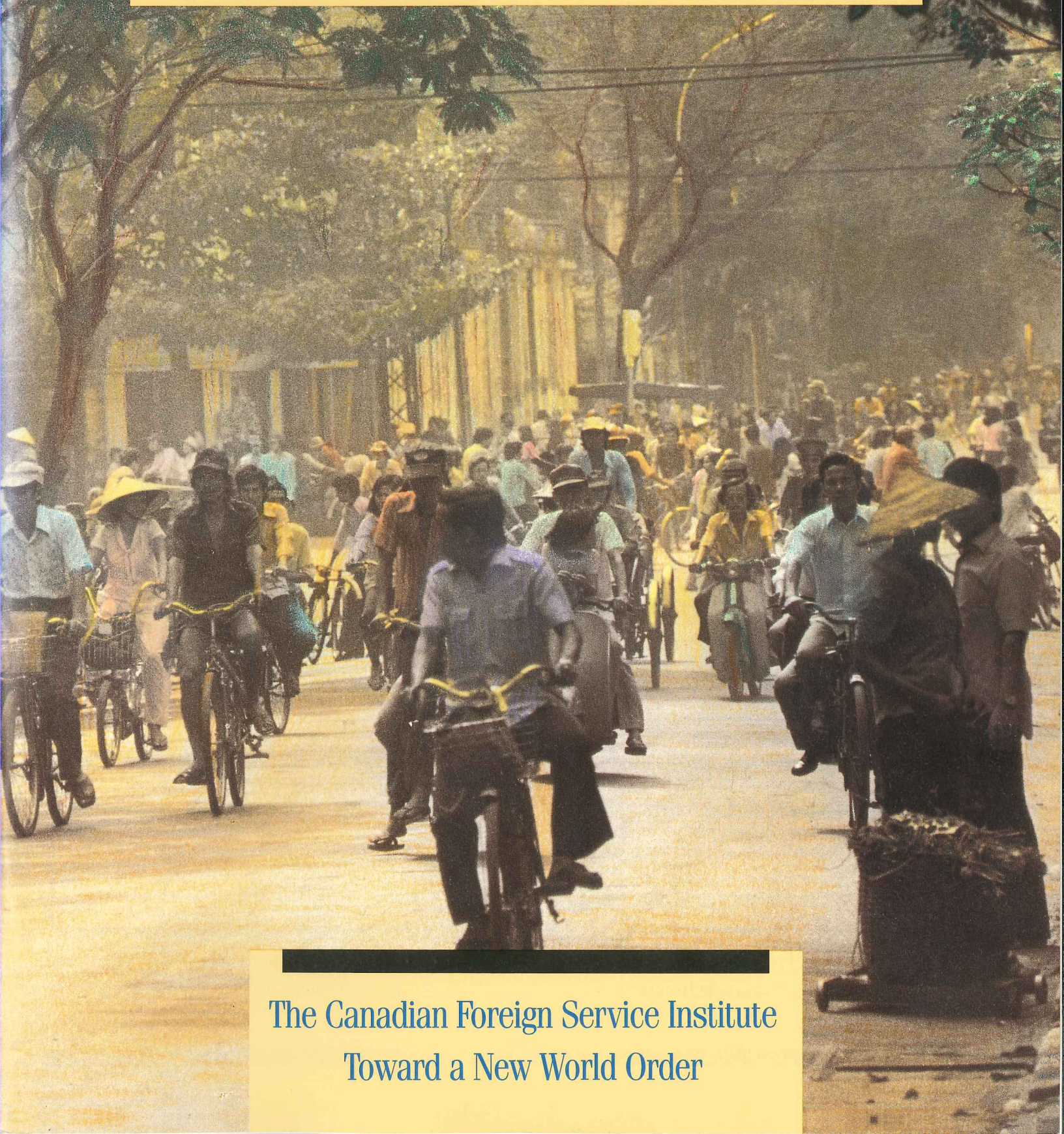


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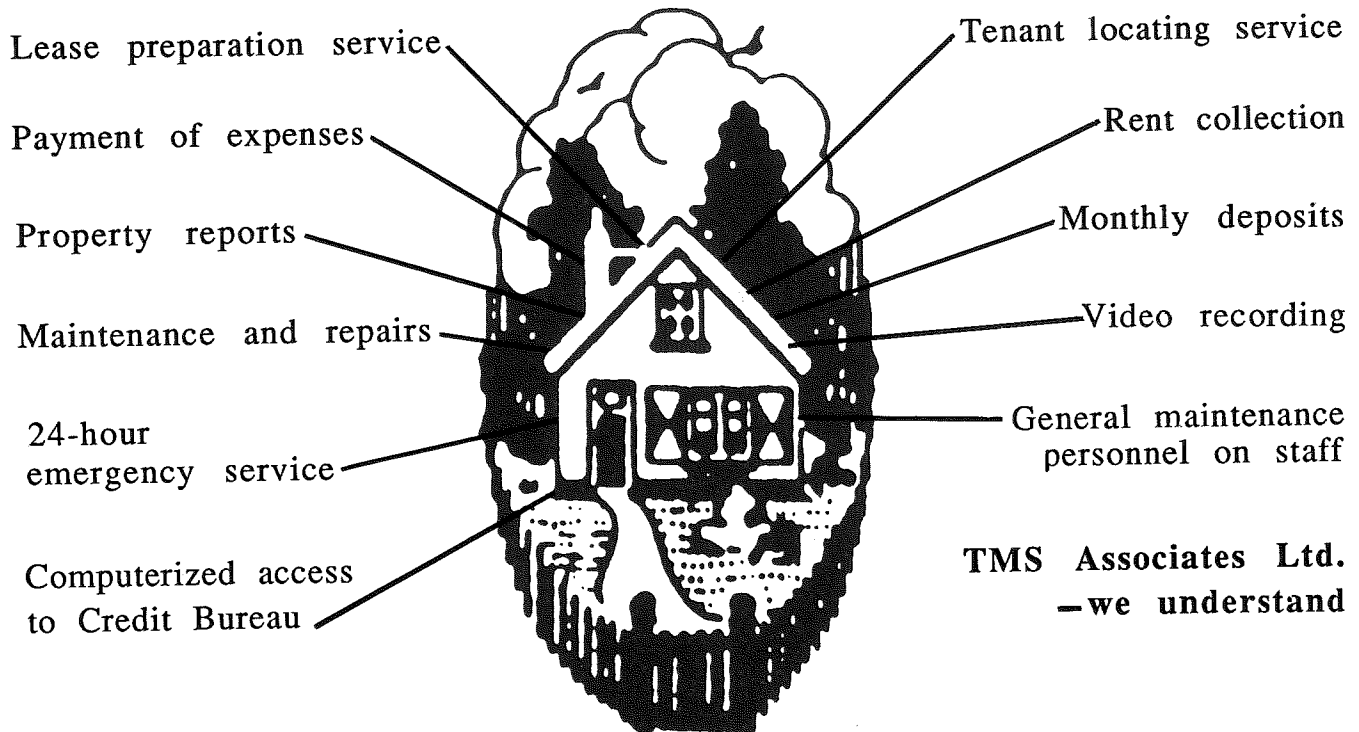
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Toward a New World Order

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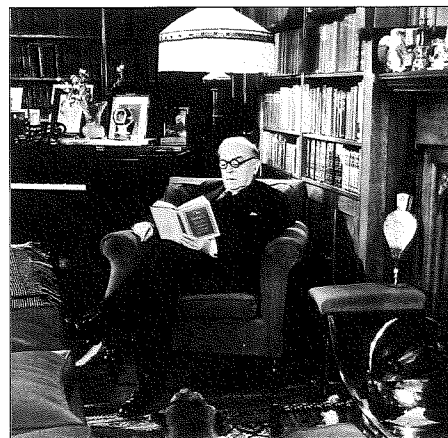
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Our cover photo is by Liza Linklater, a freelance writer currently living in New York, N.Y. The photo is titled "Rush Hour in Ho Chi Minh City, Saigon" and is a sepia toned, hand coloured fibre-based print.



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TRUST AND CONFIDENCE

We have been told that changes to the Foreign Service (FS) classification system are necessary. PAFSO says so; and Senior Management now says so too. But — are they both talking about the same thing?

The idea of re-defining the Foreign Service Officer cadre has broad appeal in part because, like the concept of God or beauty, the notion as an ideal means something to everyone irrespective of an individual's starting point.

For the mandarins of the Public Service (PS), the notion is part and parcel of the hot new trend of downsizing the bureaucracy and of standardizing and sanitizing the government work force by using a multipurpose system of job classification. In doing this, the Public Service believes it will save time, effort and money in having to negotiate with fewer bargaining agents.

Like the Ontario Liquor Control Board's numerical rating system for measuring the sweetness level of wine, the Public Service's proposed approach for the year 2000 (PS 2000) would make the new system less complex and much easier to understand. It will still continue to place emphasis on the diversity of the many functions throughout the Public Service, to be free of systemic discrimination or sexual bias, and to ensure equal pay for equal work. This whole process, however, is predicated upon the ability and efficacy of measuring levels of skill, expertise and complexity of work packages and then being able to quantify them based upon a transparent and agreed scale.

Given this movement across government as a starting point, it is not too ominous that External Affairs and International Trade Canada would like to re-design the Foreign Service Officer cadre. There are other reasons, however, behind this too — reasons that are rather more sinister. Lacking a Consular Corps in Canada, and given that most Foreign Service Officers did not choose to join the Foreign Service to perform consular duties, personnel must be obtained from somewhere to carry out what is the most publicly visible service performed by this Department. Thus, the current movement is underway to convert Administrative Officers (AS) into a separate stream of Foreign Service Officer: the Consular-Administrative stream.

From an individual Administrative Officer's point of view, this proposed transition is a

positive sign that gives due recognition to the talents and attributes of many in that job classification, particularly those who are already rotational. But, will it work? Although there can be areas of overlap (eg. logistics in shipping furniture from Ottawa to a mission abroad and logistics in repatriating an injured Canadian from abroad to Canada), administrative work is generally very different from consular work.

Administrative work requires more of an accounting skill, and tends to concentrate on logistics and management of finances, personnel, materiel and property. On the other hand, consular work demands a different temperament, a willingness to be sympathetic and open to the vagaries of the human condition, as well as the willingness on occasion to be held personally (and legally) responsible for the life and well-being of an individual Canadian in distress. While some individuals are lucky enough to combine both administrative and consular skills in their personae, they are probably the exception rather than the rule. The whole tenor of the nature of the work tends to be one way or the other, not in both directions at the same time.

In the past, there was a Consular-Administrative stream of the Foreign Service. It was abolished when these individuals found that they were being measured against a classification standard that they could not meet. This was not necessarily through lack of ability, but more often through lack of access and opportunity.

The nature of the work performed by these Administrative-Consular Officers was substantively different from the nature of the work of Foreign Service Officers who were carrying out traditional diplomacy. In addition, many lacked the policy and analytical frameworks that would have allowed them to carry out political and economic reporting and trade analysis; to develop, draft and explain policy; and to negotiate in a bilateral or multilateral forum. Many had previously been converted from the ranks of clerks (CR) and lacked the formal educational training required to enter the Foreign Service. It was only as a management expedient that they were converted to the AS category. Neither the Administrative Officers themselves nor Senior Management ever intended that these individuals would become, for example, the Ambassador to the United Nations or to

the United States of America. Not that unique individuals might not make the transition, but they would be the exception rather than the rule. This was not seen as the normal job progression. Therefore, viewed from this perspective, the conversion of Administrative Officers to Foreign Service Officers can be seen as leading to an overall downgrading and de-professionalization of the Foreign Service.

From yet another perspective, that of financial and personnel resources management, this is all well and good for Senior Management. It achieves a relatively polyglot workforce that is highly permeable, replaceable and interchangeable, and it does so at a relatively low salary-dollar cost. These factors will become even more tempting for managers when the Public Service moves from a person-year control on the number of government employees to a salary-dollar control. There will then be every incentive to have lots of low-paid staff performing the day-to-day work of the Department.

From the Foreign Service Officer's perspective, though, members have already spent between three and ten years at university. With ten to twelve years at the FS-1 level becoming the norm, and with only twenty FS-2 officers per year (out of approximately 600 who are eligible) achieving a promotion to the Executive (EX) category, the objectives are different again. Better pay and the illusion of promotion are now viewed by many as the long-sought-for panacea to cure the lack of promotion and the erosion of the practice of diplomacy.

With no hard information available, the rumours throughout the hallways and cafeterias are about the Foreign Service Officer cadre being split once again from two into four levels, with a modest extension of the pay scale. Because the Department, Treasury Board and PAFSO have not, as yet, fleshed out what this new system will mean and how it will operate, it is not clear what it entails other than more of the same or worse.

What is PAFSO's motive in all this? Well, it has never recovered from the forced conversion over a decade ago when the Department unilaterally converted the FS-3s and FS-4s to the EX category. PAFSO suddenly lost a significant portion of its dues-paying members. This was a serious blow to our financial viability and continues to plague

us today. Thus, it appears that for financial reasons, PAFSO had tended to view the AS conversion favourably as a means of expanding its membership. It also appears to have tacitly accepted the lack of consultation and the probable re-introduction of the FS-3 and FS-4 levels as inevitable, given the horizontal structure endemic through industry and the Public Service today.

Where does the trust and confidence come into the picture? Presumably, as individuals and as members of the Foreign Service, we have to take it on trust and remain fully confident that this is not the case. That the seeming erosion of the profession of diplomacy and the downgrading of the Foreign Service is not the intention and that, were this to occur, it would seriously concern the Department, the Public Service, the Canadian public, and the Foreign Service itself. As members of the Foreign Service we have to work together toward improving our profession, by reflecting today's values of service to the public, and by using technological change to lead us forward beyond the year 2000.

Carol N. Markham

Carol N. Markham
Editor
Ottawa, April 1993

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Colin Robertson
President
PAFSO

Dear Colin:

I always found that writing the President's column for *bout de papier* to be the most difficult part of the job. While the chance to share one's thoughts with the membership, and other readers, is a wonderful opportunity the pressure to "get it right" is always a little bit stressful. As President, you are expected to "get it right" almost all of the time. Such expectations are impossible to fill, and there are a number of instances where "getting it right" seemed to describe something other than what I was doing at the time.

