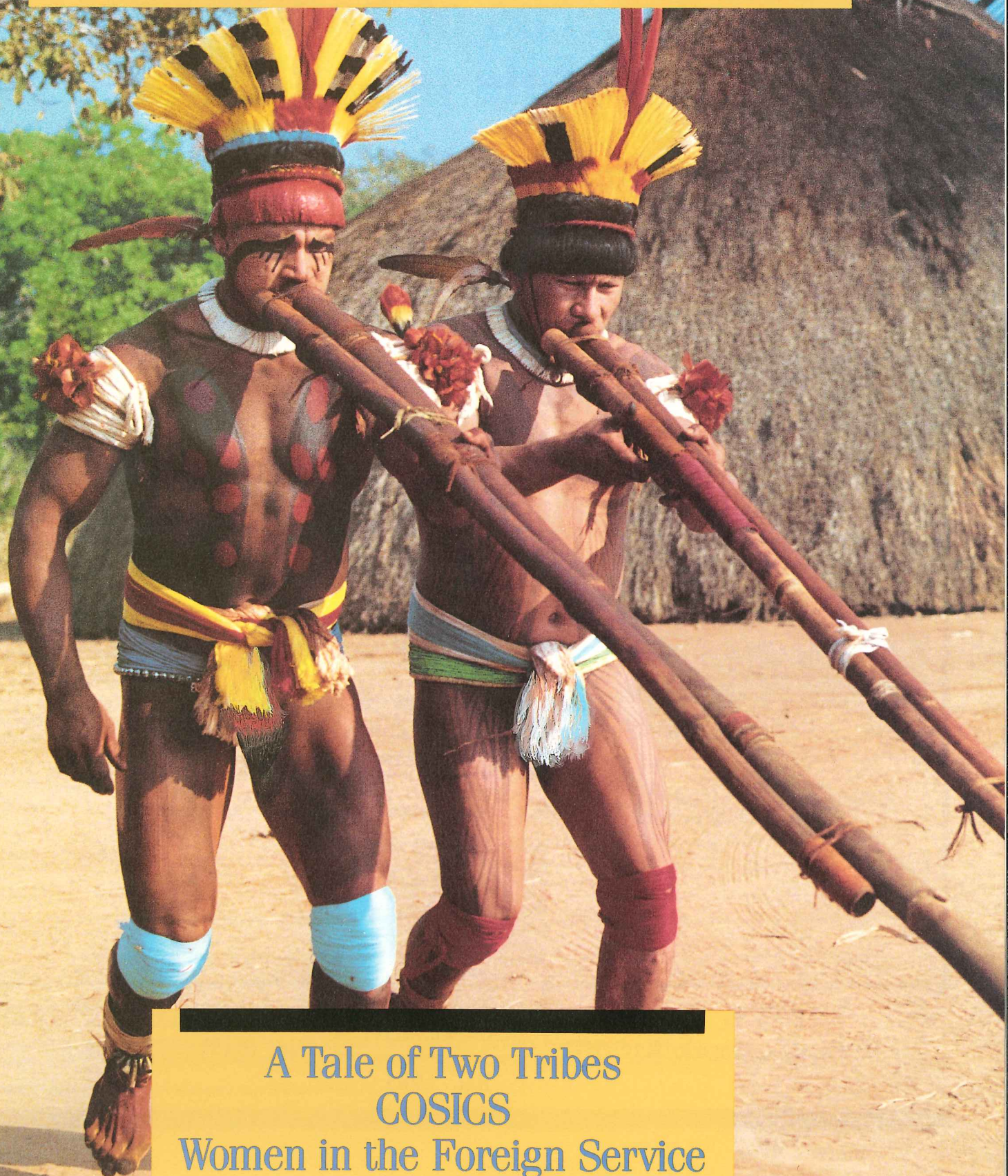


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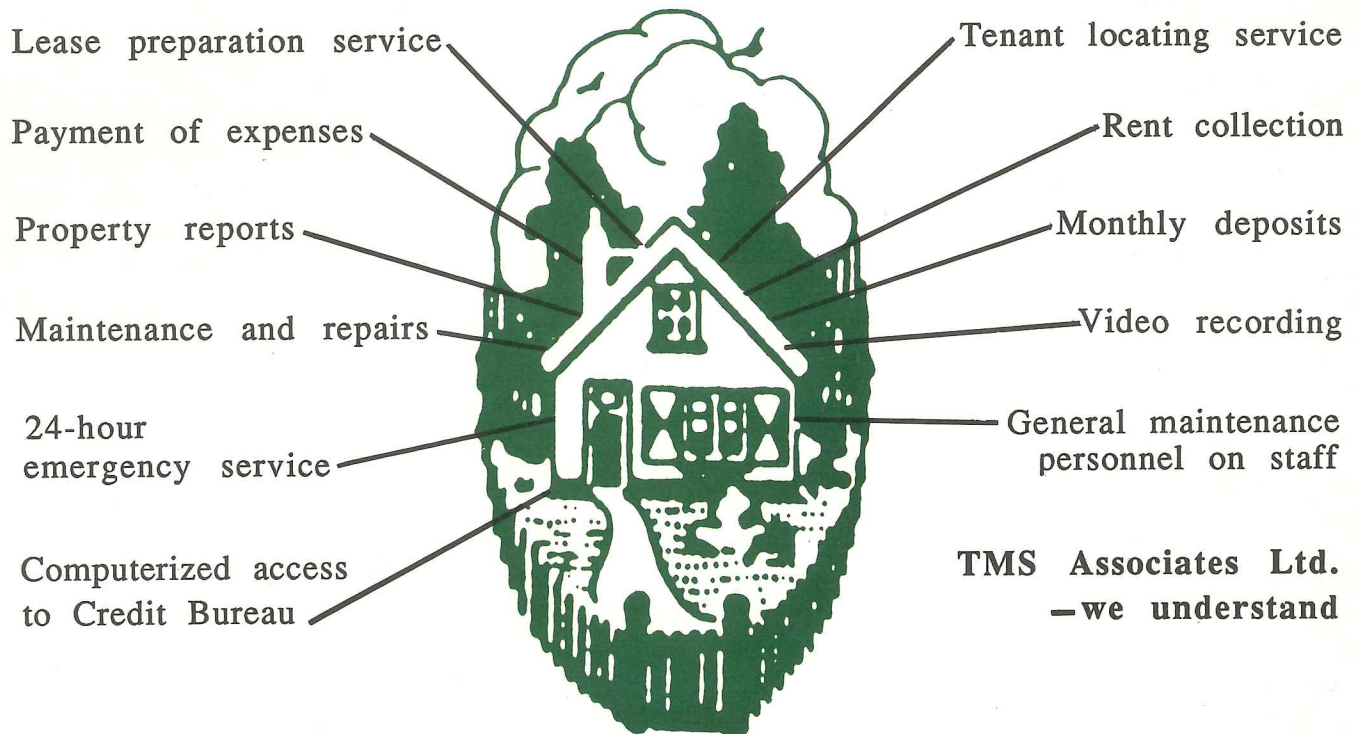
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Le magazine canadien de la diplomatie et du service extérieur

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Vol. 7 No. 3

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Le sénateur Raoul Dandurand : Pionnier de la Diplomatie canadienne

Jean-Yves Grenon revoit la carrière du pionnier de la diplomatie canadienne.

Women in the Foreign Service: Do They Have Legitimate Career Complaints?

Margaret Ford explains why she believes they do.

A Tale of Two Tribes

Michael Small probes the depths of the Brazilian rain forest to meet two cultures under siege.

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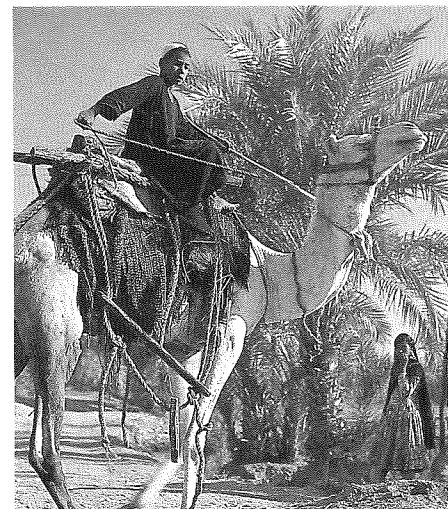
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Our cover photo this issue, by Michael Small, is of two tribal flute players in Xingu Park, Mato Grosso, Brazil.



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In our Upcoming Issues:
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Soweto: City of Dark and Light

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Professional Committee Seminar Doing Better With Less in the 1990's

by Margaret Huber

bout has come a long way since it first emerged as a gestetnered information bulletin back in 1973. **bout** is continuing to evolve in an effort to continue to meet the changing interests of the PAFSO membership — both our internal concerns, but also our interest in projecting an honest image of the professional life of the foreign service to the public beyond External Affairs.

There is a substantial constituency in Canada which is interested in foreign policy and foreign service — witness the amount of press, both good and bad, devoted to the Department's response to current foreign events, political appointments to the foreign service and foreign policy in general. The **bout** Editorial Board has been making efforts to tap this constituency to generate a better understanding of and support for the foreign service. Our circulation outside the ranks of the foreign service has steadily increased over recent years, and some of you have no doubt noticed that **bout** is now available on select newsstands — across Canada and including in Mirabel Airport.

At a recent evening "think-in", the Editorial Board took a break from our usual harried production schedule to consider the long-term future of **bout** and to consider changes to the current editorial policy and format. Our first "think-in" was only the beginning of looking at ways to make **bout** more responsive to the interests of PAFSO members, to reduce our costs to PAFSO, to increase our circulation, to improve our advertising, to attract more french articles etc. You will notice in this issue that there have already been some changes — the format of our contents page has changed and Good and Faithful Servants has been transformed into an In Memoriam column. And, in this issue only, I have given up some of my usual space in order to allow Margaret Huber to report on the very successful Professional Committee Seminar. Watch in future issues for a new humour column.

It is said that a good poem is never finished, it is merely abandoned. I would like to think that we will never *finish* **bout**, and that we will never abandon it. We will continue to work to make it ever better. But in order to keep **bout** responsive to the PAFSO membership, we need to know what you think. Please write to tell us what would you like and what should be changed, deleted or added.



Can we do better with less in the 1990's? This was the topic that drew a capacity crowd of 200 to an evening seminar on February 6, including all 3 Deputy Ministers and many senior managers. Facing the growing demands of the 1990's with limited or shrinking resources is not an issue unique to the Department of External Affairs and International Trade. We therefore invited prominent guests from outside the Department to participate in a panel discussion and working dinner.

Jack Manion, former Treasury Board Secretary and now Principal of the Canadian Centre for Management Development set the tone as Moderator of the Panel which included Dr. David Zussman, Dean of the Faculty of Administration, Ottawa University, Timothy Plumptre, Management Consultant and a former Foreign Service officer, and Arthur Kroeger, Deputy Minister, Employment and Immigration Canada, also a former Foreign Service Officer and the founding Treasurer of PAFSO.

A lively discussion followed the panel presentation over a working dinner. The following includes some of the points flagged by David Malone, speaking for rapporteurs of the 20 round-tables on the principal themes raised during dinner.

- Concern about management, particularly human resource management ("People in this building manage issues, but more often they manage their managers.")
- Widespread belief that managers attach little importance to understanding their staff and even less to rewarding them. Communication on management issues was clearly felt to be inadequate.
- Conclusion that where work is effective and rewarding within the Department, it is often carried out in small teams with limited hierarchical burden.
- Need to weed out ineffective managers. Our current appraisal system does include assessment of managerial capabilities and skills; however, it was widely held not to be working. The message again and again was that people move ahead (or not) with insufficient reference to their managerial competence.
- One example cited of poor management and poor communications was the introduction of new technology in the Department, notably COSICS. It was recognized that new technology is necessary for improved productivity essential in an era of shrinking resources. But how much attention, it was asked, has been given to urging newly trained personnel to focus

on re-shaping the responsibilities of secretarial staff? ("Many in the Department are feeling newly marginalized and valuable resources are being under-utilized")

- Absence of a clearly defined and widely understood Mission for the Department. Ongoing work, quarterbacked by George Haynal towards a Departmental Mission Statement, came as news to many; hope was expressed of hearing more about this. Communications broadly on this issue will clearly be a challenge.
- Need for better prioritizing in the Department. It was asked for example, "While all know there must be new initiatives to respond to sudden needs, who exactly is going to decide what it is that we are going to be doing less of?"
- Flexibility in the allocation of human resources was felt to be urgently needed. ("We are correctly perceived as not very responsive to emerging trends and sudden developments in international affairs. We have adopted a resource allocation system relying on man-years. Would man-months not be more appropriate? At headquarters we should consider reassigning staff throughout the year to meet new priorities, not just in the summer posting season.") There was also some discussion of the UK experience with swat-teams, assigned to newly-emerging issues.
- In assessing the Department's corporate profile, it was thought that "our strengths are experience and expertise, but our most glaring weakness is that process has taken over in the Department at the expense of the substance of our work."

An exciting evening with much discussion, but where do we go from there? Prioritizing? More delegation? Greater accountability? Mission statement? Achievement awards? De-layering? A special assignment pool? Swat-teams? More satellite missions? Golden hand-shakes? Privatization? More contracting out? Cost recovery for services?

On December 15, the Acting Under-Secretary announced a Corporate Review of the entire Department, at home and abroad "We are going to look at all of the things we do and how we do them to see if they should be done differently, or need to be done at all. We must decide what the Department is prepared to stop doing. We will be looking for new approaches, options and ideas". Where this may lead will not be known until May or June. However it is already clear that we must find within ourselves the answers for the 1990's.

Margaret Huber is Chairperson of the PAFSO Professional Committee.

Le mot du président

En vertu d'une entente conclue dans le cadre des négociations ayant mené à la signature de la convention collective du groupe du Service extérieur, le Comité exécutif de l'APASE a, le 30 janvier, rencontré les membres de la haute direction du bureau du Personnel du ministère pour tenir des consultations relatives à des sujets d'intérêt commun.

Nous avons d'abord reçu divers rapports concernant l'état de dossiers tels : l'examen des buts corporatifs du ministère qui a essentiellement pour fonction de revoir les objectifs des divers programmes, d'en déterminer l'importance et, s'il y a lieu de recommander le redéploiement de ressources de façon à rencontrer les priorités établies dans le cadre de cet examen; le concours externe en vue de recruter des délégués commerciaux pour oeuvrer dans les centres régionaux en est à sa dernière phase, les lettres informant les 15 à 17 candidats au niveau FS-01 ayant passé l'entrevue avec succès d'une offre possible d'emploi (dépendant de la vérification de sécurité) ayant été envoyées à la mi-janvier et leur date d'entrée en fonctions étant prévue pour avril. Les entrevues pour les postes FS-02 doivent se tenir à compter de la mi-février. Aucune offre d'emploi ne sera faite avant que le mémoire d'entente avec ISTC ait été signé.

La question de l'emploi des conjoints fera bientôt l'objet d'une lettre circulaire décrivant le cheminement corporatif du ministère dans ce domaine. On prévoit la publication d'un énoncé politique dans le mois à venir. Plusieurs mesures telles l'emploi de conjoints à temps partiel ou dans des situations d'urgence, les ententes réciproques, les cours de formation avec certificat, l'émission de cotes de sécurité et la création de banque de données relatives à l'emploi ont déjà été mises sur pied en ce qui a trait à l'emploi à l'étranger. La question de l'emploi au Canada reste à résoudre.

Nous avons eu aussi droit à une mise à jour relativement aux implications de la décentralisation de l'ACDI sur les questions de personnel. Le mémoire d'entente signé à l'automne 1988 a maintenant été mis de côté. Les trois questions en litige demeurent la façon dont on procèdera à la transposition des agents de programme (PM) en agents du service extérieur (FS), le nombre d'agents à être transposés, la gestion de la filière et la détermination du ministère d'attache. La gestion du ministère a informé les représentants de l'ACDI qu'il lui incombait, par personne interposée, de veiller aux intérêts de l'APASE c'est-à-dire : de préserver l'intégrité du service extérieur tout en augmentant ses rangs. Le Comité exécutif profita de cet

échange pour communiquer à la gestion la position du Comité exécutif à ce sujet : la promotion de tous les FS-01 de la filière de l'aide en préalable à la transposition, la tenue d'un concours fermé y incluant un examen écrit et une entrevue pour fins de sélectionner des agents de programme qualifiés et, l'ouverture de concours subséquents aux agents du service extérieur des autres filières intéressés à des postes au sein de la filière de l'aide. La gestion nous a donné l'assurance que notre position serait communiquée intégralement aux représentants de l'ACDI.

Nous avons ensuite présenté la politique révisée de l'APASE relativement aux entrées latérales. Essentiellement l'APASE propose que l'on ne recoure aux entrées latérales qu'en tout dernier ressort et soumet des recommandations qui permettront d'éviter cette éventualité. La gestion nous a alors fait part de ses commentaires sur ces divers points et de ses préoccupations quant aux difficultés auxquelles elle fait face dans les domaines du recrutement, de la reclassification de postes de spécialistes — peut-être au détriment des postes de généralistes, de la pénurie de fonds affectés à la formation, de l'obsolescence des banques de données, etc..

L'APASE entama la discussion sur les évaluations et les promotions par la revue des diverses fonctions du système d'évaluation du rendement leur attribuant la confusion qui règne au sein de nos rangs quant aux objectifs de cet exercice. On note aussi que le manque de limpidité de ces systèmes dans leur mise en application a un effet négatif sur le moral des « troupes ». Nous procédons ensuite à l'examen de diverses recommandations et suggestions : un échange constant entre le superviseur et l'employé relativement aux objectifs de la tâche et au rendement, la revue de l'évaluation de rendement de l'année écoulée par le comité de promotion (plutôt que de celles des quatre années passées) et la tabulation des notes obtenues à chaque année pour l'établissement de la liste de promotion, etc..

La direction du Personnel nous informe qu'elle est présentement à reformuler sa politique en matière d'évaluation de rendement et de promotion. Les suggestions et recommandations soumises lui seront fort utiles. Le sous-ministre adjoint confirme l'intention du ministère de consulter l'APASE une fois les travaux préliminaires complétés.

Nous passons ensuite à la présentation d'une proposition touchant la restructuration du groupe FS dont l'essentiel repose sur la nécessité d'offrir de plus grandes opportunités de carrière tout en récompensant le talent et la contribution d'agents de valeur.

En bref, une fois confirmés, les FS-01 ayant reçu trois évaluations de rendement pleinement satisfaisantes seraient promus d'office au rang de FS-02. Les niveaux FS-03, FS-04 et FS-05 dits « spécialistes » aux échelles de salaire parallèles à celles de EX-01, EX-02 et EX-03 seraient rétablis. Les agents de niveau FS-05 seraient éligibles à une promotion au niveau EX-04. Cette proposition cadre bien dans l'exercice de Fonction publique 2000 en ce qu'elle permet de diminuer l'encombrement au niveau des paliers de décision et, partant d'augmenter l'efficacité par une gestion plus directe.

Quoiqu'intriguée, la direction, tout en promettant de se pencher sur la question, nous rappelle que déjà elle est occupée à repenser d'autres politiques et que ses ressources limitées ne lui permettent pas de s'attaquer à des tâches d'une telle envergure à moins qu'il ne s'agisse d'une priorité.

L'APASE donne ensuite un bref aperçu du programme des récompenses au mérite que l'APASE a décidé de mettre sur pied pour les agents du service extérieur. Le principe en est de récompenser un agent du service extérieur ayant servi de façon exceptionnelle dans le but de renforcer le sentiment d'appartenance et de rehausser les standards professionnels du groupe. Le processus de mise en nomination sera ouvert à tous et pour ce faire, nous comptons publier le programme par tous les moyens à notre disposition. Cinq juges représentant les intérêts des diverses filières ont été sélectionnés. La récompense au mérite sera remise au lauréat lors d'un banquet au début l'été. L'appui du ministère serait fort apprécié. La direction du Personnel nous assure qu'il nous est acquis.

L'APASE procède ensuite à la présentation du processus d'évaluation des gérants par leurs employés, nouveau concept développé dans le but d'aider ses membres à faire un choix judicieux dans le cadre du programme d'affectations.

La direction demande à avoir l'opportunité de revoir et commenter cette proposition. Le Comité exécutif n'y voit aucune difficulté.

On conclut la rencontre en convenant mutuellement de l'utilité d'un tel forum en ce qu'il permet un échange de vues franc et direct sur des questions d'intérêt commun.



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Dear Editor,

I have just received Vol. 7 No. 2 of **bout de papier** and enjoyed its contents. It is no wonder that the magazine has won the New York Association of Art Director's Award for design. It certainly has gone from strength to strength in the last year.

P. Gigott
Canadian Embassy
The Hague, Netherlands

Dear Editor,

As a sort of follow-up to Geoffrey Murray's piece on the late Honourable Howard Green, I thought our readers might be interested in the following extract from a letter I received from his son, John Green, of Harrison Hot Springs, B.C. in reply to my letter of condolence.

His many friends in the Department will be glad to learn that HCG remained in full command of his faculties and of good cheer right to the end — which happily was peaceful.

"Like you, I do not think that Dad received the public recognition he had earned, but that was not a major concern to him, and his friends, like yourself, did not forget him. No doubt his passing would have been a matter of much greater note had he not outlived so many of his contemporaries, but I am sure he would not have traded away any of his 93 years on that account.

