- (4) It should be agreed, in principle, that Heads of area divisions be provided with small budgets which would enable them to visit some missions in their areas at least once a year and, if possible, arrange for meetings of some of the Heads of Mission in suitable places in the course of these visits.

9. Such a policy directive, if properly implemented, should go a long way toward establishing communications between the Department and our missions abroad on what would generally be recognized as an adequate basis. Letters coupled with annual visits should also provide a valuable means of communication during the period when the Department will be sorting out the requirements for a new role for the area divisions in connection with programme planning and budgeting and, indeed, should prepare the way for the sort of "management by exception" role which is under consideration. The development of communications between Heads of Division and Heads of Mission should reduce the number of complaint letters which Heads of Mission are sometimes obliged to send to the senior officers and ensure that problems are sorted out at a lower and more appropriate echelon of the Department. It should develop a very important continuing personal relationship between Heads of Mission and the area division Heads and, in general, reduce the feeling of isolation on which consultants have commented -- particularly in the medium-sized and smaller missions.

ANNEX A

"The Royal Commission on Government Organization", Volume IV, pp. 115

"Second, there appears to be insufficient senior direction with regard to the nature and scale of activities to be undertaken. Heads of post are in no doubt as to their responsibility for the day-to-day diplomatic business to which they must attend, but many are, in the absence of senior guidance, often uncertain as to what is required of them in the representational area. How actively are they to promote Canada? What initiatives are they to assume in the cultural field? Because these are questions in which little leadership is provided by headquarters, performance tends to vary considerably and depend on the acumen and energy of the head of post. A third cause for concern, particularly in the smaller missions, is the heightened sense of isolation which results from the way in which they are kept informed of current developments at home. Canadian newspapers and periodicals generally travel by surface mail, arriving so long after publication as to have little value as sources of information. Digests of news are circulated daily but in many missions tend to be so brief that only a part of the picture may be conveyed.

Finally, the frequent lack of responsiveness by headquarters tends to frustrate officers posted abroad. All missions are constantly forwarding to Ottawa despatches containing not only current news and information, but reports and appreciations of various subjects, the preparation of which involves long study and research and constitutes evidence of the initiative and ability of the officers concerned. Too often these despatches are not made the basis for further dialogue with the missions regarding their findings, warnings or suggestions. This clearly reflects the inadequacy of the supervisory procedures and staffing of various divisions in Ottawa. Periodic visits by senior officers and consultations by heads of post in Ottawa are not satisfactory substitutes for a fully responsive headquarters organization."

ANNEX B

"The Organization Study of the Department of External Affairs", pp. 85, 94/95

"There is a general feeling of isolation in many posts. This feeling appears to be much like that of a member of a family carrying out a task for his family in a strange community, who looks forward to letters from home. If he continues to write and receives very few answers, there is a tendency to wonder whether he is still conducting himself as the head of his household would wish. The communication with posts and the dialogue providing guidance are mentioned by officers abroad as being very important. There seems to be considerable concern that because of the very broad terms of reference and the present lack of a means to more clearly establish priorities, effort may not always be directed toward the most important activities. Any action by the Department to improve the dialogue with, and guidance to posts, would seem worthwhile. When such communication can be in the form of meetings or conferences, with the Minister or Senior Officers from Ottawa present, the assistance to the post will obviously be that much greater."