The column is challenging because it allows you to pursue an agenda, either short-term or long-term, and with luck and a bit of effort, the agenda will reflect the interests of the membership. It will never be bang-on, but with the proper feedback there will be more than enough opportunities to institute the proper course corrections. Keeping in touch with all 1,300 members is impossible. You do, however, have an awful lot of help. The Executive and the Professional staff are in day-to-day touch with the membership and are a good barometer of where people are at. Similarly the PAFSO Reps are an important point of contact and source of information. They, along with the new *PAFSO Update*, need to keep giving you feedback. That's their job, yours is to listen and to let them know where you are coming from. You will also start to receive a not inconsiderable volume of mail, mostly from members abroad. These letters are always a gold mine of information and viewpoints. I always read each with care and tried to reply to most. For those that were not, I hope the judgement won't be too harsh.

Time will be your biggest challenge. The job simply demands more than is available on a part-time basis. On this issue, I have come to the conclusion that the Association should work over the next couple of years towards the establishment of a full-time President. Potential candidates would still come from within the foreign service. Arranging a special Leave Without Pay (LWOP) provision with Personnel, perhaps for one year at a time, should not prove too difficult. Naturally, the Association would have to be prepared to fund that individual at his/her rate of pay. I am sure that there are a number of our colleagues who would find such a "career break" to be of interest. A full-time President could devote more time to long-term objectives; such as those that were identified in the PAFSO Communications and Political Strategy circulated last fall.

Representing the Association to those outside the "foreign service" family is one of the most rewarding aspects of the job. There are a couple of institutions that we have traditionally concentrated our efforts on, although there remains a great deal of untapped interest across the country in what we have to say. Non-career appointments always provide an opportunity to present our viewpoint to the media and to individual Canadians. Relations with the media are good, but reactive for the most part. We in the Association, as well as our Departments (EAITC and CEIC), however, have not been as successful in capturing their interest and attention on how foreign policy (in its widest definition — going beyond basics) is developed and delivered. Press stories about "post closings" serve to highlight the resource issue but are customarily far off the mark when it comes to the pursuit of priorities. We also need to take into account the changing role of Parliament in the formulation of foreign policy, particularly in the context of Commons and Senate Committees. We have in the past appeared before Parliamentary Committees to present our viewpoint on issues of direct interest to the Association, such as the decision to transfer the social affairs stream to CEIC. Perhaps the time is approaching when the agenda should be widened to respond to other issues, issues that would challenge the management of the foreign service (gender representation at Senior Manager/Heads of Post levels) as well as that of foreign policy. A wider dialogue on issues of interest to our members was one of the basic underlying reasons for our support, in association with the Norman Paterson School of International Affairs, for **Canadian Foreign Policy/La Politique étrangère du Canada**.

Referring back to the agenda that I spoke about earlier, a number of issues of great concern to the membership will be played out in the year to come. Key among them is the question of FS Restructuring which gives us the opportunity to seriously examine the role, responsibilities and (perhaps most importantly) career opportunities for FS Officers in the years to come. A restructured FS category can revitalize the deep seated malaise that currently affects a highly skilled and trained corps of professionals whose career prospects (two levels — with salary caps well below our colleagues in other government departments) are limited at best. The commitment of the department, in consultation with CEIC, to pursue fundamental reform of the appraisal system is another step forward, one which PAFSO has been pursuing for many years. Equally important, the Personnel Branch, under Bill Clarke, is wedded to an open process of consultation on these issues which should be welcomed as a new departure from some of the practices of the past.

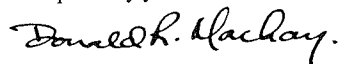
With only limited success, the Association has raised with Senior Management the issue of discrimination against our gay and lesbian members.

Discrimination on the basis of sexual preference was specifically dealt with in the last round of contract negotiations, and the department has indicated a willingness to better publicize its security policies in this context in the next reprinting of the Security Manual. The question of benefits under the Foreign Service Directives, despite being raised in the recently completed FDS renegotiation, however, remains outstanding. The government's position as a whole is that such issues are currently before the courts and that their hands are tied. This is not good enough and the Association should take every opportunity to press on what is essentially the last legalized form of human rights discrimination.

As President, you can look forward to the excellent support of the Executive Committee, the professional staff (Peter, Debra, Susan and Barbara), and most importantly the members. The job will be demanding and the issues will often seem intractable. There may also be times when you start to question the wisdom of having said yes. However, if it was not challenging then it probably would not be worth doing, and if there are not times of self doubt then you would not be making progress. The job is also a lot of fun with the chance to explore new directions. Most of all, the chance to serve our colleagues is an honour, one that I would not have passed up for anything.

So long and good luck.

Respectfully yours,



Donald R. Mackay
Past President

Editor,

The recent article on "Benefit Coverage for Same-Sex Couples" [by Peter Cenne, *bout*, vol. 10, no. 1] highlights an on-going problem which the recent "Mossop" decision unfortunately did not resolve. While this Supreme Court decision was disappointing, it in no way closed the door to an eventual favourable resolution of this issue. As Peter Cenne's article correctly notes, the Ontario Court of Appeal decision, which "wrote-in" sexual orientation into the Canadian Human Rights Code, has indeed paved the way for potentially successful discrimination cases, a number of which are already in the system (e.g. there is already a case underway concerning dental plan coverage for a same-sex partner).

Although the courts probably offer the best hope for addressing inequities in the current policy, some members of PAFSO have already been working through various channels to address a wide range of issues of concern to gay and lesbian Foreign Service Officers. With the strong support of the PAFSO executive, an informal network called "The Ghosts Committee" has been established to bring to the attention of management issues which could be addressed now, even in the absence of future court decisions. Although management has made it clear that they must work within the boundaries set out by Treasury Board, there is, nonetheless, a willingness to try to address our concerns where possible, not just in the area of benefits but in other areas such as security policies. PAFSO members wishing to work with the committee, or those who simply wish to be plugged into the infonet, should contact the committee through the PAFSO office.

"The Ghosts Committee"

Editor,

Congratulations to you and the Editorial Board and to the managing editor on the richly-deserved awards that have come to *bout de papier*, which my wife and I respect and enjoy thoroughly. Long may it prosper.

James A. Gibson
Vineland Station, Ontario

Editor,

Brussels is an interesting place to be as the E.C. tries to construct "The New Europe";

as NATO designs its future in a new world; as the countries of Central and Eastern Europe and the republics of the former USSR work toward their salvation; and as governments search for peace in Yugoslavia, for a new world trading system, etc. In short, there is much to write about, and I would hope that you would get some good contributions from colleagues on this side of the Atlantic.

In conclusion, may I repeat that I am always immensely pleased to receive my copy of *bout de papier*. *bout de papier* has managed to encourage good contributions, and, even though I am no longer in the Foreign Service, it helps me keep in touch with colleagues, old and new. For all of these reasons I am grateful to you and your staff.

Geoffrey F. Bruce
(former Ambassador)
Brussels

Editor,

The cat is finally out of the bag. It will be the big scandal of 1993. Indeed, by mistake, a translator has now revealed that the officers in the Department of External Affairs

who were working in the East Block on Parliament Hill in the fifties had been infiltrated by communists.

A recent letter from RHOMA to its members stated that the new Foreign Service Institute is a successor to the University of the East Block. However, the translator of that letter, probably in the know, and with a slip of his pen, revealed that "l'Institut du Service Extérieur" is in fact the successor of "l'Université du bloc soviétique". It is no wonder that some people, especially "Conservatives", always suspected officers in External Affairs of being "reds".

Georges H. Blouin
Ottawa

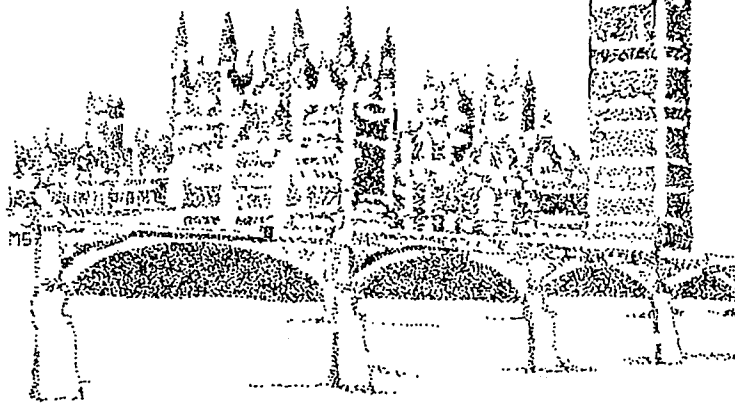
Editor,

I currently am registered as having a subscription to your great magazine. I have enjoyed it greatly, and find it helps in explaining when people ask me, "... so what's this Canadian diplomatic thing you keep on about, anyway?

Massimo Savino
Fukuyama city, Japan

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The United States in Transition

by David T. Jones

The following article was adapted from informal remarks made on 19 January 1993 in Ottawa by David T. Jones (Minister-Counsellor for Political Affairs, American Embassy) to the PAFSO Professional Committee.

—Editor

I am certainly not an expert on the US transition. Far more qualified than I would be the political counselor at the Canadian Embassy in Washington who, doubtless, has been watching developments closely. Likewise, the two hundred-some members of various transition teams assigned to Washington agencies would be able to give you detailed insights. The following are my personal impressions.

The transition is almost over. Or, depending on your point of view, it is just about to begin.

An Extensive Process: Under the American system of government, we have approximately ten weeks between the Presidential election (4 November) and the inauguration (always on 20 January). Our transition also reaches much deeper into the bureaucracy than a Canadian government transition as some five to eight thousand officials (according to news reports) are subject to replacement by the incoming administration.

I cannot really say when transition planning began. We will have to await the insider studies of the election to read that six months ago or nine months ago, a "transition cell" or something of a similar nature, was set up within the Clinton campaign team to begin transition planning. What we do know is that quickly after the election, on 6 November, the President-elect named Vernon Jordan, a long-time civil rights leader, and Warren Christopher (Mr. Christopher was subsequently nominated to be Secretary of State), former Deputy Secretary of State, as overall heads of the transition process. Mr. Christopher indicated that his "first priority is an orderly process for selection of Cabinet officers and other key appointments".

By 25 November, all nine "cluster" coordinators had been named for the transition.

Each of these "clusters" had teams assigned to specific agencies to prepare for the transition: to do, in effect, a reconnaissance on the ground, identifying problems and prospects. I will list these "clusters" for your information and general background, but then ignore all except that related to the Department of State. In any event, the "clusters" are State Department and National Security Affairs; Economics and International Trade; Transportation; Science, Space and Technology; Natural Resources; Education and Labor; Health, Human Services and Housing; Justice; and Government Operations.

Concerning the specifics relating to the Department of State, equally quickly after the election, on 6 November then Acting Secretary of State, Larry Eagleburger, issued a directive naming Under-Secretaries Kanter and Rogers to coordinate the transition. Under-Secretary Kanter would handle the policy aspects and Under-Secretary Rogers would deal with management concerns.

While the State Department would "share all relevant information" with the transition team, it was "not part of the foreign policy decision-making process".

The Eagleburger directive stated *inter alia* that there were to be no new policy initiatives during the next two months; that there would be no official travel by State Department officials at the rank of Deputy Assistant Secretary (DAS) or higher without his personal authorization; and that written communications (eg. briefing papers) between working levels in the Department of State

and the transition team should pass through the office of the Executive Secretariat (S/S). Finally, the directive emphasized that while the State Department would "share all relevant information" with the transition team, it was "not part of the foreign policy decision-making process".

A week after the overall transition coordinators were designated, Samuel "Sandy" Berger was named as head of the State Department and National Security "cluster". Berger, who qualifies as a "FOB" (friend of Bill), had served as deputy director of State's Policy Planning Bureau under President Carter. He has two deputies, Leon Fuerth, a former State Department FSO (Foreign Service Officer) and foreign affairs advisor to Senator Gore, and Nancy Soderberg who spent much of the transition period based in Little Rock (Mr. Fuerth and Ms. Soderberg were later named to the National Security Council staff). Although this "cluster" also handled the transition at the Pentagon and the National Security Council, I will focus on the work at State.

State Department Transition Team: Brian Atwood headed the transition team assigned to the Department of State. Atwood (Mr. Atwood was nominated to be Under Secretary for Management at State), a former FSO and subsequently an Assistant Secretary of State under President Carter, brought a small, six-to-seven person team with him to State. Several of those on this team were either former FSOs or had worked closely with State. The group was provided office space and secretarial support and assigned a number of young FSOs to assist their work. Partly due to personalities and partly to circumstances, the transition team was regarded as "friendly" to State.

A Velvet Transition: Such a smooth transition, however, is hardly the rule. This occurred primarily because 1992 was not an election over foreign policy issues. To recall the now famous phrase, it was an election about "the economy, stupid". Although citizens are supposed to "vote their pocket books" or lunchpails, many of our recent elections have been foreign policy driven. Some obvious examples were those in 1964, 1968 and 1972 involving Vietnam policy. For three elections, the issue of USA involvement in Vietnam (i.e. getting in; staying the course; and getting out) generated

maximum politico-social bitterness. The most recent foreign policy election took place in 1980, with "America Held Hostage" playing nightly on TV. This served to focus widespread antagonism against President Carter's foreign policy.

The transition team was regarded as "friendly" to State.

Thus, the Carter-Reagan transition of 1980-1981 was more of a hostile takeover. Members of the incoming administration were bitterly opposed to Carter's foreign policy and determined to reverse it. This was also a period when the SALT II treaty had been popularly characterized as "fatally flawed"; when the Soviet invasion of Afghanistan and installation of INF missiles threatening Western Europe and Asia would lead to the USSR being labeled the "Evil Empire"; and the Sandinista takeover in Nicaragua and guerrilla movement in El Salvador were regarded as illustrating a rising threat to Central America at a minimum. President Carter and his foreign policy team were attacked as, at best, naïve and incompetent. Thus, the Reagan transition came to State seeking not only to reverse the policies, but also to remove those associated with them.

As a result, the Reagan transition at State was a period of considerable tension. Entire forests died producing briefing books crammed with papers on every subject which career mid-level managers hoped might be of interest to the Reagan team or at least would explain why the policy decisions had been taken. As no one really knew what was wanted, and when elements of the transition team were perceived to be hostile to State, activity stagnated and morale plummeted. It was viewed with considerable relief when Secretary Haig largely dismissed the transition team members and its recommendations.