He was still in his home, and although he had slipped a long way from what he was, he was still able to receive his friends and even rise to occasional public appearances right to the end, which was quick and painless, so there is much to be thankful for."

Ross Campbell
InterCon Consultants

Dear Editor,

Congratulations on your thoughtful and well-written editorial in **bout de papier** (Vol. 7, No. 1). You raised a number of important and immediate issues, including the myth that change can be made simply by bringing more women into the Foreign Service at the entry level and assuming that they will rise to management positions in 15 years. As you quite rightly point out, the change which is required is more immediate than that solution can offer. High attrition rates among women are testimony to the obstacles to such advancement and illustrate

that the policy of bringing about change from below is only a partial solution, and not a very effective one at that. As you say, the problem is also one of attitude; it strikes me that some of the problems women face in advancement in the Foreign Service arise out of the subjective and arbitrary nature of the promotion process which I criticised in the letter you published (Vol. 7 No. 1).

Your editorial also gives me hope that if you continue to pursue these kinds of

issues, I might have to recant some of my criticism of **bout's** editorial policy. I hope that I will have the opportunity to do so in the near future.

Philip Calvert
Foreign Service Officer
(on Leave Without Pay)
Department of History
University of Washington
Seattle, Washington

SEDBERGH: THE EDUCATION OF A LIFETIME

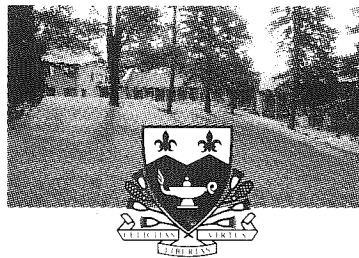


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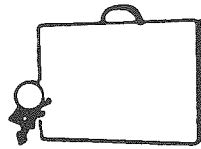
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“ADAPT OR PERISH”

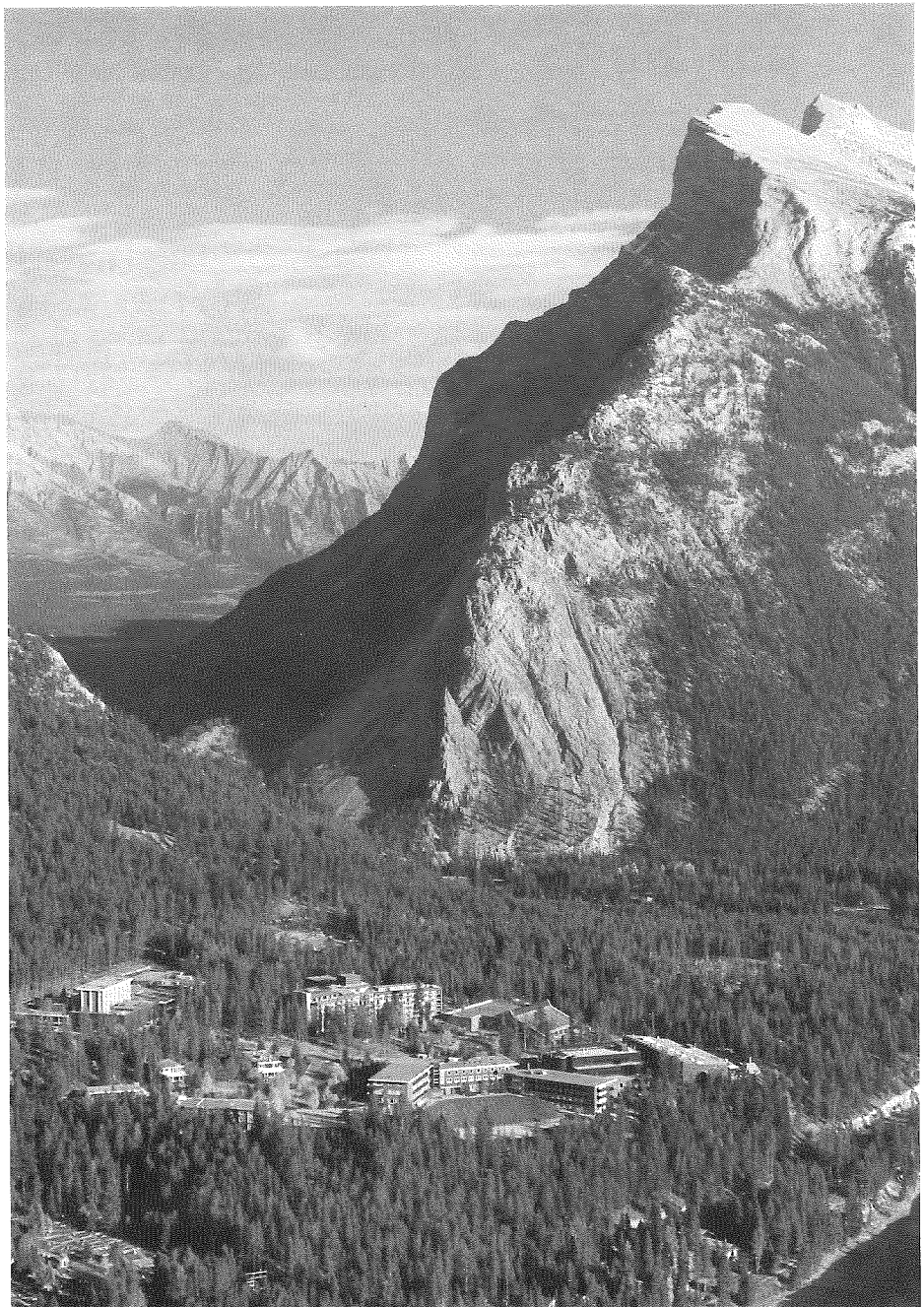
by David McCracken

I recently visited the Tyrell Museum of Paleontology in the dinosaur country of Alberta and had an opportunity to meditate upon the towering bones of the Tyrannosaurus Rex. In his time, the Tyrannosaurus was the Chief Executive Officer. The Boss. Numero Uno. When he bellowed, no one challenged and his was the final word. However, in spite of his size and position, he did not adapt to changes around him — and so he perished. His fossilized remains, strung together with wire, trapped in unimaginable time, stand as a haunting reminder that survival depends upon adaptation.

About forty years ago, a group of educators from the universities of British Columbia, Alberta, Saskatchewan and Manitoba, recognized that the executive class of Canada, both in government and the private sector, either hones its skills or runs the risk of ending up with the Tyrannosaurus in the bone yard. These visionaries put aside the normal rivalries between universities and agreed to establish a joint venture senior management school so as to draw upon the combined forces of the four universities. They chose to locate it in the spectacular surroundings of the Rockies, in Banff, co-located with the already established Banff School of Fine Arts. (To this day, the executive participants rub shoulders at evening cultural events with well-rounded oboe players from the Soviet Union and wraith-like ballet dancers from Montreal.)

The result was the Banff School of Advanced Management (BSAM), generally called “Beesam” by its graduates. It is an institution that is unique on the continent, now drawing executive participants from across Canada and around the world, with faculty from the four major consortium members and from elsewhere in Canada and the United States. Our escutcheon features, as you might surmise, the Tyrannosaurus Rex and the motto: “Adaptor Aut Pereo”, in recognition of an essential truth.

Now, why executive development? I find it passing strange that I should address this question in an in-house publication that will be read by my own colleagues (Trumpet fanfare left stage, please) who, as a group, often demonstrate the most remarkable managerial flaws since Claudius left the scene.



The Banff School of Advanced Management is situated at the base of Mount Rundle.

First of all, let us look at the profile of the average senior upper middle manager in the private sector. He or she is probably about forty five years old; regarded as ‘solid’ by the peer group; the product of a linear education in a narrow band that is now dated; limited in experience to one or two compa-

nies since graduation; has been divorced 0.7 times — and wonders if he will have his job next year.

The organization is being narrowed at its base; the apex of the pyramid of progression is flattened; new and needed technology is assaulting his free time and psyche; national

and foreign competition is vicious; the politico-economic-legal environment is tremendously complicated and; worst of all, the organizational loyalties of the past are one with Nineveh and Tyre. Future shock writ large.

Above all else he knows he must perform efficiently in competition with his peers and damn the torpedoes. The stark bottom line ultimately decides whether or not he has a job. Full stop. The fundamental energies are devoted to that end in the new world where survival for companies and individuals is no longer a perceived birthright and survival depends upon being personally more adept and corporately more efficient.

Heraclitus showed a certain perspicacity when he observed that the only constant in the observable universe is change.

Review in your mind, please, the front page of the business section of any major Canadian paper over the past two years. The recent news of one major firm axing five hundred middle managers and another's early retirement incentive followed by a wholesale twenty five percent cut back of staff in all departments is typical. The list is long, somber and more of the same lies ahead. Heraclitus showed a certain perspicacity when he observed that the only constant in the observable universe is change.

In comparison, the Public Servant's lot is, especially that of the Otta-crat, more salubrious. He fits much of the private sector profile, except he is like Lilli Tomlinson's sketch of the telephone operator — immortal. (Alas, I date myself!) Job security for the EX crowd is close to absolute, at least historically, and the rare and much vaunted 'Night of the Long Knives' is really a gentle brushing out of long-frayed edges. He also manages in a different world, beyond the bottom line, as Plumptre attempts to show in his book of the same title. The Deputy Minister's job is therefore, in selected ways, more difficult. It is featured by the effective absence of outside objective measuring mechanisms and, of vast consequence, an internal ethos that tends toward in-breeding and the recruitment and promotion of self-image. Such a condition most frequently leads to extinction outside of government, just as it is often actually rewarded in the public sector, especially in closed organizations with vertical career structures.

Yet, when all is said and done, both public and private sector executives have overlapping interests in adapting to the torrent of change imposed by external and internal

conditions. There is a broad and growing recognition that if the nation is to somehow successfully deal with the problems facing us, the process must be managed more knowledgeably, sensitively and competently. This will require a new and more open and comprehensive management with a broader awareness of the whole gamut of tugs and pulls that constitute their true (as opposed to perceived) environment. Leading companies and a few governmental organizations have recognized that need long ago. Their success is possibly because they have recognized that renewal of their most important asset — people — is essential for both the executive and the aims of the corporation or bureaucracy. Many more give copious lip service to the idea, of course.

That is what the Banff School of Advanced Management is all about. The over four thousand graduates of the intensive six week course undertake not so much an executive training program but rather a broad executive development experience, involving an examination on everything from economics to organizational behaviour, corporate law and ethics. Three and four week programs are popping up like dandelions around the country in various places, but the BSAM Board has taken the decision to stick with the six week format. Our reasoning is that if a mid-career executive development

course is to be more than a quick fix that will ultimately wear off and fail, it has to be long enough and sufficiently intensive and detailed so as to allow for a higher order of development to take place at the individual level.

To this extent our 'competition' is the American Ivy League. In Canada, we stand nervously alone, continuously monitoring our niche and our curriculum, ever seeking to offer not what can be taught from available academic resources, but rather determining what must be taught and then reaching out to find the required talent wherever it may be found.

What does all this have to do with the Department? I would only mention that BSAM has had a long association with the Department, most especially the Trade Commissioner Service, over twenty years. Of the fifty Foreign Service participants, over half have been appointed as Ambassadors to date. It seems there is more in these mountains than snow capped peaks, ballet dancers, pulchritudinous oboe players and a neighbourhood deer named Georges, fleeing my wife's wrath for eating our flowers.

David McCracken is currently President of the Banff School of Advanced Management. He has served in Hamburg, Boston, London, Jeddah and as Ambassador in Kuwait.

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BEETLES

by Laurel Pardy

With its iridescent carapace glinting in the African sunshine, the ungainly beetle lumbered unhesitatingly over the edge of the concrete staircase. The fall tumbled it onto its back and stunned it into temporary immobility. Slowly it began waving its legs, clawing at the air in a random excess of energy that eventually tipped it over onto its belly again. Unerringly and unhesitatingly, it resumed its journey to the edge of the next step.

There were seventeen more steps leading down to the lawns below and another hundred metres of tough sawgrass before the beetle could regain its natural habitat on the sparse savannah. As a gesture of interspecies generosity, I picked up the beetle and carried it down to the lawn where it promptly turned around and tackled the staircase from the other direction. Some beings find it impossible to accept a helping hand.

Over the years, other than people, beetles have provided me more entertainment than any other creature I have encountered. In many respects the two species are not dissimilar.

Beetles are the quintessential straight line thinker. If it is possible to climb over a mountain, they will not go around. If their pathway lies across the autoroute, they will not alter their journey. Not for them the unpredictable existence of the light-hearted creators, they belong to the group of dogged doers.

Beetles can fly, but not gracefully; beetles can crawl, but not with the aerial precision of a mantis. If bees had not already commandeered the adjective "bumble", beetles would have. Lack of finesse by no means implies lack of effectiveness. Indeed, just the opposite is true. Beetles are most effective at finding and maintaining their special niches in the most adverse of conditions.

Often solitary, they usually pursue their daily routine with neither encouragement nor distraction from their fellow beetles. However, in the right conditions, they sometimes congregate in masses of millions.

My first encounter with beetles en masse occurred during a rainy season safari to Meru Melika Lodge in northern Kenya. It was evening by the time we had arrived and the dense African night hid all but the most prominent features. Our cabin was a darker shadow among the bushes and we trod carefully along the crushed gravel path, ears alert for ominous rustlings and slitherings.

A night bird screeched but the crunch of the stone underfoot drowned out other sounds. The bearer turned on the porch light and I looked over my shoulder to check on the others. As I did so, the gravelstones stood up and started to walk toward me.

Tan and black, shoulder to shoulder, hundreds of thousands of thumbnail-sized beetles were on the march — and the lodge was in their path.

Guided by an invisible internal map, they were undeterred in their progression through the dining room, across the grounds and through the cluster of cabins. We dined by match light as candles inspired them to flight and they would swan dive into the beer or half gainer into the stew. Needless to say, drinks were sieved through one's teeth and food crunchier than custard was put back onto the plate. Once back in the cabin, the problem was no simpler — how to get them out of the bed and me into it.

Smug and snug an hour later, I thought I had succeeded. In the morning, between

the mosquito netting and the mattress were exactly the correct number of beetles to make one single line, head to tail, around the bed with no extras and no spaces.

Solitary beetles can create their own excitement, too. Prior to dinner at Keekorock Lodge, it was the custom for guests to gather in front of the fireplace for a little aperitif. Guests at safari lodges are a varied assortment of beings from hardened voyeurs to eager neophytes, but always among the collection are several for whom nature in the buff is a shock.

Rhino beetles are stubby horned beetles, fascinating for their habits but lousy fliers. Like all nocturnal insects they are drawn to lights. I had chosen a seat from which I could watch the edges of the lawns through the window as game often came close at night. However, it was not lions that captured my interest, instead, I watched a straying rhino beetle climb cumbrously up the curtains, across the arm of the sofa and up the sweater of a lady with hair combed out like a lion's mane.



Susan McCartney

When it reached her hair, the climbing became more difficult and little tugs were necessary before it could proceed. At first she merely moved her head a little, then she twitched her shoulders and tugged her sweater tighter thinking it was the breeze through the open window. Gradually it became obvious to her that breezes do not caress one's head like a lover's finger and she reached up to smooth away the distracting itch.

The smoothing hand encountered the beetle which instinctively wrapped its legs around her finger and tightened its grip. Unwanted advances from a stranger she could have managed, but from a two inch beetle it was too much. Her gin and tonic flew in one direction and the beetle in the other, straight into the face of an amused companion for whom the humour of the situation rapidly dissipated. In the general confusion, the beetle escaped into the night, probably to write beetle books on the irrational reactions of human beings.

My reassurances that the beetle was harmless did little to calm the situation and we all ended up eating dinner in a stifling dining room with the windows firmly shut. However, there were many smiling waiters.

This is not to imply that I was born with beetle cool; on the contrary. At one of our

first diplomatic dinners, beetles played a prominent role. We had been welcomed with warmth and cold juices in the elegant drawing room of a wealthy Indian. During this hour of conviviality, beetles with sticky coats barged into lamps and guests, apparently unremarked by everyone except me. Dinner was served in near darkness out on the lawn. It was impossible to see what was on the plate and eating was done mostly by feel.

Seated in honour beside my hostess, I munched along determinedly. However, I had not forgotten the beetles and when I bit down on a walnut-sized piece with an exterior shell it was too much. There was no way I was going to swallow it, yet I did not feel that expelling it precipitously onto the lawn would be in good taste.

Some time later I came across the spice, black cardamom, and realized that it must have been that and not a beetle that I had coughed into the serviette and secreted under my chair. To this day, I do not like crunchy surprises in my food.

*Laurel Pardy, a regular contributor to **bout de papier**, is a frequent writer on issues of international mobility, basing her observations on both research and personal experience.*

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A Failure of Soviet Intelligence?

by Sidney Freifeld

Although newspapers at the time did not report it, and no mention of it is to be found in External Affairs' files, the USSR's vaunted intelligence apparatus seemed, curiously, to have failed for a few days back in 1971. This is what happened.

Mr. Trudeau was making the first official visit to the Soviet Union by a Canadian prime minister and, for the occasion, was accompanied by a small bevy of aides. Foremost among them was an old External colleague, Marshall Crowe, who by 1971 had risen to an exalted position in the Canadian Public Service — Deputy Secretary of the Canadian cabinet and Assistant Clerk of the Privy Council. If for no other reason, he was a figure on whom the Soviet Union's bureaucracy would assuredly be expected to maintain a curriculum vitae in their omnivorous files.

But there were more important reasons. Marshall had worked in earlier years in the Department of External Affairs and had served as USSR desk officer in External's Eastern European division. That job had brought him into frequent contact with the Soviet Union's big Embassy in Ottawa, which would certainly have compiled a detailed profile on him for the foreign ministry — and the KGB — in Moscow. Furthermore, he had served a full tour of duty at the Canadian Embassy in Moscow; any minor lacunae about him in Soviet files would certainly have been filled in while he was there.

You do not have to be an intelligence specialist or one of John le Carré's characters to be certain that the Soviet authorities, long before Marshall's visit to Moscow with Mr. Trudeau, would have had data on every facet of Marshall Crowe's background — his character, foibles, education and Canadian Public Service career.

Furthermore, when an official visit of a high personage is impending, profile sketches of the visitors and the key people they will be meeting are updated and exchanged between the two countries. Thus, when Mr. Trudeau and his party arrived in Moscow, Marshall had no reason to believe that his hosts would not know precisely who he was.

The first night in Moscow, Mr. Trudeau and his party were the guests of honour at

an official dinner offered by Prime Minister Alexei Kosygin and attended by a panoply of the Soviet Union's top political personages and military brass. For this occasion, Marshall, and the other Canadians, wore ordinary, dark business suits; white ties and decorations, or even black tie, are not worn at such state functions in the USSR.

When he was seated, Marshall was surprised to find that he was not located together with his USSR opposite number or comparable Soviet official. And, he became positively astonished to see, as the guests took their seats, that he was being flanked by a full Marshal of the Soviet Union, the USSR's highest military rank, and a Soviet colonel-general, a rank higher than any in the Canadian Armed Forces. Our Marshall noted with surprise that these gentlemen were not clothed in business suits but were in beribboned uniforms, bedecked with medals, befitting heroes of their exalted rank.

If this clutch of Soviet High Brass were puzzled at finding Canada's plainclothed and unbemedalled Marshall seated in their midst, they were too polite to show it. When they realized from preliminary small-talk that Marshall spoke their native tongue, they seemed pleased, and the one-"L" Marshal of the Soviet Union soon asked Canada's two-"L" Marshall what was the largest number of divisions of the valiant Canadian Army that he had under his command during World War II. Marshall replied: "By the end of the war, I had risen to the rank of Captain and the largest number of men I ever commanded during the war was a platoon of nineteen."

From the looks on the faces of the Russian officers, it seemed they had begun to realize that Canada's Marshall, somehow, was not like their's. And, perhaps because they had begun also to realize what a blooper had been made by their side — by those *nudniks* of the Party bureaucracy and the KGB — they seemed amused. They began to display as much *bonhomie* to our mere captain as they might have shown to an officer of their own lofty rank.

In the growing conviviality, Marshall Crowe soon thought it appropriate to put a question to the Marshal of the Soviet Union. What was the *smallest* number of men the distinguished Marshal had commanded during World War II?

Out came the crisp reply: "An Army!" Everyone joined in the laughter.

This strange misunderstanding persisted when Mr. Trudeau and his party visited Kiev. At the official dinner in that city in honour of the Canadian Prime Minister, Marshall Crowe — in his dark business suit — again found himself flanked by redoubtable, beribboned, bemedalled, Soviet Highest Brass. Incredibly, the word had *not* been passed along from Moscow to Kiev.

Which led Marshall and I to speculate, when he told me this story, whether the USSR bureaucracy, with its sinuous intelligence apparatus, is as omniscient as we in the West have so long been prone to believe.

*Sidney Freifeld, a former Ambassador to Colombia and Ecuador, and a member of the Senior Editorial Board of **bout de papier**, holds the world's record for fly-rod-caught spotted sea trout.*

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Doug Jacobs

REFLECTIONS

of An Ur*-COSICS User

by Sam Hanson

The Department, as most of its members know by now, is in the process of implementing a massive communications and office automation project known as COSICS (Canadian On-line Secure Information and Communications System). For two years or so it has been in the discussion, planning and procurement stages, leading some to describe it as "airware" (to distinguish it from hardware, software and other things that exist in the real world).