Instead of such hostility, however, the current aura is one of a "velvet transition". There will be of course differences between President Clinton's foreign policy and that which would have been followed by President Bush. Throughout the election campaign, however, these differences were muted and during the transition, the President-elect moved closer to the Bush administration policy on China and Haiti.

Game Rules of the President-elect: Governor Clinton also eased the transition process. He made it clear from the beginning that there was one President and that he would best be served by bureaucrats continuing to carry out Administration policy. He did not want to be consulted on foreign policy decisions, but to be advised on developments. There was to be no "silence procedure" for implicit approval of Bush administration decisions.

The Mechanics of the Transition Process at State: The handful of transition team members clearly could not be assigned one to a bureau; so each had to cover a number of areas. One, for example, covered the European Bureau of the Politico-Military Affairs Bureau. As a first order of business, each bureau was directed to prepare papers on no more than five issues for Secretary-designate Christopher. Next, individual bureaus were invited to submit additional issue papers. Finally, further papers were drafted to prepare Secretary-designate Christopher for his Senate confirmation hearings. Individual drafting officers struggled with the double burden of attempting to be creative and innovative while still adhering closely to existing Bush Administration policy. Often innovation lost.

If policy is controversial, it will have to be reviewed....

Throughout the transition, team members met and spoke extensively with officials at all levels throughout the Department. The only restriction remained the requirement that any formal taskings be made and responded to through the Executive Secretariat. While transition team members largely kept a low profile, there were occasional meetings with foreign dignitaries who were urgently seeking points of contact with the incoming Administration. Indeed, one transition team chore was to discourage systematically those proposing an early meeting with President Clinton or suggesting that their presence in Washington for the inauguration would provide a convenient rationale for such a meeting.

Briefing the President-elect: A major aspect of the transition team's work was providing briefing material to the President-elect and assuring a full discussion of impending foreign affairs issues. As you might imagine, Governor Clinton had

intensive briefings and discussions on Yugoslavia, Haiti, Iraq and Somalia. Such discussions, I understand, were detailed and exhaustive, including extensive reviews of options and alternatives.

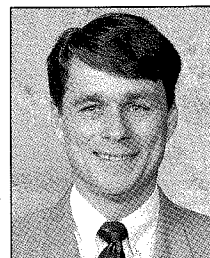
Protracted Transition: If history is any guide, there can be a period of up to six-to-twelve months before much of American foreign policy has a clear "made-by-President Clinton" stamp. Many of the State Department's senior officials are still to be named and most of these officials will have to be reviewed and confirmed by the Senate. If policy is controversial, it will have to be reviewed, at times painstakingly, by many members of the Washington interagency community. For example, in mid-1989 the START negotiations were relatively close to completion. It was, however, almost a year following the election of President Bush and the ensuing policy review until negotiations in Geneva were again operating at full speed.

Such delays are not axiomatic; but "patience" rather than speed will be a better watchword over the next few months. ✍

David T. Jones is a member of the USA Foreign Service. He has had postings in Paris and Brussels (NATO). He is currently Minister-Counsellor (Political Affairs) at the American Embassy in Ottawa.

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VIET NAM: Meeting Foreign Policy and Development Objectives

by Rodney Briggs and Rosalind Coleman
Photos by Liza Linklater, Scenes from Ho
Chi Minh City.

It was the last day of the CIDA (Canadian International Development Agency) Planning Mission to Viet Nam and so we decided to enjoy our final hours in Hanoi, a once-French colonial city now slightly worse for war and wear. Rosalind knew of a restaurant which would provide our perfect goodbye lunch. It was just around a corner

or two.... After we roamed for at least half an hour on foot, we still could not find this perfect spot, so we compromised: we bought bananas and croissants and sat eating them by a lake.

It was an appropriate finale to our mission, which we believe had taught us much about managing the critical relationship between foreign policy objectives and bilateral development assistance programs. While the program in Viet Nam is modest, the planning process in which we had been involved can help to re-define how Canada ensures that future development assistance programs match its long-term foreign policy goals and, in turn, influence them.

There are many reasons both for the emergence and the success of this partnership between foreign policy and for the delivery of development assistance in Asia. It begins with EAITC's (External Affairs and International Trade Canada) desire to consult with Canadians about foreign policy and CIDA's own objective of involving Canadians in developing a program in Viet Nam. Accordingly, the mission had included representatives from Canadian NGOs (non-governmental organizations), universities, and the private sector.

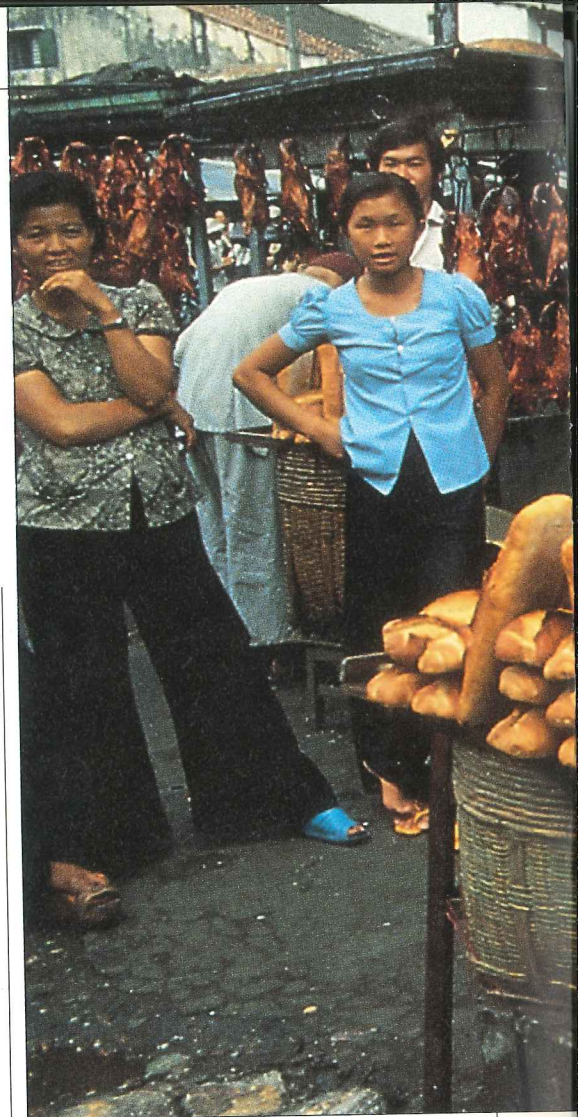
CIDA's mission in Asia is to be a catalyst in promoting sustainable development by building relationships and by promoting Canada's long-term interests. Clearly, EAITC and CIDA set out on a collaborative exercise which had already begun on common ground. It also did not hurt matters that there has always been a long tradition of close cooperation between the two Asia branches of both organizations.

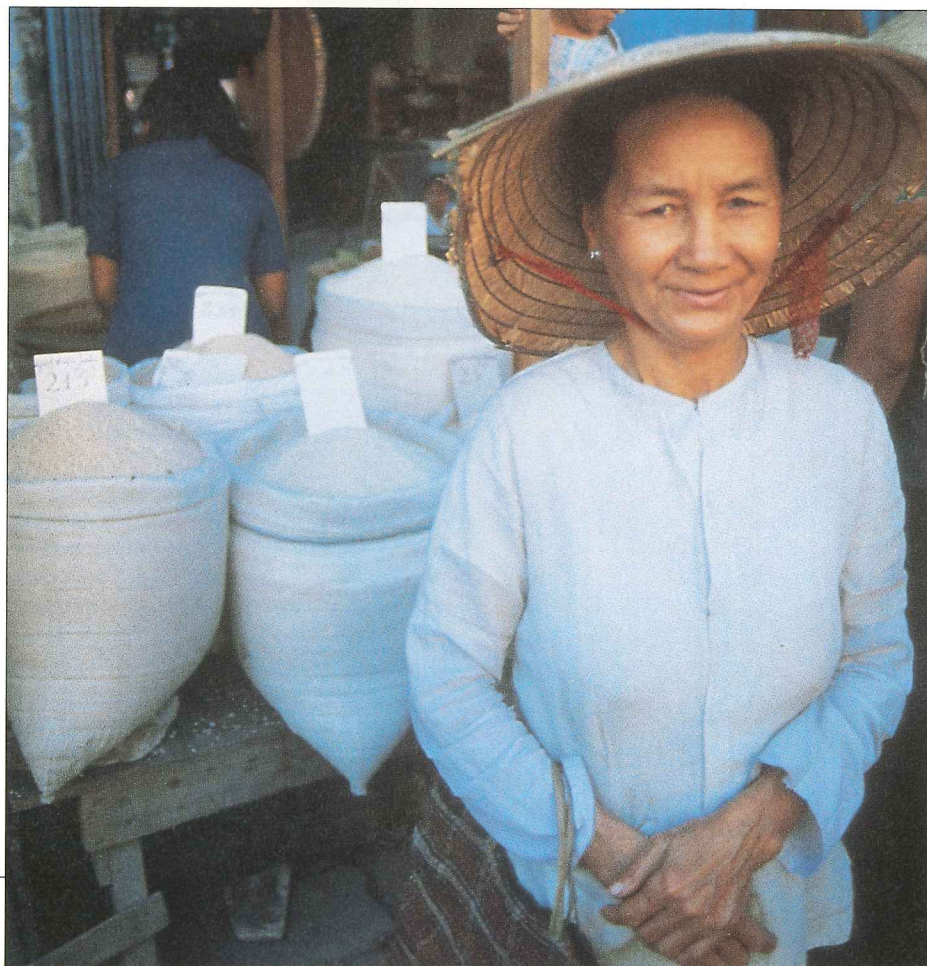
In order to place this new planning process in its proper context, there are a few milestones worth noting in the Canada-Viet Nam relationship. Canada established diplomatic ties with the-then North Viet Nam in 1973. However, fundamental concerns over issues such as the failure to protect human rights, the plight of the boat people, and the continued occupation of Cambodia had

stopped Canada for many years from developing a full and meaningful bilateral relationship. All this began to change in 1989.

Viet Nam had chosen to end its international isolation by pursuing its own re-entry process into the world community. It did this, among other things, by withdrawing its troops from Cambodia and through seriously implementing economic reforms to help transform itself from a centrally-planned economy under communist rule to a market-based economy. This process inevitably accelerated with the collapse of the former Soviet Union, previously its staunchest ally and its largest provider of aid. This re-entry process was effectively unlocked in 1991 with Viet Nam's signature of the peace accord in Paris. Canada's perceptions of Viet Nam began to change as well.

While Viet Nam is one of the world's poorest countries (it has an annual per capita income of US \$200), its current prospects for creating strong and sustainable economic growth are excellent. Viet Nam is well-endowed with natural resources and it also has a skilled and literate work force. In addition, it is strategically placed in the world's fastest growing economic region.





The result of its economic reform process to date has been a mixed picture of significant economic improvement combined with significant systemic problems of inflation and unemployment. Substantial amounts of foreign investment and development assistance from the international community are still required, however, to re-build the country's infrastructure, to promote economic development, and to help alleviate its large foreign debt.

As Viet Nam becomes more closely integrated into the economic dynamism of Southeast Asia, its development needs will begin to coincide more closely with those of the region as a whole which has evolved dramatically over the last decade (eg. Thailand, Korea, Taiwan, Singapore).

Canada's interests in Southeast Asia increasingly are to encourage the development of regional dialogue, regional security, environmental sustainability, good governance, and the promotion of human rights. These interests reflect the dynamic economic and political integration of the region.

The roster of Canadian companies now doing business in Viet Nam reads like a "Who's Who" of Canadian business. These companies are there because of the changing

economic and political climate in Viet Nam. Canada's estimated one hundred and fifty thousand citizens of Vietnamese origin have also helped to define and to shape our interests in that country. Canadian NGOs have been active there for many years and, while not a mainstream area for academics, there are a number of small centres of active interest at several universities in Canada.

Significantly, two important meetings had taken place **before** the first official government planning mission left for Viet Nam. First, a roundtable on Canada-Viet Nam relations was held by EAITC in Montreal. Out of this meeting came a clear consensus that Canada's policy toward Viet Nam should now be one of engagement and not isolation; and that Canada should pursue its commercial interests there. In the past, concern had been expressed about direct government-to-government bilateral assistance to the régime in Hanoi. It is now recognized, however, that if Canada expects to have a positive impact on such key issues as good governance and the development of a market-based economy in Viet Nam, then the provision of official development assistance is an important and fundamental element in the bilateral relationship.

The second event took place in Vancouver where CIDA hosted a meeting to provide relevant "stakeholders" with an opportunity to present their particular views on the kinds of programs which they considered would be most useful in Viet Nam. They also selected their own representatives who were invited to be official participants on the government's planning mission when it travelled to Viet Nam in December 1992. That process is how we two bureaucrats came to be sitting, eating bananas and croissants, by the side of a lake in Hanoi.

Our NGO representatives were full and active participants on this mission in Viet Nam. There were no secret meetings where bureaucrats huddled behind closed doors;

the entire planning team of eleven individuals was present at all meetings. Consequently, there was great opportunity for concrete "give and take" since each participant actively shared a wealth of varying insights and knowledge gained from earlier experiences. This broad experience strengthened the team's output.

We believe that we returned from our mission to Viet Nam with much new knowledge and hands-on experience — not just a few extra inches on our waistlines or an increased capacity to hold our tea! We returned, we felt, with the beginnings for establishing a concrete program. The objective will be to emphasize the development of good governance, private sector linkages, and Viet Nam's economic integration into the region. No matter the problems which lie ahead — and we know there will be many — we considered that as bureaucrats there were also many other important

lessons to be learned from our experience on the mission.

The Canada-Viet Nam relationship provided a testing ground for new ways in which CIDA and EAITC can operate jointly in the future. Whatever limits there may be can be defined both by our relevance and by our respective roles as managers of the process of change. In our view, this is in part what we accomplished. We succeeded in bringing together relevant stakeholders (who have special interests) and bureaucrats (who represent broader Canadian interests) and by working together creatively the team achieved a result which was greater than the sum of its individual components. By using a consultative planning process, we demonstrated the catalytic role which government can play.

The role of government is changing globally. Real change may not come from the "core" after all. Rather, it is individuals making incremental change in small programs who

undoubtedly create a greater impact on the core of an organization.

Canada's new bilateral assistance program in Viet Nam is comparatively modest and is focused on assistance in the development of policy. However, the new collegial manner in which joint EAITC and CIDA planning for this program was undertaken by our two respective departments may have a positive impact on how our two organizations do business together in the future.

Rodney Briggs has had postings in Bangkok, Taiwan (language training), and Beijing. He is currently a Deputy Director in the North Asia Relations Division at EAITC.

Rosalind Coleman has been posted to Bangkok and Beijing. She is currently Director of the Viet Nam program at CIDA.

Please note that the views expressed by the authors do not necessarily reflect those of their departments.



Sweepings from the Cutting Room Floor

by Laurel Pardy

"In response to the government's call for fiscal responsibility and budgetary restraint, External Affairs and International Trade Canada (EAITC) has announced the closure of a number of embassies and the recall of Canadian diplomats. In a series of sweeping initiatives, 'EAITC has complied with and exceeded the guidelines for the restructuring of priorities and the deployment of personnel,' said a senior spokesperson.

" 'Many scenarios were considered and discarded. Every effort was made to achieve maximum fiscal benefit with minimum impact on employees.' "

Diplomats make poor revolutionaries. Close an embassy here, shrink a mission there, retire the tired and discourage the dedicated. Here we go again.

Let's get serious.

WHAT IF ... we pulled a Judy LaMarsh and grabbed a tiger by the tail, from the inside out? For example, employment of spouses could become the norm at post instead of the exception. Why not, gasp! ... why not encourage it?

IN FACT ... why send *any* spouse overseas who is *not* working at the mission?

External could deploy only unaccompanied employees or employee-couples. Even better, External could actively recruit and encourage the single state. Maybe even the celibate state! Anything the Church can do, we can do better.

Unaccompanied employees could be housed in more spartan accommodation. CanRep House might become a companion piece to the US Marine House. In exchange for a few reunion travel tickets and telephone calls, think of the reduction in administration and management costs.

Once spousal employment became part of the system abroad, the problem of sufficient vacancies would be self-resolving.

WHAT ABOUT ... representation, you ask? Bring on the beer nuts and chicken wings; let's go out for fajitas. We can do it the Canadian way.

Even better, we could contract out official hospitality — perhaps to George Cohen, or Dave Smith, or Dave Nichols. Canada could become famous for pastrami on a sesame seed bun with "*Memories of Lansdowne*" sauce. Of course, the sauce would have to be called "*PM's Choice*" instead of "*President's Choice*".

WHY NOT ... turn official residences into the venue for all official representation? The staff could cater the events and the spouse of the Head of Mission could be employed as *chef de cuisine*, or *maitre d'*, or dogsbody. Being paid would be a change at least.

The Head of Mission could have quarters on the top floor. And why, in the vast luxury of the official residences, could not two or three single staff also be quartered! In exchange for cutting the grass and vacuuming the pool they would be allowed to swim in it. This would eliminate the need for costly club fees. Oh, the public appeal of such a policy.

And ... with all the missions that are being downsized, there is all that Chancery floor space going to waste.

In Washington, there is still that unsold prime real estate at Dupont Circle. It could be reconverted to its pre-1923 purpose and turned into staff quarters. Forget those pricey SQs (staff quarters) in Fairfax and Bethesda.

Now we're on a roll.

WHAT ABOUT ... fifth-year leave? Instead of an option, it could be an obligation. It could even be for two years. Work for five years; take two off — instant salary savings of twenty-eight percent. In exchange for the freedom to write a book or to take a contract without the usual restrictions, it might be worth it. It might also help the attrition rate.

WHY NOT TAKE ... accountable relocation advances and make them non-accountable relocation premiums? Give employees a starting date, the address of the mission,

a contact at Boyd's Movers and tell them to turn up in six weeks. Retirement in the sunshine; here we come!

There would be an added bonus here in spin-off savings for the RCMP. Those diddle investigators cost money.

CONSIDER ... hands-off delivery of foreign assistance.

We could call in the foreign representatives once a year and present them with a cheque. They would be responsible for remitting the funds to their respective countries and rendering accounts at the end of the fiscal year. Any funds not accounted for could be deducted from the next year's allotment. Use it or lose it, fellahs.

CONSIDER ... running an immigration lottery. Relatives in Canada could buy tickets for family members and the missions could sell tickets for unsponsored persons. Talk about cost recovery!

FOLLOW THE LEAD OF ... the National Capital Commission. Put donation bins in the waiting room of every visa office and in the consular waiting room. Remember, no pain, no gain.

THINK ABOUT ... the job-sharing possibilities. Canada could share the same quarters on a rotational basis in places like Costa Rica, Kenya, the Philippines and Los Angeles with, for example, Australia. We could be in residence from November to April, while the Australians would take over from May to October. This would allow each of us to winter over in the sun.

We could spend six months convincing everyone that beavers do not walk on their hind legs and live in the outback, and they could spend the next six explaining that kangaroos do not have flat tails and live in ponds.

Then again, we could try that British-French invention — condo diplomacy in New Hebredean style.

WHAT IF ... roving ambassadorships became roving embassyships? Ottawa could purchase some of the dry-docked fishing boats out of St. John's, convert them into floating office-cum-official residences and

send them off to the Caribbean and the Mediterranean. That ought to close out at least a dozen posts.

Personnel could be assigned as crew and then the Head of Mission could really play captain.... Heave to, lads, the sun is over the yardarm.

IN KEEPING WITH ... the policy of contracting out for services, why not contract out for diplomatic services? Lavalin might represent us in Saudi Arabia, Ontario Hydro in India or the Premier of British Columbia in Hong Kong.

Ultimately, we might negotiate an arrangement with the USA State Department for the right to an independently worded footnote on all of their press releases.

IT'S TIME TO ... boot up *SIGNET*, plug in the modems and put the phones on call forward, the armchair "diplotech" is here.

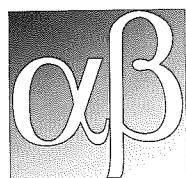
GOOD GRIEF ... one body and a lap top and we could cover the globe!

HELP ... call the de-programmers! This type of thinking is addictive.

Remember ... yesterday's fantasy is today's reality. 

Laurel Pardy has been an observer of Foreign Service life for twenty-five years. Assignments in India, Africa, the USA and Central America are the background for her columns.

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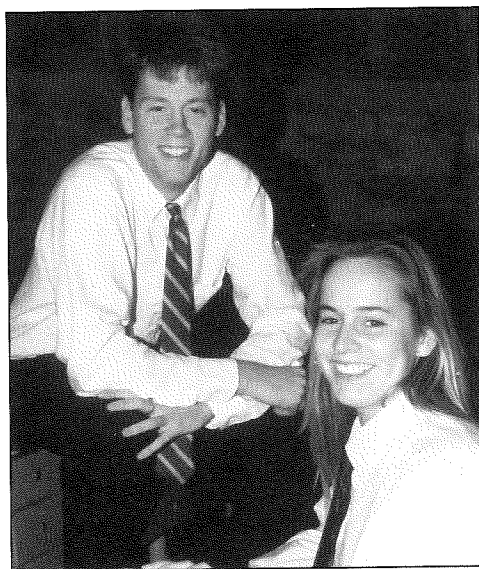
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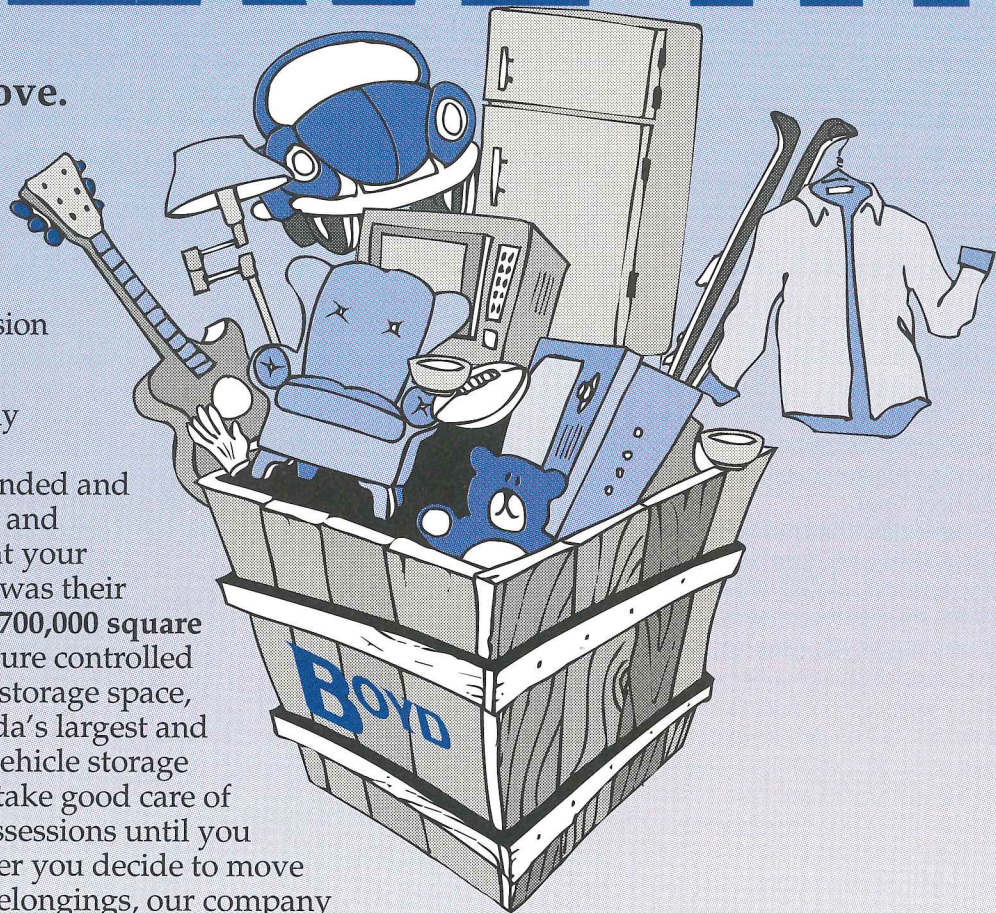
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Habbakuk, Planet and All That

by James A. Gibson

When I came to the East Block in 1938, I had no particular experience in filing nor in record keeping, though I had had a working acquaintance with many consecutive years of despatches, minutes and memoranda of C.O. series in the Public Record Office in London, and in corresponding records in the Public Archives of Canada.

At the Prime Minister's Office on the main floor at the East Block, I found an efficient file room. The experienced staff could tell in seconds whether the Prime Minister had ever written to a particular individual, how recently, on what subject, and what form of address had been used.

When I was ordered to the top floor of Laurier House, Prime Minister Mackenzie King's residence, 22 months later, I was confronted by rows of four-ring binders, which had accumulated since the outbreak of war. The contents were mainly despatches and situation reports from missions abroad (there were in May, 1940, only eight including the lately opened offices of High Commissioners in Australia and South Africa). The largest component was the "D Series" from Dominions Office, London.

The great bulk of these papers once read, if read, would not be required again, except perhaps for a retrospective survey. Many of the papers were marked "Secret"; some "Top Secret"; a few "Top Secret and Personal"; and some "star" items, from the British High Commission, marked "decipher yourself," and usually in handwritten form. We took care that the binder containing such "star" documents was readily accessible and always in the same place.

For "non-serial" items we (Deane Russell and I) made up our own "system." Some items delivered to us sealed, remained sealed "for the duration". Our argument was that if the subject seemed not to be immediately relevant we would lock it up. This happened with a file labelled *Habbakuk* (later revealed as Winston Churchill's idea of floating ice platforms as landing strips for aircraft being

ferried overseas). We could guess at the contents; we did not then know about experiments conducted in a high-altitude lake in Banff National Park; nor the confrontation, headed by the then President of the National Research Council, which informed Churchill that the project was unrealistic and should be abandoned.

*The most celebrated of
all files was labelled
Hurricane: into it
went items that had
to be plucked out
on a moment's notice.*

There were many miscellaneous files for which we made up our own names. Items resembling *Habbakuk*, though not sealed, were filed under *Planet*; for the Quebec Conferences 1943 and 1944 we used the code words *Abraham* and *Octagon*, applied from the beginning from Britain. The most celebrated of all files was labelled *Hurricane*: into it went items that had to be plucked out at a moment's notice.

The best example of this requirement came on a day when Lord Alexander, Governor General, came to tea at Laurier House. In 1945, on the day before public announcement was being made of this new appointment, Mr. King had sent identical, matter-of-fact messages to Mr. Attlee (UK Prime Minister) and to Mr. Churchill (latterly retired from that office). The former reply was courteous and straightforward; the latter expansive and rather eloquent: in part it said "In Alexander you have one of the most valiant beings alive." It transpired that the Governor General had not seen this message: when it had first arrived we had (still learning on the job)

made four copies of the original format and had tucked them into the *Hurricane* file. So when Mr. King rang his bell, and a puzzled duty Secretary emerged, rubbing his chin, saying "Mr. King is mumbling something about "a valiant being" we were able to produce a copy on the instant.

Though Mr. King's Prime Ministerial and much of his official correspondence had no ordinary place in our records (which, technically, were War Records; in the beginning I had the made-up title of Officer-in-Charge of War Records), for our own purposes we kept a restricted file labelled "*Belittlers*." Into this went copies of letters or of public statements which Mr. King regarded as derogatory: his *rationale* frequently was that though it was nothing to him personally it was degrading to the office of Prime Minister. Frequently we thought it might be both: examples, such as an order of divine service which enjoined prayers for "Our great leaders Churchill and Roosevelt" — making no reference to Mackenzie King — qualified as "*Belittlers*," and the most aggravated cases as "*Damn Belittlers*."

The implied profanity was, so far as I was aware, verbal only. But it could be incisive, not to say vindictive. One day during the Quebec Conference 1943, a Minister in Mr. Churchill's cabinet "happened along" at 10:30 a.m. with no particular errand in mind. The Brigadier's quarters in the Citadel had been furnished, *inter alia*, with a decanter of Scotch; when the visitor left, nearly an hour later, most of the whisky had disappeared, and it was apparent that Mr. King had not shared in it. The imbibor was scarcely out of earshot when an aroused Prime Minister exploded: "These damn people: Canada isn't a country to them, it's just a location!"