As of April 1989, no terminal had yet appeared on any user's desk, no switch had been flipped, and no live messages had been composed or sent. By late 1989, a few terminals began to appear. In the absence of something to try out and work with, most members of the Foreign Service still have more questions than answers about what COSICS will mean to them and their work. This applies not only to those who have never used keyboard equipment, but to those who are familiar with office automation equipment of varying degrees of complexity — up to and including those who have used computers, either as stand-alone PCs or in networks.

Members of the Foreign Service, who will eventually form the COSICS user community, may be divided roughly into two groups: those who welcome the new system to a greater or lesser degree, and those who do not. There are varying degrees of knowledge and experience within each group, ranging from the highly computer-literate at one extreme to, at the other, those who have never used a computer and don't want to.

Those who resist the advent of COSICS are not to be dismissed as 20th Century Luddites. They have real concerns about, *inter alia*, the quality of life and work in the Foreign Service, the wisdom of putting so many of our eggs in one technological

basket, the vulnerability of the system to a host of hazards including hostile intelligence services, the Kaos Klub and other hackers, viruses, power failures, communications failures, and other problems which could suddenly force a user back into "quill pen mode" without even saving the data. Will the system be sufficiently robust and reliable to function in the real world (especially the Third World), and still be subtle and sophisticated enough to cope with phrases like "*inter alia*"?

This article is intended to provide information and, hopefully, reassurance. It is written from the perspective of a mainstream Foreign Service Officer who, by virtue of a recent assignment had to become familiar with and use several of the keyboard instruments in the office automation orchestra, including a Digital All-in-1 office automation network very much like COSICS. Since I should not mention its name, I shall refer to it as "Ur-COSICS".

First, for the non-technical user, let me try to respond to a few of the questions which are most frequently put to members of the COSICS Users' Subcommittee:

What I Have to Learn to Type?

Yes, after a fashion. "Hunt-and-peck" will do, but the better you can type, the better you will be able to use COSICS. Most officers (it being assumed that non-typers fall mainly into this category) will use the keyboard to control the system, and for drafting and revision, and will need to type only at the rate at which they formulate ideas and compose them into text. How many of us will have to meet the 40 words-per-minute SCY standard?

What is It Good For, Anyway?

Most of the things you already do at your desk. The basic concept of the software is to emulate in electronic form some of the most familiar objects on your desk or in your office:

desk diary, Departmental telephone list, CANREPS, pen, pencil, lined pad, in-tray/out-tray, pending tray(s), hi-liter, scissors, tape, stapler, staple remover, diary file, working files, circ

file, telegram pack, message slips, photocopier, wastebasket, shredder, typewriter, personal computer, telephone.

...and Departmental forms (including memo, telegram, numbered letter and other more specialized forms).

If you use any of the foregoing, COSICS can make your work simpler, faster and more secure.

How Does It Compare to a Personal Computer?

COSICS will offer the functional equivalents of some of the most common PC software: word processing, spreadsheet, database, desk accessories and electronic mail. These are combined in an integrated package so that the same word processing functions, for example, apply to the creation or editing of a text in any of the applications. On the customized keyboard, word processing functions are printed on the fronts of the keys with which they are associated, minimizing the need to refer back to the manual.

Compared to PCs, COSICS will be relatively simple to operate. The All-In-1 software is entirely menu-driven, so there is no command language to learn: when a menu appears on the screen, one selects an option simply by keying the letter(s) associated with it. One is never faced with anything as uninformative as "C>_". For security reasons, users will be denied access to the operating system; this pays windfall dividends in user-friendliness.

Will I Be Able to Load My Favourite PC Software into COSICS?

No, for two reasons: It is true that some of the friendliest, most powerful and flexible software (eg: the new generation of personal information managers) is written for IBM-compatible PCs, but COSICS is based on Digital VAX computers using the VMS operating system, so programs written for IBM-compatible PCs using the MS-DOS system are not compatible. One benefit of this is that MS-DOS viruses will not be compatible either: VAX/VMS will not recognize them as executable files.

* Editor's Note: "Ur", according to Oxford, denotes "primitive" or "earliest".

The second reason is that a network of this type will not be able to function effectively unless everyone uses the same software and plays by the same rules. COSICS will necessarily impose a fairly high degree of conformity on PC users, whose set-up and operating style can be as individual and idiosyncratic as their handwriting. Introduction of new or modified software, therefore, will be centrally controlled by system management.

Shouldn't the Department Have Tried to Build on the Considerable PC Resources that Already Exist, instead of Trying to Replace Them with a New and Incompatible System?

The primary purpose of COSICS is not to replace PCs, but to replace the existing set of teleprinter links that forms the Canadian Diplomatic Communications System (CDCS). CDCS and COSICS, as well as PCs and PC networks will have to coexist for some years yet.

So don't throw that PC out yet, especially if it forms part of WIN Exports or one of the other special local-area networks (LANS) that have been created over the past several years. At least in the initial stage, planning now calls for those PCs to function as terminals on the unclassified tier of COSICS, which will increase their functionality by providing a bridge for the transfer of data from one PC or LAN to another.

What Happens to the Spreadsheets, Databases and Text Files that Have Taken Me Years to Create on my PC?

For the time being, they will stay on the PC and, as noted above, COSICS will provide a means of transferring them to other PCs. There will be a utility to enable the transfer of data to the unclassified tier of COSICS; any uploading of data to the classified tier will have to be done by system managers under appropriate controls, using COSICS document transfer and conversion utilities.

But it may not be possible simply to transfer a Lotus 1-2-3 file into the COSICS spreadsheet programme and run it right away: once your files are in the system you may have to re-format them to make them compatible with COSICS applications. It should be possible, however, to avoid extensive re-typing of existing files.

That is Still a Royal Pain in the Posterior. What Has COSICS Got to Offer by Way of Compensation?

Speed, standardization, inter-operability and security. It's a pretty good FLASH telegram that can get from originating to receiving centre in less than an hour, and it is likely to wreak havoc with normal traffic in the process. It will be a pretty poor COSICS message

that doesn't get from originating officer to addressee in less than fifteen minutes (if both are logged on). Everybody will be using the same software, so conversion of files and incompatibility of systems will be a thing of the past. And all messages will be protected in transmission.

It Seems That COSICS is Going to Result in FS and EX Officers Performing Typing, Clerical and Communications Tasks Which Could Be Done Just as Well by Support Staff at Half the Hourly Rate — Is That Good Management?

If the premise were correct, it would be very poor management indeed. An essential principle for COSICS users to remember will be that your COSICS terminal is a tool on your desk for you to use in doing your job — not someone else's. COSICS will provide you with the means and skills to do some of your subordinates' jobs, but it would be poor management on your part if you succumbed to the temptation to use them in that way — with or without COSICS, if you spend your time doing someone else's job you are probably not doing your own very well.

Are People Going to Be Able to Use COSICS to Go Over My Head and Behind My Back?

Yes.

Although formal messages will be channelled along an approval chain, informal messages may be sent to anyone by anyone. All the more reason, therefore, for Departmental managers to become keyboard virtuosi. But end runs are nothing that "they" can't do already. Bear in mind that we already have a non-hierarchical on-line telecommunications system with terminals on every desk — the telephone.

In this age of power lunches, unminuted telephone conversations, blind distribution copies, corridor conferences and walks in the woods, the end run is an omnipresent risk. COSICS will add a new aspect to the threat, but it is not a new threat in itself.

To put it another way: If you are having trouble with end runs, then your problem is not COSICS, it is something more serious.

Aren't We Gambling an Awful Lot on a New, Untried System?

Yes and no.

No, because all the elements of the system have been around for some time. Digital All-In-1 networks are quite common in the private sector. Environment Canada also have quite a large one. The black boxes that will protect COSICS transmissions have also been well-tried in other applications. In that sense, there is nothing new about COSICS.

Yes, because the whole is new even if the parts are not. Nothing quite like this has been

done before on a global scale, putting classified and unclassified information on the same network and maintaining the appropriate degree of separation between the different classes of material. The technology is in fact evolving faster than the concepts and procedures which must be in place to make it secure. Security standards and guidelines for electronic mail networks handling multiple classifications have emerged only recently.

COSICS, therefore, will not employ the very latest hardware and software; only the very latest SECURE hardware and software. It will inevitably look rather old-fashioned in comparison with more advanced private sector networks.

Are We Going to Be Working in an "Electronic Sweatshop"?

That is up to us. "Audit trail" utilities will exist in COSICS for security purposes. It will be possible for a fairly detailed analysis to be made of any user's activities on the system. There is no plan, so far as I know, for this to be used for anything but legitimate security purposes.

But look at it another way. The Department, as Ed Whitcomb pointed out in Vol. 6 No. 3 of *bout*, is heavily dependent on voluntary overtime worked by members of the Foreign Service. It would hardly be in management's interest to watch the clock...

Some Features of COSICS

The electronic filing system is designed to resemble a paper file system, based on documents, folders and cabinets. Each document is given a user-defined title, folder name and (optionally) one or more keywords. Searches of a user's electronic working files may be conducted on the basis of any or all of these.

From a hardware point of view, COSICS represents a quantum leap beyond the PC. A typical PC features an 8- or 16-bit central processing unit (rarely, on more expensive new machines, a 32-bit cpu), up to 640 kilobytes of random-access memory, a 20-megabyte hard disk, and a medium-resolution display. The standard "Ur-COSICS" system unit has a 32-bit cpu, 8 megabytes of RAM, 71-megabyte and 456-megabyte hard disks, and tape backup; most COSICS installations will be much larger. At the terminal, the resolution of the display is approximately equivalent to the (monochrome) EGA standard.

The time management utility simplifies the process of calling a meeting. It is possible to check the calendars of all participants and identify the first mutually-available time slot before issuing the invitation. You can program your calendar with reminders, to-do lists, meetings, appointments and other time-keyed events.

The "electronic pack" should be a marked improvement on its paper-based predecessor. Today, anyone whose duties involve reviewing the incoming pack has to set aside about two hours per day to leaf through a two- or three-foot tall stack of paper, most of it irrelevant. The "electronic pack" will be a database from which the user will be able to select, on the basis of time-frame, origin, destination, program, subject or other criteria, messages of interest. The search will produce a display resembling a correspondence register, from which the user will then select messages to read in full.

Implications for the Foreign Service

I have described myself as an "Ur-COSICS user" because in my last assignment I had the advantage of using a local area network based, like COSICS, on Digital VAX/VMS and All-In-1. Although there are differences between the two systems, some of the implications for the Foreign Service can be discerned.

It is already evident that the introduction of COSICS will make possible major changes in Departmental procedures and practices and, through them, on what may be called the foreign service culture. One would almost have to go back to the introduction of the telephone to find a technological change with such major implications for the way we do business.

One advantage noted in "Ur-COSICS" has been a reduction in the incidence of telephone tag. Sending an E-mail message is no more difficult than placing a telephone call, and the addressee does not have to be present for the message to get through. An optional feature provides the sender with a system-generated delivery receipt, and a follow-up notice to advise when the addressee has seen the message.

A lot of time wastage, especially in the intra-departmental consultation process, can be cut out of the system, resulting in greater efficiency and effectiveness both internally and in the Department's responses to the requirements levied on it by Ministers, other departments and governments, and the general public. If you want it done yesterday, that may be possible, depending on the time zones...

I think that COSICS may also result in a gradual change in the flavour and character of Departmental correspondence. In the present system, messages are impersonal documents, addressed by one bureaucratic abstraction to another. The originator of a message must always cope with a degree of uncertainty about who the action officer will be, what that person needs, and how they will react. We can all recall instances in which extended series of telegrams between posts and headquarters have circled with mounting acrimony around a central uncertainty as to what the issue was and how best to resolve it.

Since COSICS will be a desk-to-desk, rather than a comcentre-to-comcentre system,

messages (particularly informal messages) will become more personal, addressed by individuals to other individuals. It will be possible for messages to be more precisely formulated to meet individual needs. As individuals, we will become increasingly aware of each other and how we think and operate. It has been some decades since the Foreign Service was small enough for all its members to know each other. Under COSICS, that may again be possible.

The reader who has persevered this far will have gathered that the author is an enthusiast. So I am, but I would be the last to deny that we have a challenging period of adjustment ahead of us. Our experience with "Ur-COSICS" has served to underline the importance of several principles:

- The system, both hardware and software, must be closely tailored to user requirements. "Ur-COSICS", aside from its security features, was acquired as a standard version of All-In-1, much like those found in the private sector. It is still being modified to meet the specific requirements of its user community who, in turn, are still learning how to use it.
- Training must be closely tailored, not only to the system as installed, but to the needs of a heterogeneous user community. "Ur-COSICS" users received a three-day basic course, which in most cases was an ade-

quate prerequisite for the user to begin learning on the job, but no more than that.

- It must be demonstrated to the user community that COSICS will enable them to do their jobs more effectively, and that it can be relied upon. If users do not have confidence in the effectiveness and reliability of the system, they will not use it...and the Department will have acquired 4200 expensive desk ornaments.

Envoi

This article was first drafted on "Ur-COSICS". The drafting process was interrupted by a posting, a relocation, a post opening and a small war. Drafting was eventually resumed (after retyping) on a Grid laptop whose battery ran dry during the first attempt, causing complete loss of the file.

All of which prompts a final reflection: When you are up the Swakop River without a communicator, and the ceasefire starts off with a major battle, and you are desperately trying to make a telex machine function as a word processor...COSICS is no bad thing to have.

I wish I had it.

Sam Hanson is now Counsellor at the Canadian Observer Mission in Windhoek, Namibia. He has served in Dar-es-Salaam, Belgrade and Brussels, NATO.

An Officer's Best Friend

"User friendly" they said, "Menu Driven.
Just follow instructions. Hit any key.
Before you know, it's indispensable."

Hard to recognize my IBM clone
computer in that glowing sales pitch, as
I sit here at night with the screen gone blank
except for one *! message flashing forth;
ERROR. FORMATTED FOR DEFAULT PRINTER.
Bloody Hell. There is no other printer.
HIT ANY KEY....except that one, stupid.

;;okgkkjgyf#..@^)*"nlsdfghjkl./?

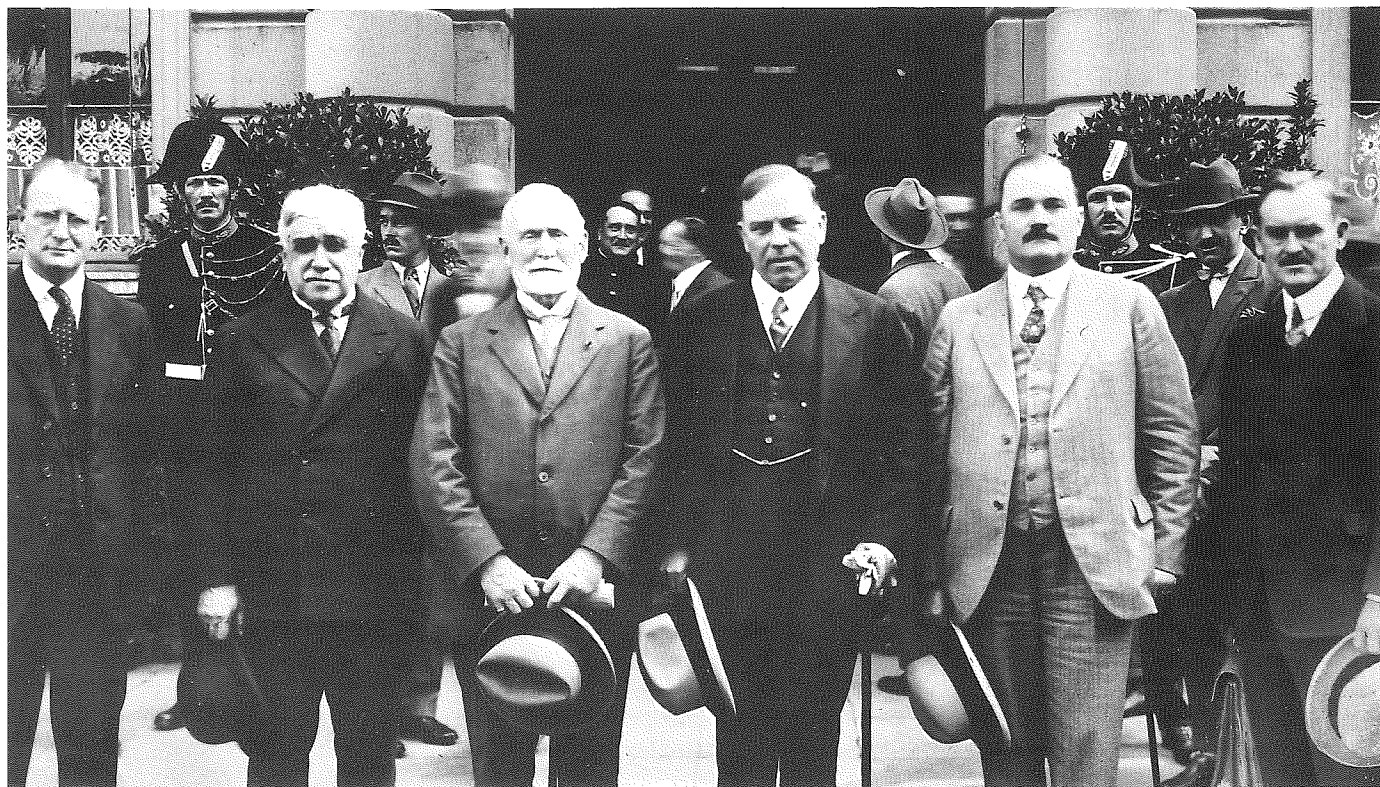
Hagiographa in hieroglyphics
is not what I need now...Where's the manual?
CONTROL plus F1 — GO TO DOS. Go to
***indeed. You need instructions to un-
derstand instructions. F1 — ESCAPE.
If only I could. Please God. Let this work!
Many hours later message is isHed/.

fin

PrINting erAtiC but de ^ CyphER ABle>.
Now. How do I EXIT this *^*!
program? Anyone looking? Pull

thE PLuG!

Terry Jones has served in Sydney, Port of Spain, Accra and Copenhagen. He is currently Deputy Director, South Pacific Relations Division, External Affairs and International Trade Canada.



National Archives of Canada

Ligue des nations — Genève, 1928, de g. à d. : Dr. O.D. Skelton, l'Hon. Philippe Roy, l'Hon. Sénateur Raoul Dandurand, le très Hon. W.L. Mackenzie King, l'Hon. Charles Dunning, Dr. W.A. Riddell

Le sénateur Raoul Dandurand Pionnier de la Diplomatie canadienne

par Jean-Yves Grenon

« Quand on représente son pays, il faut ne pas hésiter à le mettre à sa place ».

Raoul Dandurand

Durant la décade de 1920, une fois conquise — graduellement — l'indépendance du Canada par rapport à l'Angleterre, mais dans le cadre de l'Empire britannique, il restait à affirmer sans équivoque et à développer la nouvelle souveraineté internationale de notre pays. Ce fut là probablement la principale raison de l'adhésion du Canada à la Société des Nations. C'est à un fin politique et un diplomate chevronné, le très Hon. sénateur Raoul Dandurand, qu'est revenue une

grande partie de cette tâche aussi exigeante qu'exaltante. Il a travaillé en étroite collaboration avec l'habile professeur/diplomate Dr. O.D. Skelton, sous-ministre des Affaires extérieures. Le Conseiller permanent du Canada à Genève était monsieur W.A. Riddell. L'oeuvre remarquable accomplie par le sénateur Dandurand mérite de ne pas être oubliée.

Sénateur à 35 ans

Né à Montréal le 4 novembre 1861, élevé dans un milieu particulièrement libéral, licencié en droit de l'Université Laval (à Montréal), et admis au Barreau à 21 ans, Raoul Dandurand se signala vite comme orateur réputé et organisateur politique redoutable. Rien d'étonnant que dès l'âge

de 35 ans il était nommé au Sénat, par sir Wilfrid Laurier. Ministre d'État sans portefeuille, leader du gouvernement au Sénat, il fit partie de tous les cabinets de Mackenzie King, de 1921 à 1942 et présida le Sénat de 1905 à 1909. Ancien président de la Banque d'Épargne de la cité et du district de Montréal, le sénateur Dandurand était également versé en questions financières et en commerce international. Il est le fondateur du Collège Stanislas et siégea au Conseil de l'Université de Montréal. Madame Dandurand, née Joséphine Marchand, fille d'un premier ministre du Québec, était une femme de lettres et une journaliste de renom. Elle fit honneur à son époux à l'étranger, comme au pays. Ils eurent une fille, Gabrielle (décédée), et trois petits-enfants

qui vivent à Montréal. La famille aimait passer l'été à l'Île d'Orléans, à Ste-Pétronille.

Le sénateur était de toutes les grandes luttes de son époque, que ce soit l'instruction obligatoire, le français en Ontario, le mouvement impérialiste, la guerre des Boërs, l'immigration, etc. Confident de Laurier, il devint vite conseiller de King pour le Québec, un peu comme l'était Ernest Lapointe. C'est le profil international du sénateur Dandurand que nous voulons esquisser ici, en résumant le rôle qu'il a joué à la Société des Nations, tribune qu'il considérait — avec Mackenzie King d'ailleurs — comme idéale pour affirmer et consolider l'indépendance du Canada.