Over time we had to use some discretion in what we did not show to the Secretary of State for External Affairs — the Ministerial capacity under colour of which I had been seconded to his Office. On the day a signal arrived saying that HMCS *Nabob* had been torpedoed near Scapa Flow, I held it back until I could confirm that his nephew, Captain H. Nelson Lay, had been in

command. Somehow Mr. King discovered the delay — he had a sort of eighth sense about such matters — and he said, not unkindly, that it would have been better to have told him at once. I was able to make some honourable amends later in London in July, 1946 when, at an official luncheon given by Mr. Attlee, I was seated next to Admiral Sir Rhoderick McGrigor, R.N., I happened to mention the *Nabob* incident; he said that bringing the damaged flat-top carrier back to Scapa Flow was the best piece of seamanship he had ever seen. I wrote a private note about this conversation for Mr. King to put into his family records.

Some of the things we did *not* show to the Prime Minister were certain “unsolicited” gifts. As an example, during animosities over the conscription controversy in 1944,

a disgruntled citizen addressed to Mr. King a pair of heavy woollen socks wrapped in cellophane, evidently intended to suggest “cold feet”. An agent in the Ottawa office of CN Express telephoned to ask was there any way in which he could carry out the obligation to deliver the parcel “without leaving it”. I assured him that I would sign the receipt, and request him to return the parcel to the sender, which would be followed by a letter making it clear that unsolicited gifts could not be accepted.

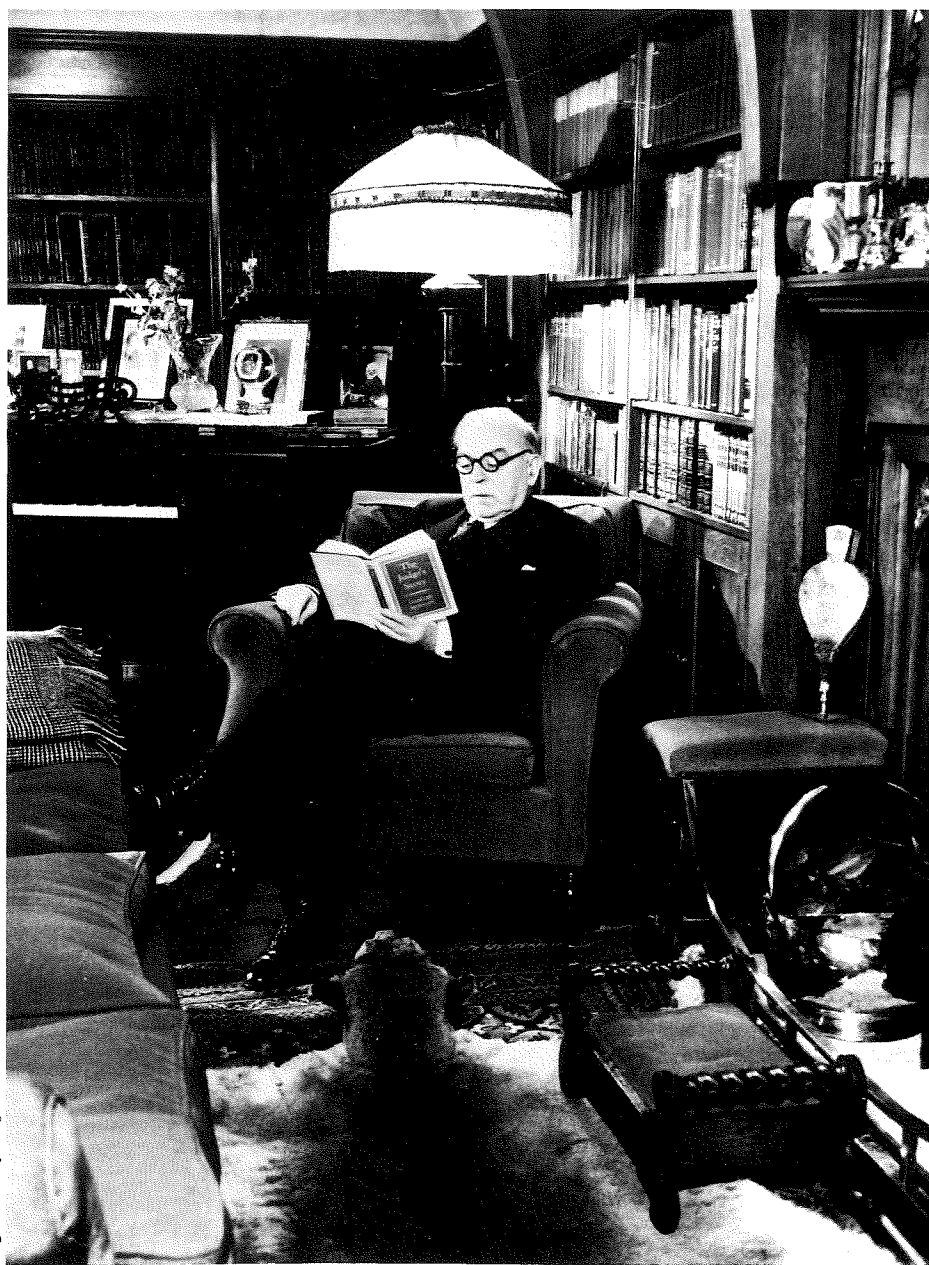
Some gifts of another character were accepted, with a twist. When Colonial Airlines (later absorbed by Eastern) began service from Washington to Ottawa through Reading, PA., the Chamber of Commerce of the Pennsylvania city on the inaugural flight sent to the Prime Minister a panoply

of local manufactures. Two of us on instruction had to make a minutely detailed inventory. The largest item, 40 lbs. of Reading pretzels, were despatched to the Officers’ Mess at RCAF Uplands; a box of cigars to the head gardener at Government House. Dress hosiery went to the Prime Minister’s nieces (we thought they would have been welcomed by the faithful and experienced women secretaries at Laurier House). A dozen crisp white shirts, size 16, were directed to be returned with a request for replacement by size 17; and a motor battery was sent back with a request for a replacement that would fit the PM’s Pontiac station-wagon. Arranging the two-way replacement transportation was a bit of a nuisance; at the end, Deane Russell and I fell heir each to a carton of Smith Brothers cough drops.

*“These damn people:
Canada isn’t a country
to them, it’s just
a location!”*

All of this recital will perhaps suggest that timing became the essence of progress. Because the SSEA could not be reasonably expected to read every line of the voluminous incoming despatches, it became routine to prepare summaries of information, a week at a time, day by day if rapid changes had come about. Even then summaries or précis might not be read — or not read during the day or week to which they applied. This circumstance was partly corrected when the House of Commons was in session and Mr. King gave periodic statements on the progress of the war. From mid-1943 until VE Day I made first drafts of nearly all of these statements; latterly the first drafts became the actual texts. Nearly every document sent down under cover of a memorandum from the Under-Secretary at the East Block would be read; but if (as happened) it was tucked away (“squirrelled”, in office vocabulary) a decision sometimes had to await a judicious ferreting out when Mr. King was absent.

The quintessence of timing emerged late on Sunday afternoons — for most of the war Saturday was *the* working day — when between 6:10 and 6:25 we could get through an accumulation of papers which had piled up and which had been strategically arranged. What we called “The Blunt Pencil at Work” could make operative decisions promptly



Roger Coster/Life Magazine/National Archives Canada/C-1775

W.L. Mackenzie King in his study, Laurier House, Ottawa, Ont.

Our filing arrangements were not proof against the Prime Minister locking up in his red despatch box (given to him at the Imperial Conference in 1923, and the key for which he wore on his watch-chain) documents which would ordinarily have ended up in war records. If he demanded such a document, it was not a viable answer to say he would find it in his red box — *that* sort of challenge was not on. The sharpest set-to I had had with Mr. King in over seven years of basic day-to-day contacts involved the red box. The document I had never seen, nor had it been in my possession. It had been sent from London to Ottawa while Mr. King was in San Francisco at the UN founding conference. Missing him before his departure for Vancouver to start his general election campaign, it was sent by safe hand of a Sergeant Courier to Portland, where this messenger, correctly, handed the envelope to the Under-Secretary. Mr. King locked the document away in his red box — on journeys of this nature the red morocco was encased in buff canvas — and to my knowledge it never emerged during the remaining months of my assignment. There came a day when he demanded it, in a hectoring attitude, when he came into my tiny cubby-hole in

One must confess it was something of a relief when the great bulk of the accumulation of papers of 25 years at Laurier House was bundled off to the Public Archives. If the transition and transfer took place more rapidly than Mr. King thought would have

Our filing arrangements were not proof against the Prime Minister locking up in his red despatch box ... documents which would ordinarily have ended up in war records.

Writing now some 54 years since I first reported at the East Block, and 45 since I took leave on resigning as a Foreign Service Officer in the Department of External Affairs, I do not regret the ripened experience of nine years close to the seat of political power. There were months of no regular hours, extended periods of sustained sticking at the tasks in hand, and considerable deprivations within what once would have been regarded as "a normal family life." During the pre-war and war years (1938-1947) there was not a great deal that a citizen could regard as normal. But the country was held together until victory had been assured; and there was some durable satisfaction in having had even a marginal part in the ordering of the nation's business. 

Dr. Gibson joined External Affairs in July, 1938, and spent nearly all of his departmental service on secondment to the Office of the Prime Minister, latterly with the title of External Affairs Liaison Officer, for over seven years in an attic room at Laurier House. Retiring from Brock University as President Emeritus in 1974, he now lives near Vineland, Ontario.

[illegible]

...DRAFTER

18 **bout de papier** Vol. 10, No. 2

Towards a New World Order

by Ross Campbell

One of the more difficult problems now facing all NATO governments, individually and collectively, is how to structure national armed forces to meet the largely unknowable requirements of the decades ahead.

I say "unknowable" — and have deliberately avoided the expression "new world order" — because the latter is an essentially reactive term meant to describe a world in which the old order, with its clearly defined cold war adversaries, has ended and has been replaced by one in which there may be some hope of stability using new international instruments, but a great deal of uncertainty about the circumstances in which such instruments might be developed or how ready the world is for innovation. It does not mean that security problems have disappeared or that a new way of addressing them is the automatic fruit of the collapse of the bi-polar era in international affairs. The "new world order" remains an elusive ideal.

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The end of the global confrontation with the Soviet-led Communist bloc has released a tidal wave of change with three immediate consequences.

First, it has removed military and political restraints on a host of ethnic and border problems, particularly (but not exclusively)

within the former Soviet Union and along its periphery, causing them to erupt into serious violence.

Second, it has left a huge arsenal of strategic and tactical nuclear weapons under divided, and sometimes unknown, control in several areas of the former Soviet territory.

Third, it has fired the ambitions of would-be great powers, who are busily engaged in acquiring the sophisticated weapons that are the trappings of Great Power status. Some appear bent on regional Super Power status complete with weapons of mass destruction and the means of delivering them.

Instead of peace, we have a large and growing global instability, for which we are less well prepared than we should be. This is simply because nearly all NATO nations have been too quick to claim a "peace dividend".

One of the lessons of two World Wars is that the lack of collective arrangements encouraged piecemeal aggression. Yet, the first thing we in the West have done is to loosen, through troop withdrawals and reductions, the ties that bind us in NATO. We have thus already somewhat undermined the one collective instrument capable of coping with any sudden reversion to militancy in and around the former Soviet Union. It is also the one instrument capable of responding to the steadily growing international demand to endow the UN with some peace-making capability. Gone, or rapidly going, are the days when an adequate UN response meant Blue Berets standing indefinitely on Green Lines between rival countries or factions, trying to maintain a shaky cease-fire but otherwise doing little to resolve the underlying causes of tension. Cyprus is a clear example of the dubious utility of the classical peacekeeping approach unless nations are prepared to embrace the concept that a permanent UN military presence in every area of tension is a reasonable proposition. That may come about some day, but is well beyond the attainable today.

Nevertheless, cost and the strain on manpower resources alone are causing the most

dedicated peacekeepers to re-think current practice. There is mounting international clamour for more decisive means of containing conflict and imposing solutions, not confined simply to economic and political sanctions.

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The tougher demands of peace-making are arising at a time when:

- Canada, the world's foremost peace-keeper, no longer has sufficient trained manpower to respond to any further requests, and has only limited capability in equipment terms to tackle more militarily demanding roles;
- the UN does not have in place the command organization to mount successfully a peace-making operation;
- the CSCE is explicitly prohibited by its declaration of 10 July 1992 from engaging in "enforcement action"; and
- the WEU lacks the necessary common infrastructure.

Only NATO possesses the command structure, standardized operating procedures, inter-operable equipment and over 40 years of experience working together by consensus. These could meet some of the world's more pressing security needs of today, pending development of more permanent arrangements under the aegis of the UN. This is not special pleading for NATO; it is simply a statement of facts as they are in the contemporary world.

We are at a stage in world security developments akin to the later phases of sequence of events which has led to the formation of organized police forces in domestic societies. First lawlessness, then fair-minded citizens banding together to keep the peace. Second, the creation of publicly authorized, lightly armed police forces. Third, the creation of more fully armed police, with all the attendant dilemmas of how much force they should be allowed to use.

The question is — can the national pattern be repeated in the international arena? Do UN member states have the political will to allow the use of reasonable force to compel peace? Could the agreement of all the members of the UN Security Council and General Assembly be obtained to create the necessary mechanism to do so?

It seems highly improbable that such a consensus could be developed if it involved the creation of a standing international force having its own command organization under the direct control of the UN Security Council. It has proven difficult enough to obtain unanimity amongst the five Permanent Members of that body on broad general directives to peacekeepers and peacemakers, let alone the much wider agreement which would be required to launch such a comprehensive scheme. The immediate objective must be

something less ambitious and which requires less dramatic innovation.

Here again, one can have recourse to the analogy of the growth of domestic mechanisms for maintaining peace and order within the nation state. All laws, the penalties for infractions and the means for policing the former and imposing the latter involve some derogation of individual liberties. They require entrusting one group in society with powers of enforcement that are deemed to be in the collective interest. Checks and balances in the form of courts and democratic legislative institutions have been developed in the more advanced societies to prevent abuses. There is no single universal model for the attainment of a just and ordered society. The areas in which this has been achieved are increasing and will grow further under the impact of the global information explosion. The point is that there has been no need for individual nations to wait for all others before applying sensible and just security regimes internally.

Seen in this light, two lessons are evident. First, some surrender of national sovereignty and freedom of action increasingly will be involved if the goal of policing international peace and security is to be attained. Second, it is not necessary to proceed directly to a universal means of enforcing peace and

security when regional first steps are more likely to be attainable and effective.