Élu président de la Société des Nations

Le sénateur Dandurand était un voyageur infatigable (on le lui reprochait parfois), et presque chaque année il avait pris l'habitude de se rendre en Europe. En 1900, il représentait le Canada à l'Exposition universelle de Paris et en 1909, il dévoilait le monument de Montcalm en France. Peu avant, Laurier l'avait dépêché à Rome pour éviter la renaissance au Canada des luttes politico-religieuses de la fin du XIX^e siècle. En 1908, il réussit à aplanir les difficultés qui faisaient obstacle à l'adoption, par le Sénat français, du premier Traité de commerce négocié avec Paris. Fidèle aux réunions annuelles de l'Union interparlementaire pour la paix, il avait connu bon nombre d'hommes d'État et de diplomates européens. Ainsi, il comptait parmi ses amis des personnalités comme Gabriel Hanotaux, André Siegfried, la comtesse de Noailles, Poincaré, Wilson et Aristide Briand. C'est pourquoi, lorsqu'il arriva à Genève, en 1924, pour y diriger la Délégation canadienne à l'assemblée de la Société des Nations (SDN), il n'était pas un nouveau venu; ses amis européens l'y attendaient. À peine un an plus tard, il était élu président de l'Assemblée de la Société des Nations, un honneur insigne non seulement pour sa personne mais également pour le jeune et lointain pays qu'il représentait à Genève.

C'est à un banquet offert par le premier ministre de France en 1925, M. P. Painlevé, que le sénateur reçut confirmation que son nom était mentionné comme future président de l'Assemblée de la SDN. En effet, un billet circulait aux tables sous la forme suivante: « Demain, l'Assemblée choisira comme président un « Canadien Pacifique ». Il y avait là quelqu'un qui connaissait notre système ferroviaire et aussi les efforts déployés par M. Dandurand pour la paix. Le lendemain, le sénateur, alors âgé de 63 ans, était élu sans difficulté et avec l'appui de l'Angleterre. Dans son premier discours

comme président de la SDN, le sénateur parla de l'ascension du Dominion vers l'indépendance et du principe d'égalité proclamé dans l'Empire. Il voulait éviter toute équivoque à ce sujet et il contribua ainsi à l'affirmation du statut international du Canada.

Parfait bilingue, c'est en anglais et en français qu'il s'adressait à la SDN. À ceux qui n'arrivaient pas à déceler s'il parlait français avec un accent normand, charentais, picard, méridional, etc., il citait cette jolie pensée de son ami Édouard Montpetit : « Vous êtes tous dans la vérité, car les Canadiens français ont toute la France sur les lèvres ». Toujours il s'assurait de parler au nom de tout le Canada. Dans un discours qu'on lui avait préparé comme président, on le faisait parler au nom du Canada de langue française uniquement. Il s'insurgea, biffa le passage parce que, dit-il, « je représentais à Genève un pays aux trois quarts anglophone et le pays tout entier ».

Le Canada apporterait au « Concert des Nations » une voix extra-européenne américaine qui lui manquait (depuis la lamentable défection des États-Unis).

L'entrée du Canada au Conseil

En 1927, la question se posait à savoir si le Canada prétendrait à un siège devenu vacant au Conseil de la SDN, l'organe central de l'organisation. Le premier ministre King avait eu quelque hésitation de poser la candidature du Canada au Conseil, car il craignait que nos obligations n'en fussent accrues dans le maintien de la paix en Europe. Le sénateur Dandurand lui représenta qu'au contraire le Canada serait, au Conseil, en meilleure posture pour faire valoir ses propres intérêts et éviter d'être gêné par des décisions auxquelles l'Angleterre, membre permanent du Conseil, aurait adhéré. L'influent ministre Ernest Lapointe appuya à fond la position du sénateur. L'arrivée d'un premier dominion au Conseil (qui ne comptait que 14 membres) serait un événement de taille. Le rejet, par l'Angleterre, deux ans plus tôt, de l'arbitrage obligatoire des différends entre États, avait mécontenté la plupart des délégués à SDN.

Dandurand estimait donc que si le Canada voulait obtenir un siège au Conseil,

il devait se dissocier de la défaveur dans laquelle se trouvait alors l'Angleterre. C'est pourquoi il mit en lumière l'attitude constante du Canada en faveur de l'arbitrage obligatoire, ce qui contribua certes à faire pencher la balance de son côté. Le sénateur fit valoir également auprès des délégations que le Canada était prêt à servir au Conseil et qu'il y « apporterait un esprit de très grande indépendance », car il n'avait aucun problème à lui soumettre qui l'intéressât directement ou indirectement » et que, pour marquer son appréciation, le Canada s'y ferait représenter par un ministre. En outre, le Canada apporterait au « Concert des Nations » une voix extra-européenne américaine qui lui manquait (depuis la lamentable défection des États-Unis).

C'est ainsi que grâce à la persévérance du sénateur et à sa logique incontournable, le Canada fut élu au Conseil par 26 voix (contre 23 pour la Grèce, et 14 pour le Portugal). Tout un triomphe pour la jeune diplomatie canadienne et pour l'affirmation de la personnalité internationale du Canada! Le sénateur croyait bien que la Grand-Bretagne avait naturellement voté (le vote étant secret) pour le Canada, ce dont doutait l'allié du Canada, le délégué de l'Irlande qui avait dit à Dandurand: « Vous ne la connaissez pas comme nous, la perfide Albion »!

L'hégémonie diplomatique anglaise prend fin

L'Angleterre, elle, était membre permanent du Conseil de la SDN. Le Canada, par la voix du sénateur n'admettait pas que le délégué anglais parlât au nom du Canada dans cette haute instance. Pour le sénateur, « il était important, que le Canada dès les premières années de sa présence à Genève, habituât la Grande Bretagne à la pratique de l'égalité entre les nations soeurs du (tout nouveau) Commonwealth ». Le Canada n'était pas isolé dans cette position; l'Irlande et l'Afrique du Sud l'appuyaient, mais l'Australie et la Nouvelle-Zélande craignaient que l'attitude de Dandurand n'entraînât la fin de l'Empire. La Conférence impériale de 1926 lui donna raison et aucun État membre du Commonwealth ne pourra plus dorénavant représenter un autre membre à Genève, ou ailleurs. L'élection du Canada au Conseil fit dire au délégué anglais, sir Austen Chamberlain, fervent émule du sénateur : « Je dois reconnaître que je ne pourrai plus parler au Conseil au nom de l'Empire ». L'hégémonie de la diplomatie anglaise sur les dominions prenait fin. Beaucoup de chemin avait été parcouru depuis le Traité de Versailles alors que le Canada avait contresigné cet instrument en retrait, après la signature anglaise et sous le titre de l'Empire britannique.

À Genève, le délégué anglais convoquait régulièrement les délégués des dominions dans le but d'arrêter une politique commune. Par déférence, l'Australie et la Nouvelle Zélande n'exprimaient guère de dissidence. Le Canada, au contraire, n'hésitait pas à exprimer librement ses vues; la position anglaise en était parfois modifiée. C'est ainsi que, grâce en bonne partie au tact et à la fermeté du sénateur Dandurand, les réunions des « britanniques » glissèrent de la concertation presque obligatoire à la simple consultation, chacun des dominions restant libre de prendre position comme il l'entendait à la SDN.

Fervent promoteur de l'arbitrage obligatoire

Deux autres grandes causes ont particulièrement marqué l'action du sénateur à la SDN : celle de l'arbitrage obligatoire des différends et celle des minorités opprimées en Europe.

Il connaissait déjà les vertus apolitiques de l'arbitrage obligatoire, puisqu'au début du siècle le président des États-Unis l'avait nommé arbitre international selon les termes du Traité de paix avec le Brésil. Quand la SDN déclara la guerre « hors la loi », Dandurand s'en était réjoui. S'il exprima des réserves, ce ne fut pas par isolationnisme mais parce qu'il craignait que le Canada ne fût précipité automatiquement dans un conflit lointain où l'Angleterre serait entraînée pour défendre ses propres intérêts (et non ceux de l'Empire tout entier). Il fit porter ses efforts sur la nécessité du règlement pacifique des différends entre États par l'arbitrage ou le recours obligatoire à la Cour permanente de Justice, récemment créée par la SDN (toute une innovation dans la société des États farouchement jaloux de leur souveraineté). Pour lui, la guerre ne pouvait être abolie qu'à ce prix.

En 1924, on s'occupait à rédiger le Protocole de Genève en vue de « boucher les fissures par lesquelles pouvait passer la guerre ». Cet instrument « révolutionnaire » se fondait sur l'arbitrage obligatoire, la sécurité collective et le désarmement. Dandurand était favorable au Protocole mais craignait que les sanctions militaires et économiques prévues contre tout pays agresseur éventuel soient fort lourdes pour le Canada, si éloigné de la scène européenne. Son discours du 2 octobre 1924 est resté célèbre à ce sujet, en particulier cette phrase souvent citée : « Me sera-t-il permis d'ajouter que, dans cette association d'assurance mutuelle (il faisait allusion au nouveau mécanisme de sécurité collective) contre l'incendie, les risques des États ne sont pas égaux. Nous (le Canada) habitons une maison à l'épreuve du feu, loin des matières

inflammables (i.e. les problèmes européens)... » et c'est pourquoi le Canada exprimait des réserves au sujet d'un engagement d'aide militaire automatique en cas de conflit local en Europe. C'est ce qui amena le Canada à refuser d'adhérer au Protocole tout en indiquant clairement qu'il approuvait fortement les principes de l'arbitrage obligatoire et du désarmement.

*Il disait à la SDN
en 1928 que se fera
l'unité nationale
non pas dans
l'assimilation, mais dans
la diversité des races
et des cultures.*

Champion des droits des minorités ethniques en Europe

Un autre domaine où le sénateur apporta une grande contribution à la paix fut celui des droits des minorités ethniques en Europe. Les nouvelles frontières tracées par le Traité de Versailles avaient laissé quelque vingt-cinq millions d'Européens enclavés dans des États où ils ne se sentaient pas chez eux. Par exemple, la Transylvanie, anciennement Hongroise, avait été attribuée à la Roumanie. Pour accorder aux minorités une certaine protection, les Alliés avaient rédigé une clause qui devait former le statut officiel de ces minorités, statut qui était souvent bafoué dans les pays auxquels les traités l'imposaient. L'application de ce statut des minorités était confiée au Conseil de la SDN. Toutefois, les minorités n'avaient pas le droit de saisir directement le conseil et devaient s'en remettre au bon vouloir d'un État tiers pour assurer la tâche odieuse de dénoncer le gouvernement du pays où une minorité s'estimait lésée dans ses droits. Pour le sénateur Dandurand, c'était là l'équivalent d'une fin de non recevoir des plaintes; il s'y opposa vigoureusement. La position officielle initiale fut donc assouplie par la création du « Comité des Trois » qui transmettait les plaintes des minorités aux gouvernements visés.

Le sénateur siégea sur bon nombre de ces Comités, et il y exerça une influence très significative. Pour lui, les problèmes des minorités devaient s'aplanir par la bienveillance et la générosité des gouvernements. « C'est ainsi seulement, disait-il à la SDN en 1928, que se fera l'unité nationale non pas dans l'assimilation, mais dans la

diversité des races et des cultures ». Grâce à son action persévérante en faveur des minorités, il obtint une modification de la procédure qui donna aux minorités une meilleure possibilité de faire valoir leurs légitimes revendications. Grâce à la « résolution canadienne », les dossiers des minorités furent suivis plus sérieusement et avec plus de justice.

En se faisant le défenseur des droits des minorités, le sénateur Dandurand avait largement contribué à l'œuvre pacificatrice de la SDN. On le félicita pour des initiatives que les États européens, divisés et méfiants, n'auraient pas pu prendre. « Vous avez l'avantage, lui répétait-on, de ne pas être de ce continent-ci et d'être apparenté à la Grande-Bretagne et à la France. C'est ce qui vous a protégé contre les coups, car on n'osait pas mettre en question votre bonne foi ».

Le rôle de la Société des Nations

Fervent partisan de la Société des Nations, Dandurand devait lutter souvent à Ottawa pour que ses collègues du cabinet s'y intéressent un peu. Il avait partagé l'euphorie des premières années de l'organisation. S'il constatait que les grandes puissances dominaient à Genève, il voyait également qu'un mouvement de plus grande indépendance se dessinait chez les petites nations, mouvement qu'il appuyait fort habilement. En outre, il avait bien compris l'importance de cette tribune pour donner au Canada la place qui revenait à un État souverain. Ayant pressenti les conséquences de la montée hitlérienne, il avait écrit : « Bien qu'apparemment désarmées, l'Allemagne est pour la paix, la plus grande menace ». Sa désillusion fut amère de voir la SDN sombrer dans l'impuissance, impuissance qu'il attribuait en partie, à « l'égoïsme de l'Angleterre retranchée dans son isolationnisme » et à la « trahison des États-Unis » resté en-dehors de l'Organisation internationale. Le visionnaire qu'il était avait pressenti la Communauté européenne lorsqu'il prédisait que « les frontières européennes deviendront inoffensives lorsqu'elles seront devenues invisibles ».

L'ouverture de missions diplomatiques à Paris et à Tokyo

En dehors de la SDN, le sénateur Dandurand contribua à l'affirmation de la souveraineté du Canada en obtenant, par l'intermédiaire du Foreign Office, l'ouverture, en 1928, des deux premières missions diplomatiques canadiennes hors de Washington (1926), i.e. celles de Paris et de Tokyo. À noter que c'est le sénateur Dandurand qui encouragea des jeunes comme Jean Désy, Pierre Dupuy, Léon Mayrand et d'autres à

se lancer dans « l'aventure » de notre diplomatie naissante.

Le sénateur Dandurand, doué d'une grande culture, était un homme distingué, affable et « jamais ministre qu'en traitant » (pour lui appliquer l'une des consignes que donnait Talleyrand aux ambassadeurs). Ce gentilhomme d'une autre époque, d'une grande vitalité, s'éteignait à Ottawa, à l'âge de quatre-vingts ans, le 11 mars 1942, après avoir prononcé, le jour même, un long discours à la Chambre haute. Les témoignages élogieux qu'il reçut dans la presse ainsi qu'à l'Assemblée législative du Québec comme au Parlement d'Ottawa, vinrent s'ajouter aux funérailles d'État qui lui furent offertes à Montréal. Le premier ministre King disait de lui : « Je n'aurais jamais pu avoir un ami plus loyal et plus intime ». L'oeuvre diplomatique remarquable de ce grand nationaliste canadien, doublé d'un internationaliste convaincant, a tout pour inspirer et motiver les jeunes qui aujourd'hui se destinent aux relations internationales.

Jean-Yves Grenon, diplomate à la retraite, enseigne le Droit international public à l'Université Laval. Il s'est largement inspiré des Mémoires du sénateur Raoul Dandurand, édité par le doyen Marcel Hamelin et publié, en 1967, par les Presses de l'Université Laval.

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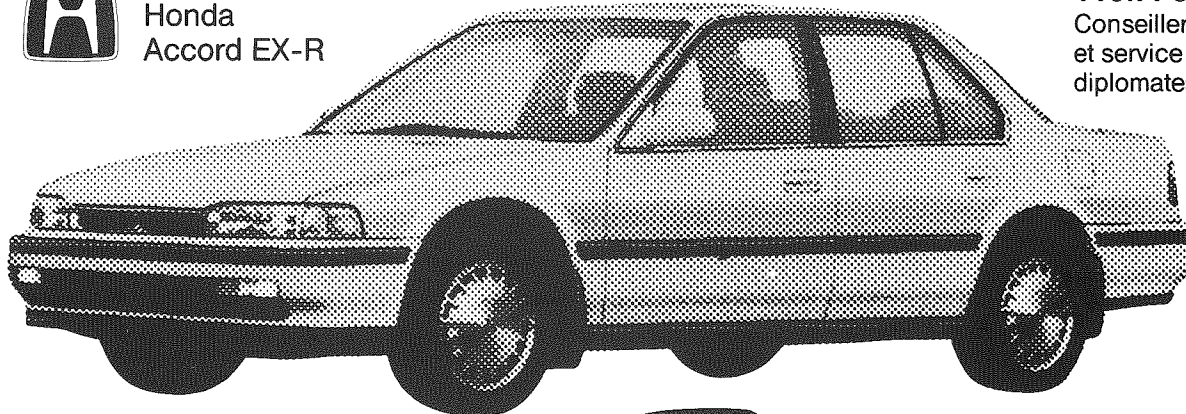
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WOMEN IN THE FOREIGN SERVICE

Do They Have Legitimate Career Complaints?

by Margaret Ford

The view still prevails in many corners of the Department that while women were once discriminated against, the tables have now turned and women are now at least treated equally, or even given special treatment in the Department. I would like to provide my perspective.

The blatant discrimination of bygone years is, of course, largely gone. But the problem of discrimination has not disappeared. What concerns many women officers is the much more subtle discrimination, or "hidden discrimination" that continues to persist in a very sophisticated Department. Much of what I believe needs to be put aright is what the Canadian Human Rights Commission has called systemic discrimination; that is, "practices that may not be obviously discriminatory in their formulation or nature, but that, in the results, have an adverse impact..." In short, what I am concerned about is the results, not just the perceived equality of the rules.

Being prepared to get at this kind of discrimination is not easy. It requires a clear understanding of employment equity issues by management; a firm commitment and clear signals by them to the Department that changes will be made and inaction will not be tolerated; aggressive staffing, remedial and other measures by all levels of management to bring about more acceptable results; and a sense of commitment by women themselves and by their male colleagues to bring about essential change.

In the American Foreign Service it took 13 years and \$1.7 million for a class action suit by women in the State Department to succeed

in obtaining remedial action in such key areas as recruitment, appraisal systems and job assignments. The class action suit brought by women officers against the State Department was able to show, for example, that the excruciatingly small number of appointments of women to deputy chief of mission positions over an eleven year period could only have arisen in a random throw of the dice once in 2500 times, given the number of women eligible for such positions. Similarly, the large number of assignments of women to less substantive jobs in the State Department could only have occurred randomly once in a million times. And the general background section of the Foreign Service Entrance Examination, on which women have tended to have significantly lower scores, was considered to be discriminatory. An examination of our Foreign Service would, I believe, reveal similar problems.

One need only look as far as the charts drawn up by the Public Service Commission comparing the representation of women in the management category across a wide range of Departments. It shows that in December 1988, the Department of External Affairs, with the single largest number of EX officers anywhere in the Government, rated 32nd in a survey of the 33 government departments that have more than 25 employees in the management category. Why does Department of External Affairs score a meagre 5.4% representation of women in the management category when the Privy Council Office and the Department of the Secretary of State can attain more than 30% women managers? And why is it that that reputed male bastion, the Department of National Defence, is able to achieve a higher representation of women managers than External? These figures would suggest that there is a prima facie case of discrimination

in the Department. It would also appear to be an opinion shared by the Canadian Human Rights Commission which has selected this Department, along with DND and Revenue Canada, the three bottom rankers in the PSC survey, for a review of their equity data and employment systems.

The Department's ranking in the PSC survey is particularly ironic, given the government's international objectives for women. How can Canada be the most outspoken of all countries in the world in our insistence that professional women should comprise at least 30% of international secretariats when women rotational officers comprise only 15% of the Foreign Service Officer complement (EX(FS) and FS)? In our development assistance programme, we insist that each and every project be examined for its impact on women, including the benefits that women should derive from the project, and their participation in the development process. And, we insist on results in relatively short time frames. Why is it that we have more rigorous standards to ensure the equality of women in developing countries and in international secretariats than we do in the Canadian Foreign Service where management can directly influence the outcome?

Rotational women Foreign Service Officers for three consecutive years produced for management a paper on the profile of rotational women officers. They have used statistics prepared by the Personnel Branch, but also have taken a hard look at the management and other responsibilities of women at headquarters and at posts abroad. Some of the findings are as follows:

- At the end of 1988, there were 1172 Foreign Service (FS) Officers in all four streams. Overall, women comprised 19% of the FS group and 15% of the Foreign Service (FS and EX(FS)) groups. But they were mostly

situated at the lower end of the FS and EX scales. 37% of the FS1Ds were women; 28% of the FS1s were women; and 13% of the FS2s were women. In the EX(FS) management category, the statistics were worse. Of 404 EX(FS) employees, 16 were women. None had made it near the top ranks. There were no women EX(FS) 4s or 5s. 5.7% of the EX(FS)1s were women; 4.7% of the EX(FS)2s were women and 2% of the EX(FS)3s were women.

- A closer inspection of the situation revealed that there had been relatively little progress in staffing women in the management ranks at headquarters by the end of 1988. For example:

- There were no women Deputy Ministers, only two women Assistant Deputy Ministers (only one of whom was rotational) and no women Director Generals.
- There were no women in the Social Affairs Stream in any management position (Deputy Director and above). This is particularly discouraging as women are disproportionately represented in this stream (50% of the new recruits in 1988 in Social Affairs were women, while women comprised 37% of new recruits overall).
- In the Development Assistance Stream, only 3 of 99 management-level positions at Headquarters were held by rotational women from that stream.
- Women did not get a fair share of Deputy Director positions. While FS2 women within the area of competition for promotion to the EX(FS)1 level represent approximately 10% of the total FS2 group in the area of competition, only 2.6% of women FS2s in 1987 and 6.8% in 1988 were Deputy Directors.
- At the FS1 and 2 level and even EX(FS) levels, disproportionately few women got the benefit of any special measures, such as stretch assignments. For example, no women FS2 officer in the Political/Economic Stream has ever been made a Director in the Department, while some 15 FS2 male officers in the Political/Economic Stream in the last few years have benefitted from this type of stretch assignment and most have, not surprisingly, been promoted to the EX(FS) category. No EX(FS)2 woman has been staffed into a Director-General job. Last year, half the EX (FS)2 men promoted to the EX(FS)3 level occupied Director-General positions.

Abroad, the Department's still fairly limited use of rotational women in head of post (HOP) positions has been highly visible and has on the whole worked reasonably well. (8 positions were filled by rotational women out of 13 HOP positions filled by women). This is

the statistic, of course, that most people think of when they assume that discrimination does not occur in the Department. Regrettably, it has not been complemented and backed up by the effective development of women at all the other critical stages of the career path in order for these HOP assignments not to become isolated cases of tokenism. A profile of posts abroad at the end of 1988 still showed a dearth of women in management positions below the Head of Post level. Thus, in the Political/Economic Stream, only 2 of 81 programme managers abroad (Counsellor to Minister-level) are women. In Washington, our largest and most important Embassy, the most senior woman ranked twenty-eighth on the diplomatic list.

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I have asked myself why the Department has so far been largely unable to develop its own female senior management. I have no definite answers, but I do have some plausible explanations about why this problem has persisted. The problem, and its solution, lies hidden in Departmental attitudes and its culture and in the way the job assignment and appraisal system work.

Virtually all women would testify that paternalistic and even chauvinistic attitudes still exist in the Department to some degree. A good number of male officers still seem to have difficulty, at least to some extent, in accepting women as peers or superiors and in relying on them in the same way as their male colleagues. Women have found most male supervisors to be less comfortable with women and, consequently, less at ease as their supervisors, often treating them somewhat differently from their male colleagues. For instance, I know of at least two cases where the particular Head of Post took each of his male officers with him on official tours, but never the women FS at the post. In my own experience at headquarters, none of my supervisors ever had lunch with me on a one-to-one basis, although we often lunched in somewhat larger groups. In other cases, I and other women, have rarely been asked to accompany our supervisors to appointments with senior-level officials. Many useful learning experiences were thus missed. Why did these experiences

and other similar ones occur? I can only assume that there was some problem with the optics and comfort level for the male officers concerned, particularly in cases where the woman was young and single.

The personnel assignments process regrettably seems to be oblivious to this type of problem and unable to cope with the dual priority of assigning personnel to jobs and in ensuring adequate career development. Personnel Divisions tend to put virtually all their energies into simply filling vacancies — admittedly an important priority in a rotational system. Personnel managers are rewarded by the system for ensuring that vacancies are filled promptly by officers capable of doing the job. But, they are unfortunately not given any particular reward for ensuring the career development of officers — whether male or female.

The system tends in particular to be conservative and risk-adverse in staffing women, because they have generally less access to the "old boys' network" and are consequently less well-known and have less credibility in comparison with their male peers. The end result is that women often do not get the same type of challenging assignments as many of their male colleagues. It is frankly easier to assign a woman to a job for which she is over-qualified than to persuade a supervisor to accept her in an assignment where she has the qualifications but is unknown or untested. By contrast, a good number of my male colleagues have been given active boosts to their careers by being staffed by Personnel into high profile jobs, often as stretch assignments for high profile supervisors. Not surprisingly, they have done considerably better in terms of appraisals and promotions, not just because they are able officers, but because they acquired the on-the-job experience needed to make them even more effective. The Personnel system can, if it chooses, be an inordinately powerful tool in determining who gets what job, and consequently, who has a better opportunity to learn the Department's work and to demonstrate his or her potential for promotion.

When I talk about the personnel system, I am not just referring to the Personnel Branch. The other critical players are Assistant Deputy Ministers, Director-Generals, and Heads of major Posts, who can make careers by requesting particular individuals for key job.

Other problems relate more specifically to the appraisal system. They also may be intertwined with our cultural values and the place and role of women in our society. Women, for instance, through their upbringing and culture, tend on the whole to be more modest than many of their male colleagues about their achievements. This means, I believe, that when requested to make their input to their appraisals, they tend to be overly modest in

reporting their accomplishments, or at least, less prone to exaggerate. More seriously, in the cases where officers write part or all of their own appraisals, (an all too frequent occurrence), women tend to under-rate themselves. In other cases, supervisors may under-evaluate a woman's potential or mark her down in certain areas because he is less comfortable with her style of getting things done. He may be less willing or comfortable in coaching a woman officer about how to deal with a new or difficult situation or less willing to back up her decision or approach to a decision. Supervisors may also be less willing or less comfortable in making the "strategic decision" that a woman officer is ready for promotion and may be less prepared to write her appraisal accordingly.

Finally, there is the problem that any promotional system has a tendency to promote the type of individual that has proved successful in the past — in the Foreign Service, traditionally a male officer who has functioned well in a predominantly male culture. The written appraisal system used by the Foreign Service has an even deeper bias because it provides a second-hand view of the individual with inevitably some of the biases of the rater contained implicitly in the description of the individual's performance.

How can we remedy the problems? There are two challenges to be addressed. The first challenge entails putting in place measures to ensure that women genuinely receive equal treatment and a fair share of career opportunities — for example, an equitable share of the deputy directorships. The second challenge entails the development of catch-up and remedial measures to overcome the disadvantages that women have historically faced and continue to face — for example, the use of the assignment process to enhance women's career development opportunities. Government policy stipulates that employment equity entails "practices designed to eliminate and prevent disadvantages in employment for designated groups through such mechanisms as special measures which redress these disadvantages and (provide), in a meaningful way, equitable opportunities in employment". The Department needs to work urgently on both these tasks. Some recommended approaches to rectifying past imbalances are:

- Very clear signals by senior managers to all levels of the Department that they are determined to make significant and rapid progress to increase the number of rotational women entering the management category.
- At our major posts abroad there should be a conscious policy of staffing a woman into one of the top three or four positions. There is already an informal policy whereby a francophone occupies the number one or two position in these posts: This type of

affirmative action should be extended to women.

- More generally, senior management should review the measures that were successfully used in the 1970s to increase the representation of francophones at senior levels in the Foreign Service and, where appropriate, similar measures should be used for women. It should also look at other measures "to grow" women.
- For women at more junior levels, the Personnel Operations Bureau, with Senior Management, should be "pro-active" in assigning rotational women to positions which will maximize their abilities and effectiveness and enable them to compete for management positions and promotions on an equal basis with their male counterparts. Women should be encouraged to apply for assignments and senior managers should be encouraged to ask for and obtain good women for stretch assignments. Particular attention should be given to staffing women in traditionally male-dominated bureaus and very visible positions such as executive assistants to deputy ministers.
- It is also important to provide women with informal "mentors" early on in their careers and to assign them into jobs where they work for some of the more successful (and sympathetic) officers in the Department.

There is no better way "to learn the ropes" than by working with officers who "have succeeded" in the Department and who are willing to share the lessons of their success. It also helps to provide women with key entry points into "the old boys' network".

- The biases in the appraisal system need to be tackled. Special appraisal review committees could review appraisals to ensure women are fairly rated and that their ratings reflect their effectiveness and potential. Promotion boards might interview the top 20 or 25% of candidates so they can evaluate women candidates first-hand.
- Finally, better statistics are essential in measuring progress towards employment equity.

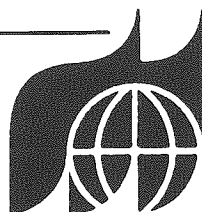
Not all of these ideas may be feasible and a good many more might be equally or more effective in redressing discrimination in the department. What they do illustrate is that there is room for major change that will remedy the lot of women in the Foreign Service while retaining the excellence of the Foreign Service and career opportunities for both men and women.

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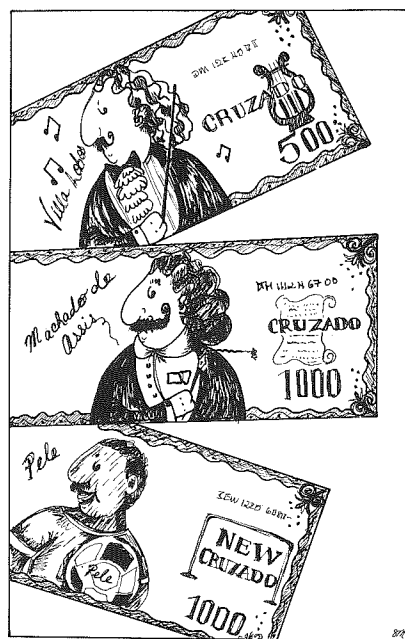
by Michael Small

Brasilia
Sunday, July 11th 1989

Yesterday, I dropped by Brasilia's airport on an errand and on the way out I stopped for a chocolate milkshake at the cafeteria. The last time I was at the airport, two weeks ago, I did the same thing. The only difference was that yesterday my milk-shake cost 3.65 new cruzados (NCZ), whereas two weeks ago, it only cost NCZ 1.15. I stared at the billboard, which registered similar price increases for all of their offerings. Had inflation been that high over just the last two weeks? Well, in fact the price of a milk-shake had remained pretty constant for the last few months around NCZ 1.15. Clearly, this government-run cafeteria has only recently received permission to raise its prices to recoup past inflationary losses. That last milk-shake had been a bargain. I drank up quickly, before the prices changed again.

At I went to pay on the way out, the cashier gave me four new little aluminum disks in change. What were these? Coins? I paused to think of the last time that I had seen a Brazilian coin in circulation. It must have been before Christmas. Peering closely at the aluminum disks in my hand, I realized that these were the first batch of new centavo coins just launched into circulation. It was a touching discovery. When the new cruzado was launched on January 15th, this year, this 10 centavo piece would have been worth 10 American cents. Today, it is worth about 3 cents. At Brazil's current rate of inflation — estimated last week at 25 percent for this month — these coins will drop below 1 cent in value by Christmas time, and shortly after will no doubt disappear from circulation. In less than three years in Brazil, I have seen this coin's predecessors (the 100 cruzeiro coin and the 10 cruzado coin) follow the same trajectory into inflationary oblivion. But it seemed particularly sad at our first encounter to be able to predict this coin's lifespan with such mathematical precision.

The higher denomination bank-notes of course stick around longer. In fact, I walk around with no less than three Brazilian currencies in my wallet, all of which are still legal tender. The first are cruzeiros (actually



Susan McCartney

new cruzeiros, because they replaced the old cruzeiros somewhere back of the mists of time in the mid-60s). Cruzeiros were abolished on February 28th 1986, when the government decided to knock three zeros off all prices by launching a new currency, the cruzado. Cruzeiro bank-notes remained legal tender however, because it took a while to print up cruzado bank-notes with the same plates, but with three zeroes fewer. Cruzeiros are getting pretty scarce by now, but the old 100,000 cruzeiro note with the proud figure of President Kubitschek (the builder of Brasilia) still serves for paying little boys to watch your car in the parking lot. When I arrived here in September 1986, it was the largest bill in circulation.

Next came cruzados (a word which in Portuguese has deliberate overtones of the word for "crusade" — in this case, the crusade against inflation). Cruzados toughed it out for just under three years. At first, it seemed confusing to have both cruzados and cruzeiros in circulation: President Kubitschek's face appeared on two bank-notes — the 100,000 cruzeiro and the 100 cruzado — which had exactly the same value. However, pretty soon you learned to remember the pictures and forget the numbers — which after all is what 30 million illiterate Brazilians have been doing for years. Over time a whole series of cruzado bank-notes were launched that had no cruzeiro equivalents: the 500, 1000, 5000, and 10000. Sensibly, the Government decided to stop

commemorating really important people like Presidents on the rapidly devaluing bank-notes and switched to more ephemeral cultural figures instead. In fact, the acceleration of new bank-notes helped contain social protest. When the Brazilian Writers Union protested that the musicians had beaten them to the punch, by having the great Brazilian composer Villa Lobos on the 500 cruzado bank-note, the Government issued the 1000 cruzado bank-note shortly thereafter, adorned with the face of the equally great Brazilian writer, Machado de Assis.

Of course, now both Villa Lobos and Machado de Assis seem doomed to go the way of the dinosaur — or at least President Kubitschek. On January 15th 1989, the Government trashed the cruzado, by knocking three zeros off it, and introduced the new cruzado. This time, the Government wised up and decided only to issue new cruzado bank-notes in new denominations: thus we now have the great Brazilian male poet Carlos Drummond Andrade on the 50 new cruzado note and the equally great (but more obscure) female poet, Cecilia Meirelles on the 100 new cruzado note. Unfortunately, this policy has led to a new phenomenon of "face inflation", as the Central Bank has had to resort to increasingly less well known 20th century figures to put on the new bank-notes. Old-timers confidently predict that the Government will shortly have to draw the line — perhaps when they have to obtain Pelé's endorsement to put his face on the new 1000 cruzado note — and they will need to revert to the classical figures of 19th century Brazilian history who last were seen in circulation on old cruzeiro bank-notes around 1984.

Of course if they do that, they might as well just trash the new cruzado and re-release all the old cruzeiro bank-notes as legal tender. Indeed, this might be the perfect technical solution to inflation that Brazilians have been seeking for years. Old currency never dies — it just goes into hibernation. The cruzeiro is dead — long live the cruzeiro! It would certainly make life simpler the next time I go to buy a milk-shake.

Editor's Note: In fact, on March 16, 1990 Brazil reintroduced the cruzeiro.

A Tale of Two Tribes

story and photos by Michael Small

The surviving Ameridians of Brazil number about 250,000 people — a mere .2% of the Brazilian population. Yet, they have a social significance out of all proportion to their numbers. In a country whose vigorous national culture seems to “Brazilianize” all immigrants, the Amerindians are Brazil’s only true cultural minorities. For many North American observers Brazil’s remaining Indian cultures offer an indigenous alternative to the “western consumer lifestyle” that has colonized the rest of the hemisphere. While all of our native peoples are now irreversibly incorporated into the cash economy, Brazil still contains a number of intact Indian cultures that have yet to make substantial contact with western society. As survivors of the conquest, they evoke for us images of pre-Columbian romance and post-Columbian guilt.

In the summer of 1987, I had the unusual opportunity of visiting the two most famous indigenous areas of Brazil — Xingu Park in Mato Grosso along the southern fringes of the Amazon, and the land of the Yanomami along Brazil’s northern frontier with Venezuela. The tribes that inhabit these two regions make a revealing comparison, because they differ radically in their ability to adapt to the encroachments of western society. Yet in the final analysis, both groups face the same constraints against any attempt to preserve their cultural autonomy.

Yanomami children in the forest near Surucucu.

The Yanomami

The Yanomami are one of the classic tribes of academic anthropology, due to the work of American anthropologist Napoleon Chagnon. They number between 15-20,000 people, evenly divided between southern Venezuela and northern Brazil. This makes them the largest single Indian tribe in Brazil and the largest group of relatively uncontacted Indians left in South America. In total, they occupy an area of about 100,000 square miles of largely mountainous rainforest along the watershed that divides the Amazon from the Orinoco. Despite their geographic dispersion, the Yanomami maintain a remarkably uniform culture, through century old patterns of inter-marriage, alliance and warfare.

I spent twelve days in early July 1987 in the Yanomami territory around the Serra do

Approaching a Yanomami maloca.

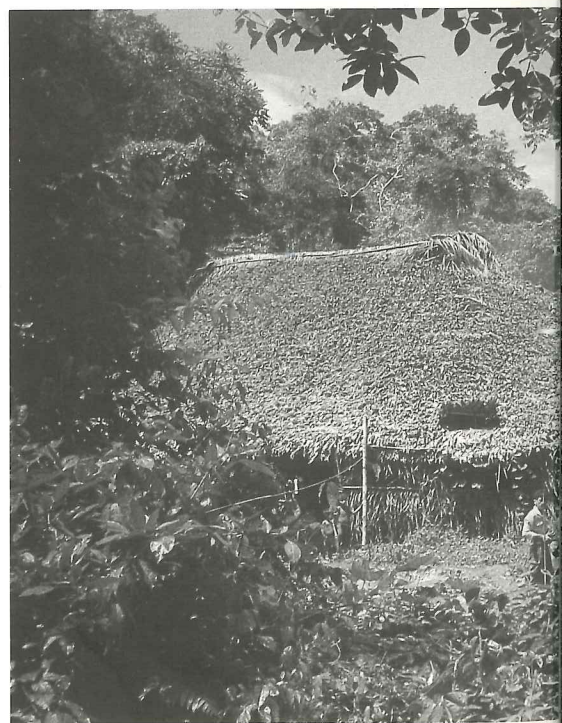




Photo by Jairo Mancilha



Surucucu, a grassland plateau that rises from the surrounding rainforest along the western border of the state of Roraima. Until the early 1960s, Surucucu was one of the most remote spots in this remote corner of South America. More than 4000 Yanomami are estimated to live in over fifty villages around the plateau, of whom no more than twenty have had regular contact with the outside world.

Each Yanomami village consists of one large thatched conical dwelling, known as a *maloca* in Portuguese. Some Yanomami *malocas* contain up to three hundred people living communally. When numbers become too great, the *maloca* will fissure and a sub-group will strike out to construct a new *maloca* in a nearby area of forest. On average, the Yanomami will move and rebuild their *malocas* at least once every ten years. By one estimate, it takes up to 600 square kilometres of forest to provide sufficient hunting for an average community of Yanomami. Over the last five thousand years of this low density migratory existence, the Yanomami have probably cleared every last stretch of forest in the region at least once to plant their gardens of manioc and plantain, and have then allowed it to grow back again.

The first change in this centuries old cycle came in the early 1960s when an American protestant missionary organization arrived and established a mission which lasted for about fifteen years, and was then abruptly abandoned. The next group of outsiders to penetrate the plateau was a force of itinerant prospectors, known as *garimpeiros*. Financed by outside mineral interests, more than 500 *garimpeiros* invaded Surucucu in 1975, built an airstrip and began panning for tin. To avoid trouble with the Yanomami, many *garimpeiros* simply gave them hand-outs of food — which encouraged some communities to abandon cultivating their own gardens altogether. When the Ministry of the Interior decided to evict the *garimpeiros* from all Yanomami areas in Roraima, these communities subsequently starved for several months.

Following this episode, the Brazilian government's Indian agency, FUNAI, decided to establish a small post in Surucucu. The man appointed to run the post, José Bezerra, became one of the handful of white Brazilians who has ever learned to communicate with the Yanomami. In Surucucu, he carved out a role for himself, in the tradition of FUNAI's best field agents as a benevolent if somewhat powerless "protector" of the Yanomami. For nine years, Bezerra's only contact with the outside world was a supply flight once a month by a Canadian-built Brazilian Airforce Buffalo.

In 1986, modern times caught up with Surucucu. Looking for new defence roles to play once they were no longer in power, the Brazilian Army embarked on an ambitious border control strategy in the Amazon, christened "Calha Norte". New airstrips and military outposts were to be built at strategic points along Brazil's sparsely populated northern frontier. Included among the list of potential threats to Brazilian sovereignty which this project was meant to combat was the possibility that foreign interests might conspire to declare the independence of the Yanomami. As the Calha Norte post commander in Surucucu analyzed the situation for me: "The Yanomami have four of the five necessary attributes of nationhood: a people, a culture, a language and a territory; all they lack is the fifth — a government".

Surucucu was one of the first sites selected for a Calha Norte post, intended to house seventy soldiers, officers and their wives. When I arrived there, a strange four cornered society had sprung up on the Surucucu plateau. The military base under construction was at one end of the runway; the FUNAI post was at the other. In between were the ramshackle barracks of the road paving crew decorated with pin-up posters and surrounded by discarded tires and tin cans. At the edge of the forest was a Yanomami *maloca*.

To the casual observer, relations seemed very neighbourly between these four disparate groups. The FUNAI post served as the meeting ground. During the day, Yanomami from the entire region would converge there, the women seeking medicine for their children while the men came to barter at the trading post. At night, all the soldiers and the construction workers would gather around the table in the FUNAI post kitchen to listen to the radio and play dominoes. Yanomami in small groups would sit outside on the verandah. Since no one except Bezerra and his staff could speak both Portuguese and Yanomami, communication across the kitchen doorway was limited. Nevertheless, greetings would be exchanged, a few dumb-show jokes made and the occasional deal was done — such as the evening when an elderly man arrived, clad only in a penis sheath, to swap two kilos of freshly killed tapir meat for a pair of shorts.

However, as I soon found, this bucolic scene concealed a more disturbing reality. The rapid arrival of so many outsiders in the preceding year had completely altered the human ecology of the region and introduced diseases against which the Yanomami had no natural resistance. When I arrived, Surucucu was in the midst of an influenza

epidemic, which left the Yanomami aching and listless, reduced their energy to farm or hunt and increased their susceptibility to other diseases. I visited two *malocas*, containing more than one hundred Indians, every one of whom was suffering from the flu. Many of the Yanomami were sick with pneumonia as well. While these diseases were not fatal for the adults, they had already killed a number of infants and there were few children visible in the *malocas* we visited over the age of three. Worst of all, the first cases of malaria in the history of Surucucu occurred while I was there. Once whites carrying the disease arrive in a malaria free region, the local mosquitos soon become carriers too, and they pass it on to the indigenous population.