Here, then, is an opportunity to build on what we have and, by example, to set the stage for other regions. Within the North Atlantic grouping of nations, we have the longest experience of democratic, orderly and just societies and possess the only effective collective security organization in the world. If, under the authority of the UN Security Council and with the majority consent of the UN General Assembly, the world could be divided into regional security areas and each region encouraged to set up its own regional security organization, one such region could embrace all of Western Europe, the Balkans and North America.

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Discussion of a regional concept might find a rationale developing for the inclusion of additional states that border on this region. NATO would then supply a ready-made peacemaking mechanism for the regional entity. It would automatically be endowed with the authority to deal with the present unrest in the territory of the former Yugoslavia.

Admittedly, the fact that the war in Yugoslavia lacks the clear-cut image of aggression of one nation against another, as in the Iraq/Kuwait invasion, and has some overtones of a civil war, will make it difficult to obtain consensus even within NATO. In addition, no one should have any illusions about the difficulties inherent in the creation of acceptable regional security entities. So pressing, however, is the need to contain the conflict in Yugoslavia before it spreads to other areas of the Balkans and to the Middle East that pragmatism and self-interest dictate a collective intervention to stop the bloodshed.

Early success in coping with the tragic situation in Yugoslavia would validate the regional or "collective responsibility" concept. This could become the embryo of a workable "new world order."

Ross Campbell is a former Assistant Under Secretary of State for External Affairs, 1962-64, Ambassador to NATO, 1967-72 and Ambassador to Yugoslavia, 1964-67.

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L'ONU sera-t-elle à la hauteur de la tâche?

par Louise Fréchette

Allocution de l'Ambassadeur Louise Fréchette lors d'un déjeuner-causerie organisé par le Conseil des Relations Internationales de Montréal (CORIM) jeudi le 25 février 1993.

— La rédaction

La présence à Montréal de l'OACI (l'Organisation de l'aviation civile internationale) et d'autres organisations multilatérales témoigne du rôle de premier plan qu'a joué et que continue de jouer le Canada dans tous les secteurs de la coopération internationale. Nulle part ailleurs la vocation internationale du Canada ne s'est-elle mieux illustrée qu'aux Nations Unies. Membre fondateur de cette organisation, le Canada en a été le plus fervent promoteur même aux heures les plus sombres. La liste est longue des Canadiens et des Canadiennes qui ont laissé leur marque à l'ONU (Organisation des Nations Unies), de Lester Pearson et le général Burns, véritables pères des forces de maintien de la paix; Maurice Strong, premier Directeur exécutif du Programme des Nations-Unies pour l'environnement et Secrétaire général de la Conférence de Rio; et Thérèse Sévigny, première femme à occuper un poste de Sous-secrétaire général au Secrétariat des Nations-Unies. Aujourd'hui encore, des Canadiens occupent des postes-clés, à commencer par le major-général Maurice Baril, Conseiller militaire du Secrétaire général; Sharon Capeling-Alekija, Directrice du Fonds de développement des Nations-Unies pour les femmes; et Elizabeth Dowdeswell, récemment nommée à la tête du Programme des Nations-Unies pour l'environnement.

Je n'ai pas à vous convaincre de l'importance croissante des Nations Unies. D'ailleurs, il suffit de parcourir un journal, n'importe quel jour de la semaine, pour se rendre compte de l'omniprésence de l'ONU. De la Somalie au Cambodge, et de la Bosnie au Mozambique, les Nations Unies jouent un

rôle de premier plan. Libérées des contraintes de la Guerre froide, elles sont devenues aujourd'hui la source de tous les espoirs : lourd défi pour une organisation si longtemps paralysée par le conflit entre les super-puissances. Sera-t-elle à la hauteur de la tâche? C'est à cette question que je voudrais tenter de répondre, tout en essayant de jeter un peu de lumière sur les manchettes contradictoires concernant l'ONU qui nous proviennent jour après jour.

Commençons par quelques observations générales que m'inspire une année de participation directe et intense aux travaux de l'ONU.

La première de ces observations est que l'agenda des Nations Unies risque de rester très chargé au cours des prochaines années.

Il n'existe pas de « recueil de règles » pour guider les Nations Unies dans cette nouvelle ère.

Les conséquences de l'effondrement des structures et des certitudes de la Guerre froide commencent à peine à se faire sentir sur la scène internationale. La Guerre froide avait créé une certaine forme de stabilité, stabilité souvent artificielle. La fin de la confrontation entre les super-puissances a permis à des rivalités longtemps refoulées de se manifester avec une force parfois explosive. Le conflit dans l'ex-Yougoslavie n'est que l'exemple le plus connu de ce phénomène. Beaucoup d'autres pays, particulièrement les anciennes Républiques soviétiques, risquent eux aussi de s'engouffrer dans des guerres fratricides. Par contre, la fin de la Guerre froide a aussi ouvert des perspectives

de réconciliation, comme nous le constatons au Salvador, au Mozambique et au Cambodge.

Les Nations Unies se retrouvent avec tous ces conflits sur les bras pour deux raisons principales :

La première, c'est qu'aucune autre organisation internationale n'a le mandat, la compétence, l'influence et l'autorité morale de l'ONU. Idéalement, les Nations Unies devraient pouvoir refiler, pour ainsi dire, la crise yougoslave aux institutions européennes et laisser la crise d'Haïti entièrement entre les mains de l'Organisation des États américains, pour ne citer que deux exemples. Malheureusement, les organisations régionales sont mal équipées pour faire face aux conflits qui éclatent dans leur voisinage et, tant qu'il en sera ainsi, les Nations Unies seront appelées à la rescousse.

La deuxième raison, c'est qu'aucun des grands états, à commencer par la seule super-puissance qui reste, ne souhaite assumer seul le fardeau moral et financier du maintien de la paix et de la sécurité internationales. Pour ceux qui, comme le Canada, ont toujours privilégié une approche multilatérale à la sécurité collective, il s'agit là d'une tendance des plus positives, même si elle fait porter un poids très lourd à l'ONU.

L'ONU est-elle surchargée? Sans doute, si l'on en juge par le travail énorme abattu par certains secteurs clés du Secrétariat des Nations Unies et par les membres du Conseil de Sécurité, qui sont appelés à se réunir sept jours sur sept, à toute heure du jour et de la nuit. Toutefois, comme il n'y a pas d'organisation qui puisse remplacer l'ONU, il n'y a pas d'autre solution que de l'adapter aux défis croissants auxquels elle est confrontée.

Ma deuxième observation, c'est qu'il n'existe pas de « recueil de règles » pour guider les Nations Unies dans cette nouvelle ère.

Les concepts clés qui ont déterminé la majeure partie de ma carrière, comme les zones d'influence de l'équilibre de la terreur, ont été balayés. D'autres, tels les principes de souveraineté et de non-ingérence dans les affaires intérieures des états, sont remis en question. Beaucoup d'États membres de

l'ONU déplorent le manque de précision, voire l'absence d'une définition claire des nouvelles règles. Certains craignent une ingérence croissante de la communauté internationale dans leurs affaires intérieures. D'autres sont préoccupés par les attentes formulées à l'égard de l'ONU dont on réclame qu'elle règle toutes les crises.

Il n'est pas réaliste de s'attendre à ce que nous puissions à brève échéance redéfinir et codifier, à la satisfaction d'une majorité claire, des concepts tels la souveraineté ou le droit à l'intervention humanitaire.

Il est plus probable que, pour un certain temps encore, les décisions seront prises au cas par cas. La création d'un ensemble de précédents largement appuyés par la communauté internationale, facilitera la codification éventuelle des nouvelles tendances. Dans ce domaine comme dans beaucoup d'autres, le droit international suivra les nouvelles pratiques au lieu de les précéder.

Permettez-moi d'aborder dans ce contexte deux critiques souvent formulées à l'égard des Nations Unies : la première, que CNN dicte l'Agenda de l'ONU, et la deuxième, que l'ONU applique deux poids deux mesures dans sa réponse aux violations du droit international.

Les médias sont très sélectifs dans le choix des crises qu'ils couvrent.

Il ne peut faire aucun doute que la couverture des médias influence de façon importante certaines décisions du Conseil de Sécurité. Le cas de la Somalie en est un exemple. Ce phénomène ne fait que refléter l'impact des médias sur l'opinion publique qui, en démocratie, joue un rôle décisif. Toutefois, les médias sont très sélectifs dans le choix des crises qu'ils couvrent. Par exemple, ils ont accordé très peu d'attention à ce qui se passe au Mozambique. Pourtant le Conseil de Sécurité vient de lancer une vaste opération de maintien de la paix dans ce pays — 7 000 soldats et 1 500 observateurs — pour appuyer l'exécution de l'Accord de Paix récemment conclu. L'ONU travaille également au règlement de conflits peu connus dans diverses parties du monde, notamment près des frontières de l'ex-Union soviétique.

La question des « deux poids deux mesures » est délicate et complexe et revêt

une importance cruciale pour la crédibilité de l'ONU. Le Conseil de Sécurité doit s'employer à agir de façon manifestement juste et équitable. L'appui des Membres des Nations Unies s'effritera si cette exigence fondamentale n'est pas satisfaite. Toutefois, contrairement à un tribunal, le Conseil de Sécurité ne peut se contenter d'imputer des responsabilités et prononcer des sentences. Il doit agir de façon à faciliter la recherche de solutions réalisables et durables, d'où sa préférence pour la voie négociée tant que toutes les possibilités de compromis n'ont pas été épuisées. Le Conseil de Sécurité doit se prononcer en tenant compte d'une multitude de facteurs et les cas sont tous différents les uns des autres.

Ma troisième observation c'est que, tout comme il n'y a pas de « recueil de règles » pour déterminer où et quand les Nations Unies devraient intervenir, il n'existe pas de recettes fiables quant aux moyens à employer. Les crises qui secouent actuellement la communauté internationale sont, pour beaucoup d'entre elles, d'un genre nouveau. Il existe peu de précédents pour déterminer quels remèdes sont efficaces et lesquels sont inopérants.

La réponse à chaque crise est à juste titre définie par ses caractéristiques particulières et l'ONU doit être prête à faire l'expérience de nouvelles formes d'action dans certains cas. Le déploiement préventif de Casques bleus en Macédoine il y a quelques semaines et la protection des convois humanitaires par des soldats armés sont deux exemples de mesures innovatrices mises à l'essai actuellement et qui impliquent incidemment, dans les deux cas, des Forces canadiennes. Lorsqu'une approche ne donne aucun résultat — par exemple la tentative d'introduire une présence militaire de l'ONU en Somalie par la voie de la négociation — une autre la remplace, dans ce cas-ci la décision sans précédent d'intervenir sans y être invité et de recourir à la force si nécessaire.

L'absence de plans détaillés peut être exaspérante pour les gouvernements et les Organisations non gouvernementales et donne beau jeu aux pontifes. Toutefois, étant donné la pression du travail à l'ONU et le rattrapage institutionnel dans lequel son Secrétariat est engagé, un certain dose d'improvisation demeurera sans doute inévitable pour un certain temps.

Je ne veux pas faire une vertu de la nécessité, et je serais la première à admettre que la navigation à vue est loin d'être la solution idéale. La mise en place de systèmes plus sophistiqués et plus efficaces exigera cependant des ressources importantes, ressources qui se font rares, à l'ONU encore plus qu'ailleurs.

Le Secrétariat de l'ONU fonctionne avec guère plus de ressources dans des domaines

clés comme les opérations de maintien de la paix et les affaires humanitaires et politiques, que pendant les années sombres de la Guerre froide. S'il en est ainsi, c'est parce que le budget des Nations Unies n'a pas augmenté en termes réels depuis de nombreuses années et que certains intérêts (présents aux Nations Unies comme ailleurs) entravent la réaffectation de ressources humaines et financières vers les activités prioritaires, malgré les efforts du Secrétaire général. Par conséquent, dans le domaine de la paix et de la sécurité, l'ONU progresse, pour ainsi dire, avec la puissance d'un DC-3, alors que les attentes à son égard exigeraient plutôt la puissance d'un Concorde.

Les crises qui secouent actuellement la communauté internationale sont d'un genre nouveau.

Il serait étonnant que le problème budgétaire de l'ONU soit résolu complètement dans un proche avenir. L'heure est aux contractions budgétaires dans la plupart des États-membres et l'accroissement des contributions à l'Administration des Nations Unies y est rarement la plus haute priorité. Or, il faut d'importantes ressources financières pour maintenir les efforts de l'ONU dans le domaine de la paix et de la sécurité. Les opérations complexes de maintien de la paix sont coûteuses : 1,1 milliard de dollars américains pour le programme de 18 mois au Cambodge seulement. Le coût du maintien de la paix pour les Nations Unies a triplé, passant de 700 millions de dollars en 1991 à plus de deux milliards cette année. Ces coûts ne représentent peut-être qu'une petite fraction des dépenses mondiales en matière de défense, mais ils ne sont pas sans importance au moment du partage des enveloppes budgétaires en période d'austérité.

Ma quatrième observation est que, plus l'ONU tente d'imposer son autorité, plus elle risque de s'attirer des critiques et de susciter la controverse et c'est bon signe. Si vous me permettez une analogie avec le hockey, si on reste assis sur le banc, on ne peut pas s'emparer de la rondelle et on ne peut pas marquer des buts.

Agir, c'est risquer l'échec. C'est aussi faire des choix qui, presque par définition, feront des mécontents. C'est parce que

l'ONU est impliquée dans le processus de réconciliation interne, où certains clans peuvent s'estimer perdants, que le Secrétaire général a été hué à Mogadiscio. C'est parce que l'ONU a accepté de surveiller un référendum sur l'indépendance possible de l'Érythrée que les Éthiopiens des autres régions l'ont conspué à Addis-Abeba. Ni l'un ni l'autre de ces incidents ne signifie que le Secrétaire général a tort ou que les Nations Unies sont vouées à l'échec. Au contraire, dans les deux cas, nous estimons que l'ONU est dans la bonne voie.

Par leur nature même, les crises auxquelles fait face l'ONU ne peuvent être réglées facilement ou rapidement. Les processus de paix que l'ONU appuie au Cambodge, au Salvador et au Mozambique sont le résultat de négociations complexes et reposent sur des compromis fragiles qui risquent à tout moment de déraiper. Les revers sont toujours possibles et se produisent effectivement. Chaque fois, l'ONU doit prendre les mesures appropriées — une combinaison de carottes et de bâtons — pour remettre le processus dans la bonne voie. Le succès n'est pas garanti. Et tout revers suscite des critiques.