One Saturday night in the midst of the influenza epidemic, a public debate occurred

at the FUNAI post that raised all the issues at stake over the future of the Yanomami. I was talking around the kitchen table after supper with a young doctor from a Brazilian Indian rights NGO. His organization had been working for over ten years to lobby the Brazilian government to create an "indigenous park" that would protect all of the Yanomami's traditional territory. In the preceding two years, it had secured European funding to begin a much needed health program as well for the Yanomami, flying in two young doctors who had been trained to speak Yanomami to make field trips to outlying villages and provide basic inoculations.

In the midst of our conversation, the army post commander, arrived in great ceremony and announced that he was convening a community meeting, summoning everyone

else at the post around the kitchen table. He began by explaining that he had taken advantage of his recent leave to conduct some research into the legal standing of the Yanomami. After examining the relevant decrees and questioning higher authorities, the commander had learned that Surucucu, along with all other Yanomami territories in Roraima, had yet to be registered as Indian lands. This meant the military had inherited a special responsibility for the Indians welfare as a by-product of their authority under the Calha Norte program to control a *cordon sanitaire* within 150 kilometres of the border. The commander concluded that the army had no intention of disturbing the Indians along the frontier — their sole objective was to maintain the peace. But as he more or less admitted in his speech, the military had not fully taken into account the reality of the Indians presence in Surucucu. Hence his purpose in convening this meeting — given that the army was now here to stay, what should happen to the Indians?



Forest area partially cleared by the Yanomami to plant manioc.



A Trumpeter bird follows our party through the forest.

In a tone of cynical outrage, the young doctor replied that the commander had not revealed the true purpose of Calha Norte — which was to create poles of economic development along the frontier around the new military bases. In his assessment, such development would only accelerate the spread of diseases that were already killing off the Yanomami. The young doctor then taunted the commander by asking whether the Army would support his NGO's proposal to create a binational park for the

Yanomami. The commander's hostile response was that the doctor's NGO had its own hidden agenda — which was to use the park proposal as the first step towards declaring the independence of the Yanomami. The military's presence was required precisely to thwart such threats to Brazilian sovereignty from foreign sponsored groups.

The commander then outlined his own vision of the future, which would entail the Yanomami maintaining their numerical majority around the base while gradually evolving into regular Brazilian citizens. The doctor, who could see the Indians he had come to Surucucu to protect slowly dying before his eyes, completely rejected this vision. For him, nothing short of a return to the status quo before the arrival of the Army, followed by the creation of an indigenous reserve, could halt the steady disappearance of the Yanomami.

The discussion concluded on more common ground when everyone agreed that the real threat to peace in the region were the *garimpeiros*, who constantly sought ways of evading the government's ban on returing within 150 kms of the border. Talk turned to how everyone might help to reduce the spread of disease from the new arrivals in Surucucu. At the end, even the young doctor offered to provide the commander with reports of his medical findings among the Yanomami.

After the meeting, I realized I was watching the final chapter in a centuries old story, as the last large tribe of Indians in the continent undergoes the irrevocable process of contact with the white man and his diseases. All of the participants in the debate realized that change was about to occur very rapidly in Surucucu and they were all playing a part in the process. The commander of the new military post sensed he was at a cutting edge of history and was somewhat troubled by the social responsibilities he could see that he had acquired that ran beyond his narrow military mandate. The doctor on the other hand displayed all the frustrations of the expert who could see more clearly than anyone else what was really going on, but who felt powerless to block the forces of change. The only members of the community who were completely excluded from the discussion were the very people the debate was all about — the Yanomami.

As things turned out, that meeting proved to be the high water mark of potential co-operation within the emerging community in Surucucu. A month later, the roof fell in on the Yanomami. To pre-empt the possibility that they might become legally excluded from prospecting on Indian lands, the National Association of Garimpeiros organized an invasion of the Yanomami territory



Inside a Yanomami Maloca hut near Surocucu.

two hundred kilometres south-east of Surucucu. A clash shortly thereafter between the *garimpeiros* and the Yanomami prompted the government to order all non-government personnel out of the region. All the NGO doctors were deported. No alternative system of health care has been put in their place. Bezerra was transferred out of the state. Permission for outsiders to visit the region is now very tightly controlled.

At the same time, gold was found in large quantities in Catrimani and the *garimpeiro* invasion turned into a torrent. FUNAI now estimates that over 30,000 *garimpeiros* are working in Yanomami territory — and they range up the streams in all directions in their search for new placer deposits of gold. In addition to spreading disease, the *garimpeiros* have dumped several tons of mercury into the rivers of the region, as a by-product of the reduction process they use to extract the gold.

None of this is technically legal, but the presence of a gold rush on this scale has completely altered the political economy of the newly created state of Roraima. The *garimpeiros* have powerful support from local politicians, who will be seeking their votes when elections are held in the state for

the first time next year. Attempts by FUNAI to seek a judicial injunction to halt aircraft landings at these illegal airstrips have been blocked by regional courts. In the meantime, despite repeated declarations that a clean-up operation would soon take place, the Army has yet to forcibly remove the *garimpeiros*. As one senior general explained the military's ambivalence to a western Ambassador: "In the Amazon we can't even put a man in jail for murder — so how can we arrest him for going to work?"

As for the Yanomami, no one knows how many have died from disease or clashes with the *garimpeiros*. FUNAI has proposed a demarcation of their lands into nineteen discontinuous "islands", which avoid the major centres of *garimpeiro* activity, and which are surrounded by National Forests that would be open to controlled exploitation. Even under the best of circumstances, the Yanomami's land rights under this arrangement would be difficult to enforce; under the present circumstances, FUNAI has yet to even try to implement it. The prospects for managing a gradual transition for the Yanomami from cultural isolation to political incorporation in the Brazilian state now seem very bleak indeed.

Xingu

If the Yanomami are among the most threatened tribes in Brazil, the tribes of Xingu in central Brazil are certainly the best protected. Eighteen different tribes, numbering 2,200 people inhabit this park, which was Brazil's first indigenous reserve, created fifty years ago. Today, Xingu Indigenous Park is one of the few indigenous territories whose boundaries are clearly demarcated and respected by Indians and whites alike. For these reasons it is regarded as a model, by the government and by Indian advocacy groups.

I travelled to Xingu in early August 1987 to investigate a potential "Canada Fund" small aid project. However, my visit coincided with the high point of the ritual season — the Kuarup festival, which brings together tribes from all four of the major language groups found in the Park. The setting for this event was a Carib speaking village, comprised of twelve huge *malocas* in a circle around an acre of open ground, about two hours by dirt track across low forest and savannah from the airstrip in Alto Xingu.

The Kuarup is a combination potlatch and rite of passage, involving wrestling contests, mass funerals and initiation ceremonies. Different tribes of Upper Xingu take turns staging the Kuarup, every year in which an important chief has died. All their neighbours are invited. When we arrived in the host village in mid afternoon, the meeting ground in the centre contained about seventy naked Indian men, decorating themselves with elaborate painted geometrical designs. Once they were finished dressing for the event, the two village shamans began an hour long ritual chant, to which the tribesmen danced in a single file. This process was repeated once again after nightfall, with the tribesmen carrying torches and dancing around the three ceremonial graves in the centre of the meeting ground. The woods around the village began to glow with the campfires of neighbouring tribes.

When dawn arrived, five other tribes, totalling three to four hundred people in all, were seated around the meeting ground. The men of the host tribe challenged each of the visitors in turn to a mass wrestling contest. Following an initiation rite of a teenage girl, who had been kept in seclusion in one of the *malocas* for several months, two flute players circled the village entering each *maloca* in turn. Once this was over, the party broke up and everyone moved towards the tables of manioc and smoked piranha. The Kuarup had ended.

Several fundamental contrasts stuck me about the participants in this ceremony, compared to the Yanomami I had visited the month before. The Indians in this Park have long ago acquired the resistance to the



Body painting in preparation for the Kuarup. Note the smoked piranha in the background.

infectious disease that now plague the Yanomami. Their only significant health problem is that they have become over-medicated with the cheap but powerful drugs that FUNAI likes to stock in its field dispensaries.

A second fundamental contrast with the Yanomami is that most of the men of Xingu speak Portuguese, which serves as a lingua franca between the different tribes in the park as well as a means of communication with the outside world. Not only can one speak to the Indians in Xingu, but they are very interested in speaking to you. In a lull in the middle of the Kuarup, a brave, clad in nothing but warpaint, strolled over to me to enquire matter of factly if I had come from New York — like the anthropologist who had come to study them the month before.

A third contrast is that the Indians of Xingu are at least marginally involved in the cash economy, through sale of handicrafts and the receipt of "photography fees" from visitors to the Park. A number of the braves



Flute players circle the village at the end of the Kuarup.

came around immediately after the ceremony to see if I would be interested paying cash for their headresses at a fair market rate. When I offered to swap some batteries I had brought instead (based on my previous experience bartering with the Yanomami), they were spurned on the grounds that they were the wrong size to fit into their tape recorders.

A final contrast is that the Indians of Xingu are well aware of how they fit into the outside world. One explained to me that his tribe has a standing arrangement with the rancher whose lands bordered theirs at the edge of the Park. Once a month, the rancher would loan the Indians his truck for a shopping trip to the nearest market town. Others described trips they had made further afield to Brasilia or even Sao Paulo. The leader of the tribe we met the day after Kuarup to discuss our aid project, a burly chief named Aritana, had received the ultimate accolade in Brazil: several years ago he was the hero of a popular TV soap opera, or *novela*.

Unlike the Yanomami, these Indians clearly are in a position to manage their own relations with white society. They occupy positions of influence within the FUNAI bureaucracy that no other Indian group in the country can claim. However they have not come by this privileged position easily. It took almost thirty years of constant lobbying by a remarkable trio of missionaries, the Brothers Villas-Boas, to build up a sufficiently interested constituency among Brazilian urban intellectuals and foreign observers that the military government felt compelled to firmly demarcate the boundaries of the Park. Even so, as recently as 1984, there was an attempt to slice off a large portion from the northern end of the Park and award it to ranchers who had already invaded the land. The combined efforts of many Xingu tribes, several armed skirmishes and one spectacular kidnapping were required before the ranchers dropped their claims to the land.

How far the Indians of Xingu have moved along the acculturation scale towards a "western consumer lifestyle" became apparent to me as a result of the discussions over our small aid project. The Brazilian medical agency sponsoring the proposal had produced what seemed a perfect example of "appropriate technology" for Xingu — a new clinic with a hygienic cement floor and running water, but housed under a traditional thatched roof that the Indians could construct, which would be far cooler than the cement boxes that FUNAI had previously built. An hour and half of various learned objections to the roof from Aritana and his tribal brethren — ranging from the sudden shortage of thatching materials,



Tribal elders beside the ceremonial graves at centre stage in the Kuarup.

timing problems concerning the rainy season, and doubts about who would benefit most from the clinic — finally boiled down to the fact that the Indians did not want obviously well heeled white men showing up in their Park just to build another "Indian" building. If they were going to get a building from Canada, they wanted a white man's building — complete with four cement walls, a tiled roof and preferably air conditioners in every room — just like the houses they had seen on their trips to Brasilia.

It is difficult for outside donors such as the Canadian government to profess respect for a tribal people's hard won independence and then deplore what they want to do with it. Nonetheless, it is also disconcerting to travel 1000 kms into the middle of the Amazon to discover that the inhabitants you have come to meet want to ditch their "exotic culture" as fast as possible in favour of your own.

This point is more than a fine cross cultural irony. The Villas-Boas brothers succeeded in their campaign to save the Park largely because of the extraordinary ritual and artistic life there. The fascination of ceremonies such as the Kuarup remains the Indians of Xingu main passport to the outside world. If in the process of managing their own integration in the mainstream economy of Brazil, they lose their values and forget their culture, they will lose as well their effective claim to the territory they now control. In a country racked by land and population pressures, no other group of 2,200 marginal farmers could secure a title to 22,000 sq kms of land. Without their unique ritual life, the Indians of Xingu would be treated no differently from the lowest strata of the other 99.8% of Brazil.

Before completing this trip, I thought that Yanomami and the tribes of Xingu would illustrate the worst and best case scenarios for the Indians of Brazil. Afterwards, I realized that both face a more complex trade-off between maintaining their cultural integrity and their physical survival. The two societies differ most in their ability to make these trade-offs for themselves. But both face the same real constraints on their ability to survive as pre-industrial cultures embedded in a rapidly expanding industrial society.

Postscript: On January 8th 1990, as a result of a series of successful court actions in Brasilia pressed by a coalition of human rights groups, the Brazilian Government launched a para-military operation to remove the garimpeiros from Yanomami territory. A political backlash followed, organized by the miners, and a deal was struck tentatively allowing them to remain in one mining reserve on the fringes of traditional Yanomami lands. Many thousands of miners have now left the region; but thousands remain to be rounded up, including up to 10,000 miners reportedly around Surucucu. For the first time since late 1987, outside doctors have been allowed into the region to treat sick and dying Yanomami. It remains to be seen what policies will be adopted by the new Brazilian Government, after President-elect Fernando Collor takes office on March 15th.

Michael Small has served in Kuala Lumpur and Brasilia. Now assigned to the International Economic Relations Division of External Affairs and International Trade Canada, he is also a member of the Board of bout and the Executive Committee of PAFSO.

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Learning and Living in the Arab World



story by David Malone
photos by Fredericka Gregory

As my postings have both been in the Arab world (Cairo, 1976-1980, Amman 1984-86), I am often asked what it is like to work in the Middle East. Two notions which I believe to be misconceptions, frequently come up: First, that unless an "Arabist", one functions at a tremendous disadvantage in the area; and, second, that women should not even consider postings to the Arab world.

As one who has been offered language training in Arabic twice, for a full academic year of three terms in 1976-77 and again for a summer term in 1984, I have my own views on the advantages and limitations of some degree of Arabic proficiency and its impact on Foreign Service postings.

Arabic is a remarkably rich and difficult language. Its script adds to the challenge for a Western student. Among major languages, it is often ranked just behind Japanese and Chinese in the intensity of effort required to reach elementary proficiency. Hence, of course, its allure.

After a full year of rather hard work in studying Arabic, my efforts were rewarded with only a very humble level of ability: I could understand much of everyday conversation (given the right dialect and accent): I could read much of the newspaper, which

in the Arab world is a sadly unvaried fare replete with articles extolling the same heroes of Arab nationalism and vilifying a predictable cast of plotters and miscreants. I could, with dictionary at hand and frequently consulted, manage a few pages of fiction. Not, all in all, a very satisfactory outcome, but, as I looked around me, par for the course with notable exceptions (one of our Foreign Service colleagues serves as head of the Arabic language program at the American University in Cairo).

I knew that I would not get very far with Arabic at this unexalted level, and my early experiences confirmed my apprehensions. However, it was nice to be able to pick up on life around me, and to feel, however modestly, a part of it. Furthermore, my Arab acquaintances seemed flattered (if amused) that I had attempted to learn the language, and I felt it gave me an "in" I might not otherwise have had.

Arabic proved most useful, in fact, in consular cases. When Canadians turned up



Man in the window: Portrait from Arabia, Luxor (Al Uqsar)



Ferry down the Nile (Bahr el Nil)

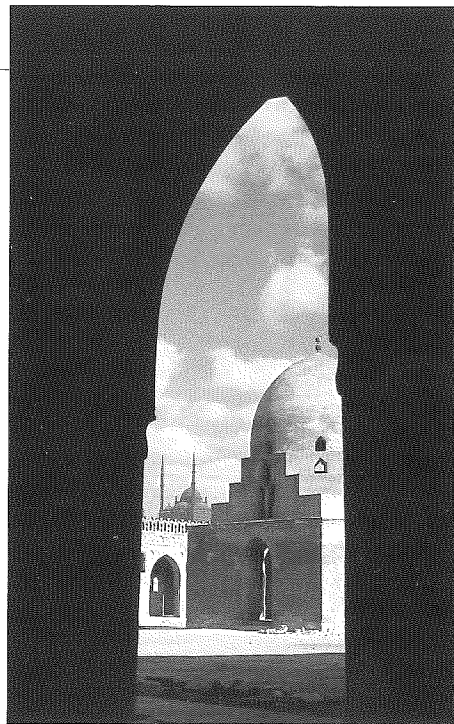
in distress in remote outposts of Egypt, Libya or the Sudan, my Arabic allowed me to communicate on a basic level with local authorities unused to dealing with foreign officials. The most useful feature of my Arabic was the confidence it inspired in colleagues and visitors that I would be able to cope with any unforeseen emergencies, however limited my real ability to do so.

Nevertheless, my experience with colleagues in Arab posts was that their usefulness rarely bore much direct relation to their language skills, all the more so as Arabs are excellent linguists themselves. It is rare, in any Arab country I have visited, not to encounter in most walks of life, individuals whose English or French far outstrip the Arabic of foreigners. A great deal of literature on the Arab world has now been translated. Much of it was written in European languages in the first place. With virtually instantaneous translation of Arab broadcasts and newsprint (by FBIS and other sources available to Canadians posted in the area), most of the key economic, political and cultural information is available to all). Furthermore, Arabic language skills do little to facilitate acquaintance with the Arab élites as English and French are both widely used by them. In this milieu, its members are often puzzled and sometimes irritated by strangers' attempts to introduce their own tongue into conversation.

Furthermore, the assumption that Arabs will be dazzled by the brilliance of foreigners having mastered their tongue is highly questionable. In my experience, Arabs are very much drawn to human qualities, for example, of courage, loyalty, kindness, frankness, fairness rather than to purely intellectual ones. Accordingly, a strategy aiming to impress one's new contacts by overwhelming them with language and intellectual skills is bound to misfire. In turn, the very human qualities they admire in others makes them splendid friends once a relationship is established.

Thus, professional success is not likely to be greatly enhanced by Arabic language skills. Indeed, precisely because they had to work a bit harder, several of my foreign colleagues who spoke no Arabic were by far the most widely known and respected.

The Department has now been training officers in Arabic for well over two decades. This policy is excellent for two reasons: First, the language courses often allow the students to develop affinities for the cultures of the Middle East, which might not otherwise be the case, and with months invested in language studies, encourage commitment to regional specialization, a plus, in my view, for a middle-sized foreign ministry with world-wide interests: Second,



it serves notice to the region that we take it seriously — seriously enough to invest time and money in the human resources we deploy there. The Canadian public and media are impressed by the enhanced professionalism of the officers involved. This is important in an era where we must constantly worry about the Department's domestic constituency. Finally, the contribution of some degree of language proficiency to one's own level of confidence is not to be discounted.

However, Arabic language skills do not guarantee professional success in the Middle East in the absence of qualities more highly prized by one's hosts. Nor does the absence of Arabic lead to a less interesting assignment than for the Arabists.

Equally troubling is the second myth affecting assignments to the Middle East; that women encounter insurmountable problems and should be discouraged from postings in the area. In fact, several factors favour women over men in diplomatic posts throughout most of the Arab world. In Cairo, a number of my most successful foreign colleagues were women. This was true again in Amman, where the first woman trained as an Arabist by the Foreign and Commonwealth Office was assigned until recently.

However, there are countries where cultural values excluding women from many positions of economic and political responsibility are such that a posting probably is not advisable. Among these, Saudi Arabia would seem the most prominent.

During my last assignment in Amman the difference between the status of single male and single female diplomatic personnel became even more clear to me. Jordan, in spite of the highly Westernized veneer that

greets foreign visitors, remains a deeply conservative society dominated by the family unit. Jordan is also a prosperous country by LDC standards, where daughters are considered much too fondly to be married off lightly to foreigners who might cause them to move abroad. For this reason, single foreign men are regarded as somewhat of a threat to the family unit and treated with some suspicion: It took a full year before my best Jordanian friend — from a conservative bedouin family — invited me to his family home. After this first cautious introduction to Jordanian home life; the barriers to other families fell very quickly, and, in my second year, my social life was almost entirely Jordanian and Palestinian. However, negotiating this first hurdle had been no easy matter.

My single female colleagues, on the other hand, were nearly immediately on arrival subsumed into the daily life of several Jordanian families as the local social instinct was to protect any friendly female person from such predatory attentions as might have come their way. Consequently, my female colleagues had a year's head-start on me in terms of actually exploring Jordanian society from within.

On the positive side, my local contacts took an active personal interest in me from the start: They considered an unmarried man in his early thirties a regrettable aberration and devoted much effort over the next two years to marrying me off. Incidentally, it was this personal interest that led me into a productive professional relationship with several local luminaries who normally took no interest in diplomats. Thus, single men were not entirely neglected in Amman. We did envy our female colleagues though. What these realities made clear to me, once again, was how very important the personal level remains in establishing relationships in the Arab world, a pleasant challenge for a North American.

An assignment to the Arab world is rich and rewarding. The Department's reluctance to post female officers to this area strikes me as misplaced. In any event, it is likely to erode over time. Any colleague with a strong interest in other people and a disposition to value the personal over the professional will find a fascinating universe opening up to them, if they elect an assignment in the Arab world.

David Malone is now Director of the International Economic Relations Division of External Affairs and International Trade Canada.

Fredericka Gregory has served in New York and is now assigned to the Western European Relations Division.

THE AMBASSADOR'S PERAMBULATORY

An Unnumbered Memorandum of November, 1967

by Rick Belliveau, Nick Etheridge and R.H.G. Mitchell.

The success of the Centennial caravans and train in their perambulations around the country this summer should be taken to heart by those in this Department who are grappling with the unending problem of establishing Canadian missions overseas. This Memorandum would suggest that the same principle of mobility employed in presenting our country's history to the native population can surely be applied to representational functions overseas. In short, the time has come to consider "mobile missions".

Consider, for example, the possibilities inherent in the idea of an entire chancery and mission contained in one or more tractor trailers, brightly decorated in a red and white motif, with the word "Canada" spelt out on the side in huge letters after the style of the Centennial caravans. Further refinements would of course be feasible, including

a Caravan-type horn playing the first three bars of "O Canada".

The concept of mobile missions would be particularly useful where one Ambassador is accredited to a number of countries. Instead of permanently basing himself in one capital and making sporadic and inconvenient forays to the other others, the Canadian Ambassador accompanied by his entire staff, could hook up the diplomatic rig and rumble regularly from capital to capital. This idea would also obviate the necessity of buying expensive permanent quarters which have to be maintained at great expense to the Canadian tax-payer (the entire Canadian Embassy could be cleaned for a few dollars at the local carwash).

Mobile missions would go far toward speeding up the whole process of Canadian diplomacy, at present an agonizingly slow business. For example, if Canada decided to break off diplomatic relations with any particular country, our mission could withdraw itself within hours, provided it was equipped with a good road map and the tires held out. Indeed, the whole process of diplomatic rupture would be so galvanized if mobile missions caught on generally, that we would be able to exercise considerably

less restraint than we do at present in breaking off and re-establishing diplomatic relations. This, it need hardly be pointed out, would be of immeasurable benefit to the morale of the higher-ranking External Affairs officials, who presently have to indulge their frustrations in such unsatisfying devices as "stiffly worded notes" and "formal protests".

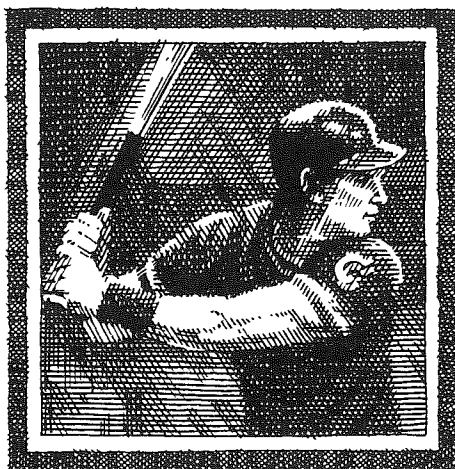
In time, of course, there would be nothing to stop further advances in the development of such mobile posts. Amphibious High Commissions, Hover-Chanceries, Self-Propelled Consulate Generals might all develop out of the small beginnings suggested here. With the modern trend toward flexibility, good communications and efficiency, there is no telling where innovation might end.

A useful side-effect of motorized diplomacy would be that the whole destructive concept of sacking embassies, fashionable in a number of countries, would quickly become a thing of the past with missions that could out-manoeuvre their attackers, unless of course the post had the misfortune to run out of gas at the strategic moment.

All this is not to say that there would not be problems in putting a number of such

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self-propelled missions into service. Treasury Board might well balk at the idea of External Affairs using more diesel fuel annually than the Navy, and nobody would want to see the Canadian Permanent Mission to the United Nations towed away... for being double-parked on United Nations Plaza. However, we are confident such minor technical problems could be ironed out in due course. If it decides to implement this plan, the Canadian Government will have scored an impressive "first" in international diplomacy, while its diplomats will be known the world over as men* on the move. 

***Editor's Note:** "and women too..."

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EXECUTIVE JOB-CHANGING

by Carol N. Markham

Judging by the current level of job dissatisfaction at External Affairs, it would not be surprising if some of our colleagues considered, from time to time, options beyond the green pastures of the Department. For these, the creative approach to job-changing might provide an answer.

There is a truly fascinating book geared to the individual with substantial work experience. Someone with character, a track record, interesting presence, stamina and a cast-iron stomach; with intimate knowledge of at least ten airports on seven continents; who can carry the baggage of three individuals and major state secrets at the same time; who knows when and how a little local "grease" will help a rocky situation. The kind of individual the Foreign Service knows and loves so well.

The book is called *rites of passage AT \$100,000 + : The Insider's Guide to Absolutely Everything About Executive Job-Changing*, by John Lucht, published by The Viceroy Press Inc. (New York, 1988 \$C34.95). This book has been selected by both "The Executive Program" of Macmillan Book Clubs Inc. and "The Fortune Book Club". As the MBA Faculty Chairman of the Harvard Graduate School of Business Administration says in a particularly American manner, "(It) should be read by everyone within shooting distance of an executive recruiter." Or more ominously, as the Executive Vice-President of McGraw-Hill Book Company says, "If you can't find a job using this book, you're unemployable."

With these accolades, can it slice bread too? Well, yes. Even if you are not planning to move to greener fields, it gives many pointers which can be put to good use in one's normal work situation. The book starts with a quote from John Lucht saying, "This is what I tell my friends." So now we know where we stand. The book is thorough, readable, and friendly.

Although the arbitrary salary level Lucht has chosen may be a bit rich for the Canadian market, and the book concentrates largely on the business field, a foreign service career does have parallels. Lucht has chosen this salary because "...at six figures the rules and methods for job-changing are different than at lower levels. There are more initiatives executives can take, more

opportunities to be explored. But also more pitfalls and more misinformation." He chose his title because he makes an analogy with primitive societies which take their "initiates" aside and give them a cram course in what they ought to know for their future well-being. They receive practical knowledge once-and-for-all, and they receive "secrets" which presumably they otherwise would never discover. Lucht draws on his seventeen years of experience as an executive recruiter to tell you the inside and outside stories of how to obtain your next job, and what happens from the other side as you take each step along the path. This book is of interest at all stages in your career — when you are dissatisfied, as well as when you are happy with your current job.

*While you can make
a relevant contact more
enthusiastic, you can't make
an enthusiastic contact
more relevant.*

As most people do when initiating a job search, this book recommends beginning with the people you know. However, Lucht cautions that while you *can* make a relevant contact more enthusiastic, you *can't* make an enthusiastic contact more relevant. What makes a contact "relevant"? He sets out a hierarchy of relevance: control of jobs; vantage point; and the absence of control and vantage point (therefore the last is low priority, and encompasses people outside your field, hence dependant on off-the-wall suggestions, or serendipity). Knowledgeable enthusiasm would thus include co-workers; closely-dealt-with outsiders; by-reputation-only contacts; and non-business connections (ie, long-shots; the same as the lowest priority of relevancy).

Lucht has no patience with the "Alex Bludgeon" type of job-seeker whose three basic rules of the job-search are: (1) never fail to get into the office of anyone whose name is mentioned to you; (2) never depart with less than three names; and (3) never

leave follow-up solely in the hands of the person you just saw. His conclusion; "There you have it: up-to-date, truly aggressive networking, as practised by a master. Alex Bludgeon is managing to get into the offices of a great many executives...and to walk out with the names of plenty of additional executives, whose offices he'll also penetrate. He has virtuoso mastery of the techniques of modern high-pressure networking. It's the objective he's lost sight of. *Alex is not getting hired.*"

As you can imagine, Lucht considers this aggressive approach to be intrinsically offensive. He therefore suggests ways to be polite while still conducting an active and thorough job-search. You can get around the dilemma by: emphasizing close, rather than distant, contacts; leaving appointment-solicitation in the hands of the person whom you've just seen; listening carefully during your self-introductory phone call; accepting immediate help on the phone, rather than holding out for a visit; making lots of polite contacts, keeping records, and using time as your ally; concentrating on your current industry, where talking to you will seem most relevant; trying to have something other than just your employment interests to talk about; trusting your own good instincts, good manners, and good taste, whenever they conflict with what "experts" are telling you to do; and using the various job-changing techniques for what each can do best. All perfectly sound advice whether you are attempting to change your job or to practise the fine art of diplomacy.

His chapters on job-recruiters and their firms are revealing. For one thing, he says that although these firms may have hundreds or, in the case of really large firms, thousands of potential job vacancies, *you will only hear about one* at a time. You will never be given a list of interesting possibilities from the firm's files and asked to select the most appealing. *One* prospect is all you will be given. Only when you unequivocally either take it or reject it could you expect to receive information on another prospect with that firm. Similarly, only *one agent in the firm* will work on your file. Therefore, in his experience, those who wish to change their job must know how to deal with recruitment firms. This basic advice is centred on self-interest. With respect to a contingency recruiter, he believes you are *always* better

Pierre Charpentier

Né en 1925, Pierre Charpentier avait joint les rangs du ministère des Affaires extérieures en 1952, après avoir obtenu une licence en droit de l'Université de Montréal et une bourse d'études Rhodes de l'Université Oxford. Il a servi à l'étranger à Madrid, Varsovie et Paris, en plus d'avoir été ambassadeur au Pérou, en Algérie et auprès de l'Organisation des États américains, à Washington. À Ottawa, il a travaillé auprès de diverses divisions et il s'intéressait en particulier aux relations avec le milieu de l'enseignement et aux études canadiennes. Il est décédé à Ottawa, le 15 août 1989. Lui survivent son épouse, Mireille, et ses trois enfants.

George Glazebrook

Born in 1899, George Glazebrook was a prominent historian of international relations before arriving in Ottawa in 1942 to take up war-time service in External Affairs in the intelligence and security areas. After leaving to join National Defence in 1948, he returned to the Department in 1950, remaining until 1963, when he retired and returned to the University of Toronto. Author of a number of books on political thought, Canadian history and Canadian foreign policy, he remained an active writer until shortly before his death in 1989.

Brian Richard Hambleton

Born in Ottawa in 1948, Brian Hambleton was educated at Carleton and Queen's Universities, joining the Department of External Affairs in 1974. Over the course of his career, he served in Ottawa in the U.N. Institutional Affairs Division, USA Division, US Transboundary Relations Division, the Office of the Associate Under-Secretary, and in the Prime Minister's Office, in addition to postings in Washington and Islamabad. He died suddenly at post in Japan on September 20, 1989. He is survived by his wife, Isabel Massip.

off going to a potential employer on your own, unless the recruiter has a valid listing; is exclusive (no other recruiters, retainer or contingency, are involved, which is not easy to know); and the job is one you would not have pursued if it were not for the contingency recruiters persuasion.

Concerning retainer recruiters, self-interest is served when the recruiter is searching: to fill a job you could perform exceptionally well; for someone with exactly your qualifications; is personally convinced that you possess those qualifications; considers you are not blocked by the you-work-for-a-client "off-limits" rule; and when the recruiter does not already have plenty of other fine candidates. Lucht goes on to indicate that *all* six objectives must be satisfied before you should go with the retainer recruiter. However, most people look only at the first criterion: performing a job exceptionally well. As he says: "Exceptionally well" doesn't mean 'competently'. Since the retainer recruiter is being paid upwards of \$30,000 to 'search', what he finds had better be *something special*."

Moving from recruitment firms and recruiters (he devotes many chapters to every aspect of both), you are probably interested in what kind of covering letter should go along with a resume, and what your resume should look like. Well, you are in for a surprise. First, you have to write many letters (500 or 1000). This is because if the person to whom you are writing is not looking for a recruit at the precise moment of reading your letter, it will go into the garbage, or on a file for six months, and then into the bin. The chances that the individual is hiring are minimal, but if he is you might get an interview. According to Lucht's statistics, 1000 letters might generate 10-12 responses, of which only 2 or 3 are for interviews. He gives many pointers and provides lists on to whom these 500 or 1000 letters should be sent.

His advice on the art of writing a resume is equally startling. It should *not* be confined to two pages. This is for the individual straight out of college, new to the job market, or perhaps with only one or two jobs. He theorizes, "Think about it for a minute. On two pages you're barely able to list your name, address, office and home phone numbers, college degrees, a couple of personal facts, and lay out a reverse-chronological listing of all the companies you've worked for and the progression of titles and responsibilities from college to now...all requisites of a good resume....So in two pages, you are able to list all the job titles you've held and give a skimpy description of responsibilities for the more recent and important ones. Unfortunately, you haven't got room to say

much, if anything, about what you *achieved* when you held those responsibilities. And achievements proving you're special are what a prospective employer is looking for." According to Lucht, for each additional page in your resume, your success rate goes up several hundred per cent, and he has a table to prove it.

Lucht's theory stresses the importance of the resume providing *both* a quick orienta-

A resume should not be confined to two pages.

tion on who you are *and* also being thoroughly convincing. While brevity may facilitate the first part of the equation, usually it fails to resolve the second part, that of convincing the reader. Lucht is not substituting length for content; what he says is that the "long copy sells" principle does both: "A very brief resume could have performed the quick orientation and helped turn your reader off. Unfortunately, it probably couldn't have turned him on...and on...and on...to the point of picking up the phone and calling you."

The book devotes attention to developing an effective resume. It also goes on to discuss the interview, negotiating the employment contract (getting plenty, and making sure), and then what he terms, "Rites of Passage: What, When, and Whether". Knowing the available techniques for making a career change, Lucht applies these techniques to "the three degrees of job-changing interest" which everyone has throughout their career: "happy where you are; unhappy...but you can't show it; and, unemployed." The book ends with a section on how to expand one's career, and finally, provides a long appendix on sources of information for a job search.

So there we have it: an excellent book on how to broaden horizons — even beyond the Foreign Service. It should be mandatory reading for everyone who does not believe they have options.

*Carol N. Markham is a member of the Editorial Board of **bout**, and the Executive Committee of PAFSO. She has been posted to Bangkok, and is currently Head of the UN Environmental Affairs Section, Energy and Environment Division at External Affairs and International Trade Canada.*

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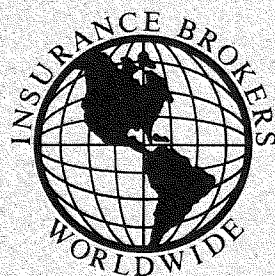
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MANAGING MANAGERS: The PAFSO Evaluation Guide (PEG)

by Daryl Copeland

There exists a fundamental asymmetry within the Department of External Affairs. The formal appraisal system, like many other aspects of bureaucratic process, works primarily from the top down. This detrimentally affects not only the employee's ability to make an informed assignment decision, but also the Department's ability to accurately evaluate those occupying supervisory positions.

The view from above is frequently at dramatic variance with the experience of those at the working level. These perspectives, while of critical value, are not currently accorded any form of structured expression. Short of corridor and cafeteria chatter, rumour mongering, and the informal, if not entirely disinterested advice offered by representatives of the Bureau of Personnel, there is at present no central point of reference for those wishing to research prospective managers. Without recourse to satisfactory alternatives, Foreign Service Officers are faced with a situation which is unappealingly vague and haphazard given the magnitude of the stakes involved. In a situation where the paper trail means everything, this is not acceptable.

Within External Affairs, it is not difficult to identify managers who are regarded as successful by their superiors, but who may have achieved this reputation at the direct expense of the well-being of their subordinates. In such cases, any short-term gains are often dwarfed by longer-term damage to private lives, and, indeed, to the fabric of the Department itself. Conversely, many excellent managers, whose skills have produced sound, consistent, and valuable achievements, have not always received the credit which is their due. The PEG will address these anomalies squarely.

Management skills, whether in personnel, operations, or policy planning, have long been neglected at External Affairs. A good Foreign Service Officer is by no means automatically a good manager. Yet many inadequate managers seem to have prospered, partially because the existing approach to assessing managers is neither designed nor equipped to measure all aspects of supervisory performance. Existing EX (executive) appraisals stress factors which are of limited relevance to officers at the working level and the results are not available to PAFSO members. What remains is a situation in which good managers can be penalized, bad managers rewarded, and professional employees kept in near-complete ignorance.

PAFSO's objective is to establish a system which will permit Foreign Service Officers to obtain information, contributed by their colleagues, concerning the skills, abilities and characteristics, of the Department's managers. The ultimate purpose, therefore, of establishing a compendium of managerial evaluations is to encourage a more productive and harmonious matching of professional personalities within the Department. The result will be a more equitable and informed assignment process which will significantly reduce the potential for career disasters. It will also provide a valuable new resource for the supervisors themselves, and for senior managers to use in evaluating the performance of the Department's middle managerial cadre. Similar exercises have been successfully conducted in universities and in the private sector; there is every reason to believe that the practice will bring equally positive results here.

Participants are initially invited to review the performance of each of the supervisors that they have worked under for at least six months over the previous five years. This will permit the establishment of a substantial data base in relatively short order. Both direct and indirect supervisors (rating and reviewing officers, according to conventional appraisal jargon) will be candidates for annual evaluation. A minimum of five evaluations per manager, prepared by five different officers, are required before the performance of any given individual will be reported. The returns will be handled in strict confidence with access limited to PAFSO staff members. To maintain the integrity of the system, only evaluations with completed cover sheets will be accepted. Each return will be checked to verify the supervisory relationship, and the cover sheet then detached to protect the identity of the author. Both the cover sheets and the returns will be stored securely at the PAFSO office.

The data will be collated and aggregate scores calculated for each category in which performance is being measured. Once the system has been established and the results entered into the data base, the five year running averages will be updated annually as new evaluations are received and old ones dropped from the composite. There is great potential for exploring a variety of advanced statistical techniques and indicators in the search for more subtle or discrete information.

The summary composites will be printed, on an annual basis, as the PAFSO EVALUATION GUIDE (PEG), a catalogue of managerial "snapshots" which will be available to Foreign Service personnel upon request. Prior to the release of the results,

those evaluated will be offered the opportunity to comment, and these remarks will be presented with the evaluation. The PEG will not be made available to the general public.

It is in the immediate professional interest of PAFSO members to share their accumulated and collective experience on the crucial issue of supervisory performance. Moreover, it is clear that the unique perspective offered by the view from below merits closer consideration than it has been accorded to date. To that end, the distinct nature of working-level insights has been deliberately reflected in the choice of evaluation criteria, some of which have escaped measurement despite their considerable consequence in any balanced assessment of managerial competence.

In a larger sense, the PEG embodies a healthy and open approach to management-staff relations. The ventilation of the Department's supervisory strata may also assist in introducing new elements of dynamism and sensitivity which are not universally evident at present. Perhaps most important is the fact that managerial accountability will be significantly enhanced, and a new dimension of responsibility brought to bear on the assignment and decision-making process.

Progressive, capable managers will view participation in this endeavour with confidence and satisfaction. Quite apart from providing information of interest to those at the working level, the PEG has much to offer all managers who are concerned with their own professional development and who are able to appreciate and derive advantage from the feedback provided by their subordinates. In light of such wide-ranging benefits, PAFSO seeks the full cooperation of senior management in ensuring the success of this initiative.

Foreign Service Officers are today confronted with an unprecedented array of structural, economic, demographic and professional challenges. It is therefore imperative that PAFSO members respond creatively and move decisively to advance their legitimate interests. Improving the quality of Departmental management is an essential prerequisite to further constructive action.

The time is overdue for cranking open the louvers from below and shining some clear, dry light upwards. The implementation of the PEG system will effectively serve the interests of PAFSO members and bring enduring benefit to the quality of professional life within the Department.

PEG Post Script

PEG documentation was despatched to all PAFSO members in mid-February. The cooperation of all recipients in ensuring the timely submission of carefully completed evaluation forms is essential to the success of this venture. If you have not done so already, please submit your returns through Departmental facilities to the PAFSO office immediately to permit the presentation of available data in advance of the forthcoming assignment cycle. Additional forms are available upon request. This is PAFSO's chance to make a distinctive contribution to the professional life of its members, and to the quality of Departmental management.

Daryl Copeland has served in Bangkok and Addis Ababa. He is currently with the Political Intelligence Division of External Affairs and International Trade Canada and is a member of the Executive Committee of PAFSO.

PAFSO Professional Committee Breakfast Seminars: Spring Preview

by Margaret Huber

The PAFSO Professional Committee is pleased to announce an excellent line up of **Breakfast Seminars** for the coming months.

The Professional Committee sponsors informal seminars, usually at breakfast, featuring guest speakers on a wide variety of topical issues. Opportunities for open and lively discussions, these Breakfast Seminars begin at 8:30 a.m. and consist of 30 minute presentations followed by 30 minute Question and Answer periods.

During the past few months, speakers have included: Canada's Chief Statistician Ivan Fellegi; President of the International Planned Parenthood, Avadai Wadia; Chairman of the International Trade Tribunal John Coleman; Cuban Foreign Minister Ricardo Alarcon; our Ambassador for International Trade Negotiations Gerry Shannon and the Head of the North-South Institute, Maureen O'Neil.

Our spring preview promises a continuation of this quality roster for our forthcoming Breakfast Seminars:

"Does Canada have a Defence Policy?"

"Implications of Japan as the World's Largest Aid Donor"

"Les entreprises en renaissance"

"How are we doing on environment issues?"

"Canada-USA Free Trade Agreement: International Report Card"

"Equal Opportunity or Compromised Merit Principle?"