En Somalie, la distribution de vivres à la population affamée n'est qu'une première étape. La stabilité ne reviendra pas tant que la violence n'aura pas été stoppée et que des institutions de base n'auront pas été mises en place. J'entends par là, entre autres, un gouvernement légitime, une police efficace, un système judiciaire qui fonctionne. La réalisation de cet objectif pourrait exiger une présence de longue durée des Nations Unies et occasionner des dépenses considérables.

Les problèmes auxquels nous faisons face sur le territoire de l'ex-Yougoslavie sont encore plus épineux. Les efforts multiformes que l'ONU a déployés là-bas ont contribué à maintenir, pendant près d'un an, un cessez-le-feu fragile en Croatie, apporté à la population de Bosnie-Herzégovine des secours dont elle a désespérément besoin et mené des négociations intensives visant à trouver une solution pacifique au conflit. Mais ces efforts n'ont pas encore réussi à faire cesser les hostilités, et des comptes rendus de violations graves des droits humains — viols systématiques, épuration ethnique, camps de détention — continuent de nous parvenir tous les jours.

Certains prônent une intervention militaire directe, mais cette option n'est pas sans risques, y compris celui de la propagation du conflit aux autres pays de la région et la menace qu'elle ferait peser sur l'opération de secours humanitaire, dont dépendent des centaines de milliers de Bosniaques pour leur subsistance quotidienne.

De nombreux pays affirment avec vigueur que l'ONU a le droit et le devoir d'intervenir

pour protéger les vies humaines et obliger les gouvernements à des comportements corrects. Nous commençons à peine à comprendre ce que suppose l'application de principes aussi rigoureux : non seulement mettre des ressources importantes à la disposition de l'ONU, mais aussi risquer la vie de nos soldats dans des situations de combat. Mais nous sommes également conscients du fait que la crédibilité de l'ONU en souffrira et que sa capacité d'agir en sera gravement diminuée si elle permet que ses principes soient violés et qu'il soit passé outre à ses décisions.

L'ONU sera-t-elle à la hauteur de la tâche?

La réponse à cette question n'est évidemment pas simple. Il faut d'abord s'entendre sur ce que peut signifier pour l'ONU « être à la hauteur ». Il me vient à l'esprit le mot de Dag Hammarskjöld qui décrivait l'ONU comme une organisation créée « non pour nous conduire au paradis mais pour nous préserver de l'enfer ». C'est déjà tout un programme!

L'ONU n'aura pas seulement besoin d'argent mais aussi de personnel.

La capacité de l'ONU à nous « préserver de l'enfer », donc, dépendra de nombreux facteurs dont certains m'apparaissent particulièrement importants.

Le premier, et sans doute le plus important, est tout simplement la volonté politique des États-membres. Il ne faut jamais oublier que l'ONU, c'est nous et qu'elle n'entreprendra que ce que ses États-membres lui donneront mission d'accomplir. Si l'ONU paraît hésitante en Bosnie, c'est parce que ses États-membres sont eux-mêmes hésitants et divisés quant à la meilleure marche à suivre. Si l'ONU a été lente à intervenir en Somalie, c'est par faute d'une mobilisation suffisante de la communauté internationale.

L'appui des grandes puissances, et d'abord celui des États-Unis est, dans ce contexte, d'une importance cruciale pour l'avenir de l'ONU. Ce n'est pas par hasard que les rédacteurs de la Charte ont décidé d'accorder aux grandes puissances de l'après-guerre un siège permanent au Conseil de Sécurité assorti d'un droit de veto. Ils avaient compris que, sans l'aval et l'apport des états les plus puissants, les limites de l'action collective seraient vite atteintes.

La politique américaine envers l'ONU a connu, au cours des derniers mois, une mutation profonde. Washington privilégie désormais l'action multilatérale et, pour la première fois de son histoire, le Gouvernement américain s'appête à placer plusieurs milliers de ses soldats sous commandement onusien en Somalie. Loin de constituer un danger pour l'ONU, cette nouvelle orientation de la politique américaine, ardemment souhaitée par le Canada, constitue peut-être le meilleur gage pour l'avenir.

Les États-Unis et les autres Membres permanents au Conseil de Sécurité portent une lourde responsabilité. De leur *leadership* dépend, en grande partie, la capacité d'action de l'ONU. Mais ce *leadership* doit s'exercer de façon responsable et se gagner l'adhésion de l'ensemble des États-membres.

Depuis mon arrivée à New York il y a un an, je suis frappée par le consensus très large qui s'est développé sur les nouvelles orientations à donner à l'ONU. Même les décisions les plus audacieuses — je pense en particulier à l'intervention humanitaire en Somalie — recueillent l'appui enthousiaste de l'immense majorité des pays. Ce consensus est précieux car il confère aux actions de l'ONU la légitimité politique avec laquelle elle devra compter au cours des années à venir.

Pour un nombre croissant de pays, y compris le Canada, la capacité de l'ONU à relever les défis de l'avenir passe aussi par la réforme du Conseil de Sécurité. Comme le Premier ministre l'a dit à plusieurs reprises, l'ONU doit refléter les réalités d'aujourd'hui plutôt que celles qui avaient cours à la fin de la Seconde Guerre mondiale. Nous avons donc réclamé publiquement l'élargissement du Conseil de Sécurité, afin que des pays comme le Japon et l'Allemagne puissent y obtenir un siège permanent et nous avons dit être ouverts à d'autres modifications de sa composition. Cette réforme ne va pas être facile. Beaucoup d'autres questions, comme le droit de veto, le nombre des Membres non-permanents et les règles de scrutin, viendront inévitablement sur le tapis.

Le grand défi de cette réforme sera de rendre le Conseil plus représentatif tout en préservant sa capacité d'agir rapidement et efficacement. De plus, la réforme du Conseil ne résoudra pas tous les problèmes. Le Conseil devra continuer de veiller à ce que les vues des états directement concernés par ses délibérations, notamment ceux qui contribuent aux opérations de maintien de la paix, soient pleinement prises en compte.

Pour être à la hauteur de sa tâche, l'ONU devrait également pouvoir compter sur une assise financière plus solide.

L'ONU éprouve des difficultés bien connues à percevoir les cotisations de ses

États membres. Seul un petit nombre paient intégralement leurs contributions à l'échéance; je suis fier de dire que le Canada est un de ceux-là. Les arriérés s'accumulent. Les États-Unis réduisent peu à peu leur dette envers l'ONU mais celle de la Fédération de Russie ne cesse de croître et dépasse maintenant les 400 millions de dollars. De nombreux États membres, dont certains briguent un siège permanent au Conseil de Sécurité, ne paient que le strict nécessaire pour conserver leur droit de vote à l'Assemblée générale, parfois avec jusqu'à deux ans de retard.

Il y a des limites à ce qu'on peut exiger de l'ONU en matière de rationalisation et d'économie. L'argent est le nerf de la paix autant que de la guerre. Si les États-membres ne sont pas prêts à donner à l'ONU un minimum de sécurité financière, nous pouvons tous faire une croix sur les beaux projets que nous formulons pour son venir.

L'ONU n'aura pas seulement besoin d'argent mais aussi de personnel.

Les soldats, les policiers et les experts civils comme les Observateurs d'Élections sont fort recherchés. La cote des ingénieurs et des démineurs est aussi à la hausse. Les demandes sont si fortes qu'il sera impossible à l'avenir de compter, comme on l'a fait dans le passé, sur un petit nombre de pays, comme le Canada, les pays nordiques et quelques autres pour fournir toute l'expertise nécessaire. En fait, pour ce qui est du Canada, nous comptons actuellement 4 500 militaires affectés au service de l'ONU partout dans le monde, dont 2 400 dans l'ex-Yougoslavie et 1 300 en Somalie. Cela représente, comme vous le savez, une très forte proportion de nos troupes de combat, et probablement la limite de ce que nous pouvons supporter. Il en va de même pour beaucoup d'autres fournisseurs de troupes traditionnels.

Heureusement, un nombre de plus en plus grand de pays sont prêts à participer aux opérations de l'ONU. Le personnel de l'autorité provisoire des Nations Unies pour le Cambodge comprend 20 000 membres provenant de 30 pays et de tous les continents, dont 200 Canadiens. Pas moins de 41 pays différents participent à la force des Nations Unies dans l'ex-Yougoslavie. Cependant, ces troupes ne sont pas toutes également bien préparées pour assumer les responsabilités complexes qu'impliquent désormais les opérations de maintien de la paix. Des efforts devront être déployés pour assurer une meilleure formation du personnel de l'ONU.

Enfin pour être à la hauteur du défi qui la confronte, l'ONU devra pouvoir compter sur un Secrétariat efficace et compétent et un Secrétaire général dynamique et courageux.

La communauté internationale a eu la main heureuse en choisissant M. Boutros-Ghali pour diriger l'organisation en cette

période déterminante pour son avenir. M. Boutros-Ghali s'est attelé avec détermination à la tâche de transformer l'énorme bureaucratie onusienne pour l'adapter aux nécessités nouvelles. Les réformes qu'il a entreprises commencent déjà à porter fruit et on trouve au Secrétariat des Nations-Unies un très grand nombre de fonctionnaires de très haut calibre qui se dépensent sans compter pour le bien de l'organisation. Mais il reste encore beaucoup à faire. L'ONU doit accroître sa capacité d'anticiper les conflits et mener une diplomatie préventive plus rigoureuse. Elle doit aussi améliorer ses systèmes administratifs et moderniser ses moyens de communications.

Et surtout, l'ONU doit apprendre à mieux expliquer ses actions afin de se conserver l'appui de l'opinion publique mondiale.

Ce n'est pas par pur idéalisme que le Canada a tant investi dans les institutions multilatérales.

Les facteurs essentiels au succès de l'ONU que je viens d'énumérer — volonté politique des États-membres, soutien des grandes puissances, sécurité financière, appareil bureaucratique efficace — forment un tableau fort complexe. Il faut y ajouter la part de l'impondérable qui peut, à tout moment, remettre en question la fragile harmonie qui règne aujourd'hui à New York. Un retour à la confrontation entre les Membres permanents du Conseil de Sécurité nous ramènerait rapidement à l'époque où l'usage répété du droit de veto condamnait le conseil à la marginalité. De plus, les risques d'un profond clivage nord-sud sont toujours présents. L'attention portée au renforcement de l'ONU en matière de paix et de sécurité ne doit pas faire passer au second plan les problèmes économiques et sociaux des pays les plus pauvres. Ces problèmes, qui sont souvent la source de l'instabilité politique et des conflits armés, continueront d'interpeller la communauté internationale. Et l'expérience de l'interdépendance nous enseigne que nous les négligerons à notre péril.

Il ne manquera jamais de Cassandra pour proclamer la faillite de l'ONU. Mais pour ceux qui, comme Hammarsjöld, n'attendent pas le paradis sur terre, les premiers pas vers

ce qu'on a baptisé un peu rapidement le nouvel ordre mondial sont porteurs d'espérance.

Le Canada a fait de la revitalisation de l'ONU un objectif primordial de sa politique étrangère. Citoyen modèle de l'ONU depuis sa fondation à San Francisco il y a près de 50 ans, notre pays jouit d'une crédibilité extraordinaire auprès des Membres des Nations Unies. Notre voix y est respectée et notre contribution hautement appréciée. Ce n'est pas par pur idéalisme que le Canada a tant investi dans les institutions multilatérales. Celles-ci renforcent notre sécurité et contribuent à notre prospérité en nous mettant à l'abri de l'arbitraire et de la loi du plus fort. Nous avons tout à gagner d'une ONU plus efficace, d'une ONU finalement en mesure de réaliser la vision de ses fondateurs. C'est pour moi un grand privilège de pouvoir participer, en tant qu'Ambassadeur du Canada à l'ONU, à cette entreprise historique. 

Louise Fréchette a été affectée à New York, Athènes, Bruges (au Collège d'Europe), Genève, Madrid, et à Buenos Aires (où elle était Ambassadeur à la République argentine, République du Paraguay, et à la République orientale de l'Uruguay). Elle est notre Représentant permanent et Ambassadeur du Canada auprès de l'Organisation des Nations Unies à New York.

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The Canadian Foreign Service Institute

by R.H. Graham Mitchell

The establishment of the Canadian Foreign Service Institute (CFSI) by External Affairs and International Trade Canada (EAITC) is good news. It is the manifestation of a different kind of thinking in the Department. Its very existence embodies a guarantee that the unique professional skills of the Foreign Service have been recognized and will be systematically reinforced.

Je voudrais que ce message parvienne rapidement à chacun de nos collègues. Un grand nombre de lecteurs de *bout* a assisté à l'inauguration officielle de l'Institut le 1^{er} octobre 1992, et d'autres ont vu le dépliant

sur l'Institut ou ont pris part à nos cours de formation au cours des derniers mois. Mais j'espère que cet article fera prendre conscience à un auditoire plus vaste, tant au dedans qu'en dehors du service extérieur, de l'importance du nouvel Institut.

First, here is a little background. When I joined the Foreign Service in 1963, the training given to recruits was entirely "on the job". We moved from division to division, learning by doing. Departmental lore was passed on to us through informal contacts with senior colleagues at the office or in occasional evening sessions, known colloquially as the "University of the East Block".