The Professional Committee welcomes proposals for future speakers and topics for our seminars. Please submit your suggestions to PAFSO c/o Debra Hulley at 234-1391 or write to the PAFSO office, 600 - 45 Rideau Street, Ottawa, K1N 5W8.

Don't miss these opportunities to hear well-known experts speaking on the major issues concerning our Department!

Margaret Huber is Chairperson of the PAFSO Professional Committee. She is Director of the European Community Trade Policy Division of External Affairs and International Trade Canada.

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Socialisms: Why Socialists Disagree — And What They Disagree About, by Anthony Wright, Oxford University Press, 1987, 146 pp., paperback, \$14.95.

Reviewed by Dale Burkart

According to Anthony Wright, the history of socialism is the story of a broad diversity of competing and substantively differing theories and movement all claiming to be socialist. In his brief introduction to the world of socialism, Wright focuses on the differences that have arisen between socialist traditions ranging from Anarchist to Marxist to Social Democrat, all of which emphasize differing values and approaches to implementing goals.

Writing from the perspective of a pragmatic socialist as opposed to an ideologue, Wright promotes the recognition of a plurality of socialisms. However, he restricts his analysis to the European experience, including Russia and then the Soviet Union. The socialist traditions and regimes which have emerged outside the western cultural tradition are barely acknowledged, while no mention is made of the forms of socialism found in such places as Canada, New Zealand or Israel.

The first six chapters will be of interest primarily to readers looking for a concise overview of the origins and evolution of socialism in Europe. Since British socialism influenced the development of socialism within Canada, the analysis of the former will be of some benefit to the Canadian context.

The concluding chapter with its valuable insights into contemporary socialism should draw a wider audience to the book. Here, Wright analyzes the current condition of socialism and reflects on its future. The book shifts from a historical analysis of theory to an assessment of the contemporary scene from primarily a practical point of view. The transition is not smooth. The author, as a pragmatist, is quite prepared to discard much of past approaches and ideological purity to preserve some form of socialism into the future. It appears that the ultimate purpose for the historical analysis is to present a clear picture of socialism's strengths and flaws in preparation for the creation of a new, more humanistic form of socialism.

Wright is clearly not pleased with the current state of affairs in the socialist world. He views socialism to be in crisis because it has come to be associated with excessive state control and bureaucracy. In the West, the electorate is not convinced of the value of moving from the socialist-inspired benefits under welfare capitalism, and its socialism of distribution, to increased government control of production.

The inherent weaknesses with the capitalistic system which produced socialism, Wright argues, such as the absence of a justifying moral philosophy and the creation of economic conditions and distributional consequences that are damaging and unequal, remain. Furthermore, major technological changes seem set to displace thousands of working people, and "the market" cannot be relied upon to protect their interests. Wright consequently sees a need for socialism in the modern context. However, he feels that the future of socialism in the West is still not assured unless socialists develop and present a new form of socialism that is attractive in principle and credible in practice.

*Socialism is
in crisis because it has
come to be associated
with excessive state control
and bureaucracy.*

He presents contemporary socialists with timely and practical advice on how to deal with what he sees as a credibility problem and resulting state of paralysis. Socialism must become more realistic and acceptable to the majority of people and genuinely enlarge freedom and autonomy for the individual while promoting community and fraternity. The author seems to blend quite well a market orientation — try to give the people what they want — with socialist concepts. It is interesting to note that the pragmatic type of socialism sought by Anthony Wright is most likely to arise out of a western democratic capitalistic nation rather than a nation that presently calls itself socialist.

Wright, to his credit, even offers valuable advice on how socialists should act and think at this critical point in their history. One of Wright's suggestions is that "socialists need to look as though they know their way around the world, instead of looking as if they inhabit a world entirely of their own construction. A credible socialism would take people as they (more or less) recognizably are, even while hoping for some growth in their social feelings." This is one of many points it would be good for socialists to ponder.

The material presented in the final chapter is applicable to the Canadian scene and will be of particular interest to those caught up in the political world, whether at a theoretical or practical level, as observers, opponents, or in particular, proponents of socialism.

Dale Burkart is Assistant Pastor of the Dominion Chalmers United Church in Ottawa.

A History of Islamic Societies, Ira M. Lapidus, Cambridge University Press, 1988, 917 pp. plus preface, glossary, bibliography and index, US\$42.50.

Reviewed by Jim Gould

I met Professor Lapidus on only one occasion, in 1969 when he attended a conference held in honour of the 1000th anniversary of the founding of Cairo. For a young graduate student, this was an opportunity to see and meet the *illuminati* of my chosen field. Dr. Lapidus did a small group of us a great favour when, over spaghetti and bottles of Stella beer or Rubis d'Egypte wine, he let us in on a great professional secret. One didn't have to be fluent in classical Arabic to do research. It was enough to skim the pages, translating with a dictionary only those passages in which certain key words were found. If this was good enough for Dr. Lapidus and his two books (which have become classics), then it was good enough for us. Now, almost twenty years later, his newest book is out. With this text, he again does students of the Islamic world a favour by saying it isn't necessary to spend years studying before beginning to make sense of the area. Just begin with this book and pursue only those topics you need or in which you are interested.

To put it simply, the book is massive and no one would describe it as an easy read. I do not believe, however, that it was intended that a single person would read the entire text. This is no book for an idle dilettante, but it is a guide for an earnest diplomat faced with a frustratingly alien society.

In the preface, Dr. Lapidus says that he intends to provide a coherent overview of Islamic history. And, indeed, in a very sketchy way history is presented. Yet at the same time, more completely and more importantly, Dr. Lapidus lays out the growth and evolution of a disparate, vibrant and complex group of societies linked by both a common faith and rather tenuous historical ties. In this single volume, he draws together those elements that unite these peoples, while giving due regard to those factors that still separate them. The ability to find quickly useful information is the strength of the book. With judicious use of the Table of Contents, the Index and the Glossary, one can pursue questions as they come to mind. It should be noted that although it is nowhere so stated, the book and its main thrust were surely dictated by the Western realization in the mid-70's that Islamic

Fundamentalists were a potent political factor in a broad range of countries.

I would suggest that few persons, especially members of the Canadian Foreign Service, are particularly interested in the concept of the ruler in the 16th century Funj Sultanate of Sudan. But for someone assigned to Southeast Asia and faced with militant Islamic revivalists for the first time, a description of the intrusion of Islam into the indigenous societies of present day Malaysia and Indonesia may be important. All students of the Islamic world are faced today with the basic demand of the Islamicists for the imposition of *shari's* law. An understanding of the development of this corpus of religious law, its division into schools, its central concepts and its relationship with Islamic society makes a conversation with a fundamentalist much more rewarding. For a political officer expected to seek out and understand a local movement or incident, a half an hour spent finding out what a *fatwa* is may be critical.

Many parts of the book are excellent, I found the section on Iran to be particularly illuminating, especially with regard to the historical background of the 1979 revolution. Many Westerners, faced with the collapse of what had seemed to be a constant in a region beset by change, have forgotten that, despite the Shah's pretenses to a heritage stretching back over millenia, the Pahlavi dynasty began only in 1925. Even more importantly, most of us never realized that for the past 200 years, the struggle between the religious hierarchy (the Mullahs) and the state had been the principal feature of Iranian society. The Ayatollah Khomeini did not appear from a vacuum and a more accurate understanding of the modern history of Iran, even if gained from twenty pages of text, may better equip one to seek parallels elsewhere.

The Glossary is first rate and the Index complete enough to be useful (only the most obscure references seem to be left out). Admittedly, only a handful of references were checked, but I found no errors of pagination, although some could be expected in a book of this size. On a minor note, I will, however (as a purist) quibble at Al-Tabari, the greatest of the early Arab historians and commentators on the Koran, being described as a poet.

There are, however, other, and rather more significant, weaknesses. The overall organization of the book is confusing and detracts from the reading. Dr. Lapidus obviously recognized this as a problem and devoted several pages of the preface to explaining how and why he structured the book as he did. The portions of the book

dealing with the Islamic regions of Central and Inner Asia I thought to be weak; although this may be due to the limitations of the source material from which the author and his colleagues worked rather than indicative of their judgement on the importance of the region in question. The Bibliography, to which the curious or the dedicated might turn for further reading, is strong on the classics, but short on more modern, analytic titles, i.e. just those most readers might

want. I found the *Conclusion* to be particularly disappointing. I wasn't sure if the author was certain how to end the book. He was both drawing together ideas that were spread throughout the text and at the same time bringing forward important new topics, such as *the role of women in Muslim societies*, that had not been properly touched on earlier.

Despite these last points, I would suggest that this book could well be added to

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Mission libraries in those countries where Islam is increasingly a political force. Consulted early in a posting and as necessary thereafter, it would serve a valuable function as a reference work.

Jim Gould is currently Counsellor and Consul at the Canadian Embassy in Cairo, Egypt.

Bridges of Hope? Canadian Voluntary Agencies and the Third World by Tim Brodhead, Brent Herbert-Copley and Anne-Marie Lambert, North-South Institute, 1988. 173 pp., \$14.00.

Reviewed by Mel Middleton

The book "Bridges of Hope?" represents one of the most comprehensive and in-depth analysis to date of the nature, complexities, and challenges facing the Canadian NGO community. Without doubt, this book is a "must" for anyone attempting to understand Canadian voluntary agencies, or for any who would be involved (whether directly or indirectly) in their vast array of mandates and programs.

Brodhead, Copley and Lambert have examined the distinctive features of the NGO's role in international development co-operation and identified some of the common strengths and weaknesses of these groups. They have, as well, assessed the effectiveness of these efforts in helping to meet development needs and in mobilizing and channelling public support for international development.

While the style reflects a clinically analytical approach, many of the recommendations and conclusions are challenging.

Perhaps the most profound insight which "Bridges of Hope?" offers into the potential of NGO strength is found in the closing paragraphs, where it is stated:

The uniqueness of the NGOs rests [less] in their capacity to fund isolated projects than in their potential for turning the current — and failing — model of development upside down (which is to say, right side up): transferring its focus from the exclusive right of governments to set priorities and allocate resources, to that of the rights of people, individually and collectively, to determine and act on their visions for the future, in short, to democratize development.

It is sometimes difficult for governments to distinguish between the interests of the state and those of the regime in office: by offering the advantages of pluralism, decentralization and responsiveness, NGOs can have a corrective function, not substituting for governments but

helping to ensure their accountability."

I found it most encouraging that not only the humanitarian, but also the social and political impact of the collective NGO community has been recognized. In a world where so much of the solution to the world's suffering rests in the political will of leaders to identify and change the inherent and complex systemic weaknesses of stagnant, regressive and sometimes oppressive social structures, this recognition creates an awesome responsibility — but also a cradle for hope.

Mel Middleton B.A. M. Div., has been involved in international development for thirteen years and is the author of "The Message of the Cross: Hope for Relief and Development". His major interests and expertise has focused on the horn of East Africa.

Uprooting Poverty, the South African Challenge by Francis Wilson and Mamphela Ramphele, 1989, W.W. Norton & Company Inc. 380 pp. \$38.50.

Reviewed by Harry Carter

The main value of this long book, in this reviewer's opinion, is that it provides indisputable evidence of the direct linkage between political powerlessness and poverty. Another important theme is the vicious circle which coils around poor people. It is nearly impossible for anyone who is badly educated, poorly fed and housed, and situated in an area remote from the centres of economic activity, to get a decent job. The children of such people are also deprived, since circumstances force them to leave school at an early age in order to help their parents eke out a subsistence. So the cycle of poor education, unemployment, poverty and malnutrition continues ad nauseam.

These factors affect poor people everywhere. However, in South Africa they are intensified by the colour/caste system prevailing and the determination of the ruling white elite (up to the time of writing) to deprive the black majority of political power-sharing in any real sense.

Among other things, this book makes starkly clear that the present system of separate development is economically inefficient (as well as being morally repugnant.) Vast numbers of South African blacks are, for political reasons, required to live in the "independent homelands" or the non-independent reserves but, for economic reasons, to work in the white urban areas. A staggering amount of time is thus spent in getting from Point A (the home) to Point B (the place of employment); and enormous

sums of money are, of course, needed to provide the necessary transport. Families are divided, health is impaired and the crime rate grows. The abolition of the pass laws in 1986 was certainly a step forward but, as the book points out the process of declaring Transkei, Bophuthatswana, Venda and Ciskei independent in the period 1976-1986 meant that millions of African workers were considered as aliens in South Africa despite their birth there.

This book is the product of the Second Carnegie Inquiry into Poverty and Development in Southern Africa. (The first Carnegie Inquiry, in the 1930s, dealt with "poor whites". This time the focus is clearly on the black majority.) This Second Inquiry was launched in the early 1980s. Several years of preparatory research led to a large conference at the University of Cape Town in April 1984. More than 400 scholars attended and over 300 papers, on all aspects of this general subject, were tabled. Post-conference papers were also written. This book is an overview based on this formidable amount of material. The authors are an economics professor (Wilson) and a community health doctor (Mamphela Ramphele) both associated with the University of Cape Town. Indeed, U.C.T. seems to have been the hub for this Inquiry, although no less than 22 universities around Southern Africa were involved.

In 1985, the total population of South Africa (including the "independent" homelands) was 33.7 million. Of these 74% were black, 15% white, 8% Coloured and 3% Asian. In all relevant statistics regarding affluence and well-being the whites rank first, the black Africans fourth and the other two groups in between.

Some of the numerous statistics in this book are indeed chilling. One example will suffice. In the black township of Gugulethu in Cape Town, in 1983, the figures reported for murder, rape and assault were, respectively, 150, 179 and 1573 per 100,000 of population. For the nearby affluent white suburb of Pinelands, the comparable figures were 4, zero and 61. The unfortunate residents of townships such as Gugulethu must not only put up with unemployment, malnutrition and bad housing but also with the attentions of roving bands of "tsotsis" (gangsters).

This book is not primarily concerned with South Africa's political problems. However, it does conclude that the struggle against poverty must require a democratic process in which those who control the powers of the state must be subjected to the will of all the people concerned "expressed through regular, free and fair elections".

Only time can tell whether this can be achieved by peaceful means, or whether South Africa is in for a prolonged period of

violence. All of us who have lived in that beautiful country must hope for the former.

For two decades this reviewer has argued (orally and in writing) that it is not in Canada's interest to break off relations with South Africa. This would simply make a bad situation somewhat worse. Despite the posturings of some of our politicians the maintenance of such relations does *not* mean condoning a very bad system. The situation is terribly important. Attention must be paid. Contact must be maintained. It is not an easy job for our representatives there — acting as a sort of Resident Frown — but it is better than nothing.

Yet in the final analysis our impact on events in South Africa is bound to be minor. The situation will be settled, one way or another, by the residents of that country. However, this book is one more piece of evidence that there are still many black and white South Africans striving to obtain a more equitable system through peaceful and democratic methods. Let us hope they will prevail!

Harry Carter retired from the Foreign Service in 1983 after serving in Washington, The Hague, New York and Delhi and as Ambassador to Finland and South Africa (1969-1972) with accreditation to Botswana, Lesotho and Swaziland.



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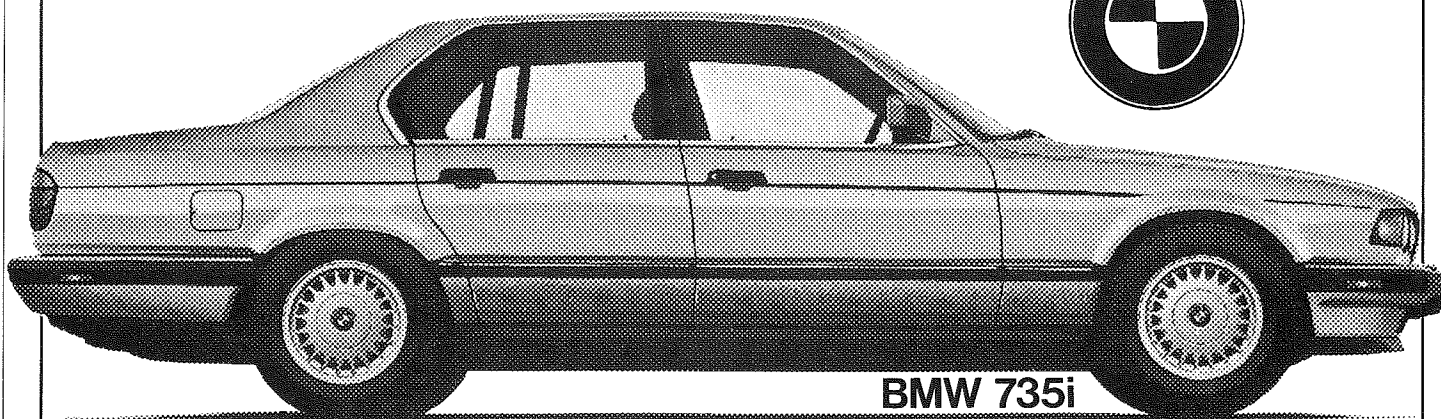
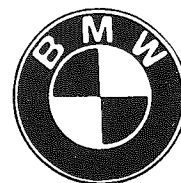
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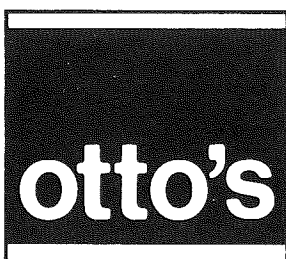
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Ted Lipman

Canadian Govt. Trade Office
Pittsburgh, Pennsylvania

Anxious looking woman behind the plumed lady in the middle:

"These new no smoking rules are killing me".

A. AALTO PUZZLE WINNER:

Waine McQuinn

Trade Planning and WIN Exports
External Affairs & Int'l Trade Canada

CAPTION CONTEST

The Peasants are Revolting: Answers

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VOLTAIRE: "Is this any time to make enemies?"

Revenge of the East Bloc

A Aalto finally scores

"Fiendishly clever, Liebnitz," rasped Chief MacBannock. "Our long-time enemies in the East Bloc, their domestic and foreign policies in tatters after recent events, have been experimenting with new forms of diplomacy. If this catches on, we may all be out of a job. It's bad enough with peace breaking out all over."

"What exactly is going on, Chief?" replied the ace logician.

"They're testing out a method of settling diplomatic disputes by carrying out fixed-term negotiations and having the results adjudicated by outside observers. Points are awarded for winning each negotiating match, and at the end of a given series, a "top nation" prize is awarded. The East Bloc countries are still playing their first series, and we managed to get a copy of the standings so far — here, look at this paper."

Country	Matches Played	Won	Lost	Tied	SDNEs For	SDNEs Against	Points
Anxieta		1			5		3
Bylatea			2		2	4	
Coruptio	1				3	4	
Dogmatia	3					7	5
Etcetera				1	8	8	

"Unfortunately, Motley (our agent in Grappa where the series is being held) spilled *ouzo* all over his only copy of the table and so only some of the entries remain legible. We're hoping you can fill in the rest for us. Let me explain the system. The first column here is MATCHES PLAYED — that is, completed. We know that each country will play each of its competitors once; we also know from Motley that only one country has completed all its matches. The next three columns are simple; they just reflect how many of the matches played so far have been WON, LOST or TIED by each team. The last column reflects POINTS accumulated by each country to date, on the basis of 2 points for a win, 1 point for a draw and no points for a loss."

"What is an SDNE, Chief?" asked Liebnitz.

"Motley says that it stands for Stiff Diplomatic Note Equivalent, which is their way of scoring the negotiations. Each successful manoeuvre — say an unusually Machiavellian backstab, some truly outrageous grandstanding or a piece of creative ambiguity so impenetrable as to make Kevlar look like tissue paper — is awarded a value in SDNEs, and comparing the two SDNE scores at the end of the match decides the outcome. These scores reflect only the completed matches, of course. Motley indicates that most of the matches have been close, with only one being decided by two SDNEs (the score was 5-3) and the rest by one. He adds that two of the matches have been tied, one scoreless and the other 1-1."

"Did Motley have any other information, Chief? I have almost but not quite enough for the solution."

"Well, when telling us that the Dogmatians had 5 points, he added that one other country had the same score. Motley also noted that one other country besides Etcetera had an exact balance between SDNEs FOR and AGAINST."

"That should do it, Chief!" smiled Liebnitz, and proceeded not only to fill in the gaps in the table, but also to give MacBannock the results (countries plus scores) of each negotiating match played so far. Can you duplicate this double feat?

Born in pre-Revolutionary Tanny Tuva and raised by Patagonian missionaries on the Zambesi, free-lance prestidigitator A Aalto now commutes between Hell (Norway) and Eternity (Quebec). He has no enemies in the East Block (or at least he hopes not).

Hints for solution

In solving puzzles of this kind, it is useful to note the following: (a) since everyone plays everyone else exactly once, the maximum number of MATCHES PLAYED for any player is one less than the total number of players; (b) the total number of MATCHES PLAYED must be even, since each match is counted twice — once for each participant; (c) since each match results in two points (either both to the winner or one each in case of a tie), the total number of POINTS must equal the total under MATCHES PLAYED; (d) the total number of WINS must equal the total number of LOSSES, by definition; (e) the total number of TIES must be even, since two countries take part in each; and (f) the total number of SDNEs FOR and AGAINST must be equal, since the cycle of matches is closed.

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