This training, such as it was, was considered a sophisticated improvement over the

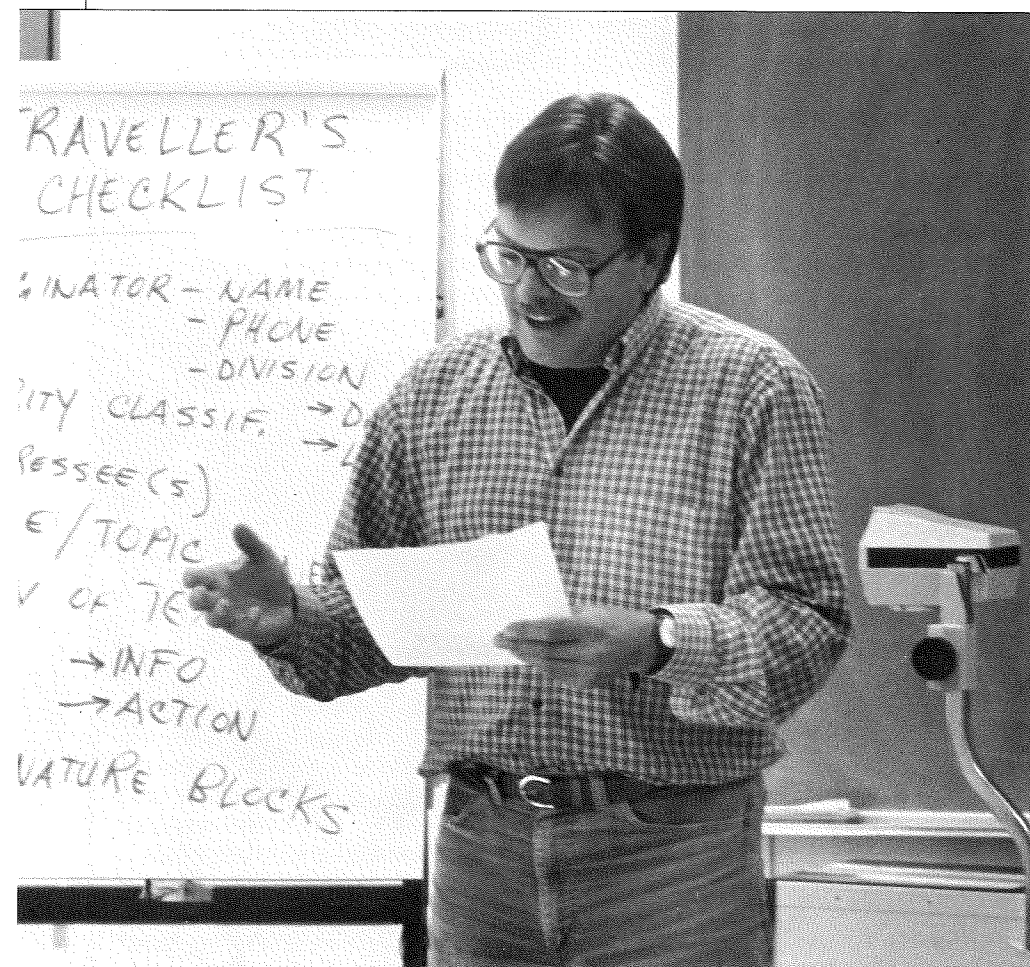
training given to recruits thirty years earlier. Then, new Foreign Service Officers were routinely assigned to the code room at headquarters to cipher and decipher telegrams. This activity was expected to give them an overall view of the work done by the then Department of External Affairs.

L'Institut a pour mandat d'offrir une formation reliée à l'emploi à tous les employés du Ministère.

Today, much more focused, job-related training is required. Pressure is being applied on us from various sides to define our core tasks more clearly and to demonstrate our expertise. We in EAITC have not been quick to accept the need for a more professional approach, perhaps believing that foreign service expertise is too esoteric to be reduced to a training course. Changes, however, have occurred in the world of education too and new techniques have been developed to teach complex skills.

Depuis deux ans, le Ministère a profondément changé son attitude à l'égard de la formation. L'Institut canadien du service extérieur, créé en avril 1992, est le produit de ce changement.

Bien entendu, il se déroulait déjà au Ministère d'importantes activités liées à la formation. Avant le 1^{er} avril 1992, la fonction « formation » était coordonnée par la Direction de la formation et du perfectionnement (APF). En 1989, le Ministère a fondé l'École des langues du service extérieur. L'Institut nouveau incorpore et développe maintenant les programmes de formation professionnelle et de formation linguistique déjà en place. Cependant, il concrétise une



Training the trainers: Gilles Poirier, one of the Institute's Program Managers, bones up on teaching methods.

nouvelle manière d'aborder la formation : celle-ci est en effet considérée comme faisant partie intégrante de la culture du Ministère, comme une priorité permanente pour les cadres supérieurs et comme un élément essentiel dans la carrière de tout employé du service extérieur.

L'Institut a pour mandat d'offrir une formation reliée à l'emploi à tous les employés du Ministère, quelle que soit leur catégorie professionnelle, et y compris le personnel recruté sur place à l'étranger. L'automne dernier, les agents d'Emploi et Immigration Canada (EIC) se sont joints à leurs collègues d'AECEC dans le cadre d'un nouveau programme au niveau de recrutement d'une durée de sept semaines.

In this, its first year of operation, the Institute has undertaken two major initiatives: the creation of a Career Program for entry-level officers; and an Administrative and Technical Staff Program for employees in those fields.

The program for entry-level officers focuses on those job requirements which are unique to the Canadian Foreign Service. It is mandatory for all officers at the entry level and will be modified for presentation at the junior career level (up to five years in the Department). New programs will be developed for the mid-career (FS-2), and senior career levels (EX). We have also developed an innovative program for our administrative and technical staff. This consists of a series of course modules designed with three objectives in mind: job effectiveness; job enhancement; and career advancement. The Institute began to teach these new programs in October 1992.

Afin que l'Institut dispose d'installations appropriées, le Ministère a acquis de la Commission de la fonction publique un ancien centre de formation situé à Hull, Québec. Celui-ci a été rénové pour répondre aux besoins de l'Institut. Les premiers cours y ont été offerts au début de février. L'ouverture officielle devrait avoir lieu plus tard ce printemps. L'administration de l'Institut conservera encore une présence physique à l'édifice L.B. Pearson (ou se trouve AECEC) afin de rester à la disposition des gestionnaires et des employés du Ministère en ce qui concerne les questions de formation.

En établissant l'Institut, nous avons examiné ce qui se fait dans d'autres instituts diplomatiques du monde en ce qui concerne

la formation du personnel du service extérieur. Nous avons tiré parti de leur expérience pour l'élaboration de nos programmes. De plus, nous avons misé fortement sur « l'approche systémique de la formation » dans la mise en œuvre de nos programmes,

mentionnés plus haut seront en cours de préparation; ils seront échelonnés de façon à offrir aux agents une formation reliée à l'emploi à mesure qu'ils poursuivront leurs carrières. Des cours réorganisés, conçus surtout pour les nouveaux directeurs adjoints et directeurs, ainsi que le Colloque sur le leadership sont également offerts par l'Institut.

La formation qui est directement liée aux mandats respectifs des secteurs individuels du ministère continuera d'être dispensée par le centre de formation de la direction visée; c'est le cas, par exemple, du cours sur les droits de la personne offert par AECEC/ ADIC et du cours WIN offert par Directions des systèmes d'information sur le commerce (TPP) aux AECEC. Toutefois, l'Institut sera chargé d'assurer globalement la qualité et la rentabilité de tous les programmes de formation du Ministère.

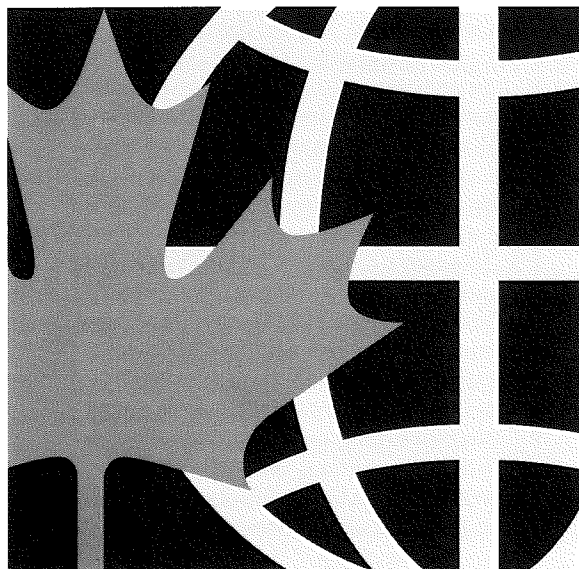
A second key point is that **all courses must be job-related**. The process for determining appropriate skills begins with "needs analysis" which is conducted by training specialists. A series of interviews and focus groups is organized in which participants identify the particular skills and knowledge requirements necessary for doing their work. The Institute's staff "clusters" this information into subject areas to be

covered by specific courses and identifies the learning objectives. These are then confirmed by senior departmental officers working in what we call "Management Consultative Groups".

It is at this point that the design phase comes into play. The Institute contracts academic specialists, training firms or individuals who have the requisite skills, knowledge and experience. These consultants design appropriate courses around the learning objectives as they were identified earlier in the needs analysis. They also work closely with departmental officers — the "subject matter experts" — whose contribution is crucial in developing the course content. The final step, actually teaching the courses, is a joint effort between the training specialist and the subject matter experts.

Le premier cycle des cours en 1992 destinés aux FS-1Ds (ceux-là les agents du service extérieur en voie de « développement » dans leurs carrières) était un projet-pilote qui a été observé de très près. Les commentaires des enseignants et des étudiants sont analysés en détail à ce moment

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afin que notre formation réponde aux besoins du personnel d'AECEC. Je pense que nos programmes se distinguent par un certain nombre de caractéristiques.

First, **all courses are tailored for designated stages in an employee's career**. For example, we created a total of forty-three courses for entry-level officers. These are delivered in a formal classroom setting. The curriculum is comprised of a seven-week Core Program for both EAITC and EIC officers which covers general skill and knowledge areas. This is then followed by six-to-eleven weeks of specialized programs: the Political-Economic Program, the Commercial-Economic Program, and the Administrative Program.

This formal training will be complemented with two on-the-job training assignments, each of four months' duration, and will finish with a cross-Canada tour. For the Administrative Program, one of the on-the-job assignments will be at a mission overseas.

Pour les niveaux postérieurs au recrutement, les trois programmes plus avancés

pour que les changements appropriés soient apportés aux cours du cycle suivant, à l'automne 1993.

Je n'ai fait mention jusqu'ici que du volet « formation professionnelle » de l'Institut. La formation linguistique est assurée par l'École des langues, qui offre actuellement 44 langues, mais la liste ne cesse de s'allonger. La formation linguistique est offerte suivant les besoins : maintien des connaissances (trois heures par semaine); survie (maximum de quatre mois, en prévision d'une affectation); et cours intensif (maximum de dix mois pour les langues difficiles). Nous comptons également tirer parti de l'expérience d'autres services extérieurs afin d'accroître les compétences générales de nos agents en langue étrangère.

*L'Institut se tiendra
au courant des
dernières techniques
et méthodologies.*

The Institute has a very intensive period of development ahead. I estimate that it will take two to three years to put in place a full complement of courses. In addition, our planning must be measured continually against three basic operating principles.

1. To develop programs for all employees: We must provide all staff, whether at home or abroad, with a solid foundation of job-related skills and knowledge. Once the basic programs have been established at headquarters, we will be able to respond more actively to the needs of staff at Missions. Given the fact that the majority of the Department's employees are located overseas, courses will be conducted wherever it is most cost-effective to meet specific needs.

In recognition of the strong interdependence between family and professional life in a rotational service, the policy on spousal access to training courses and the provision of personal and life skills courses will be maintained and further developed to meet evolving requirements.

2. Pour doter que l'Institut poursuive d'une méthode pédagogique qui lui soit propre et que l'accent soit mis sur la participation active de l'apprenant : L'Institut se tiendra au courant des

dernières techniques et méthodologies qui font leur apparition dans le domaine de l'éducation des adultes. Notamment l'apprentissage accéléré, l'enseignement à distance, la formation informatisée et l'auto-apprentissage sont des exemples. Il offrira des programmes comme le « programme en dehors des heures de travail ».

Les programmes de formation linguistique sont conçus de façon à ce que les étudiants apprennent une autre langue dans un cadre culturel plus vaste et de manière active. L'École des langues privilégie une approche communicative et met au point des méthodologies qui promettent d'accélérer l'apprentissage des langues. Elle encourage en outre l'utilisation de la technologie, notamment les laboratoires de langues informatisés, pour stimuler l'apprentissage interactif.

3. To ensure that the Career Program is delivered in a bilingual format: The Institute opted for this formula to ensure equal representation of the country's two official languages. This methodology will give each participant the opportunity to practice in their second official language. All other courses, other than the ones included in the Career Program, are offered in both French and English.

I would like to emphasize how proud my staff and I are to be involved in this major new initiative by the Department. It is essential that those who manage Canada's foreign relations possess the necessary skills to deal with the complexities of the international system. This is a fundamentally important area of the Department's work and we have set as our goal to make the Institute a centre of expertise in Canada for training in the practice of international relations.

Nous prévoyons aussi que dans un avenir prochain, l'Institut voudrait grandir à fournir une formation en relations internationales et en langues étrangères à d'autres ministères, aux provinces, au secteur privé canadien et même aux services extérieurs d'autres pays. Nous considérons l'Institut, en fait, comme un puissant outil de politique étrangère qui puisse fournir une base commune de compétences et de connaissances à tous ceux qui œuvrent dans le domaine des relations internationales au profit de le tout Canada.

R.H. Graham Mitchell has had postings in Yaoundé, Paris, Bonn and Oslo (as Ambassador to Norway and Iceland). He is now the Dean of the Canadian Foreign Service Institute.

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L'Institut canadien du service extérieur : Des fleurs ou des cochons

par Hélène Laverdière

Fleurs ou cochons (d'Inde, bien sûr), à vous de choisir. Ou plutôt non, ne choisissez pas, puisque pendant un peu plus de trois mois, nous, les trente cinq « cobayes » de l'Institut canadien du service extérieur, avons été à la fois l'un et l'autre.

Des fleurs, pour reprendre l'expression de Claude Laverdure, que l'on a nourri, dorloté, paré et dont on a mesuré les réactions et les impressions de manière si systématique que, s'il est une chose à laquelle nous sommes devenus experts, c'est bien l'évaluation de cours. L'institut ce fut beaucoup de cours intenses où on a réussi à nous faire faire le tour, en quelques jours, d'une ou l'autre des grandes questions de politique étrangère ou d'économie. Ce fut gagner, en quelques heures à peine, une toute nouvelle compréhension du fonctionnement des médias, tant et si bien que je ne peux plus écouter une entrevue de la même manière qu'avant. Ce fut aussi apprendre notre métier avec des gens d'expérience, souvent même de très vaste expérience, qui acceptaient de délaisser toutes leurs autres activités pendant quelques heures, quelques jours, pour se consacrer exclusivement à nous. C'est certes une des choses qui m'a frappé, tout ce temps, ces connaissances, que tant de gens ont mis à notre disposition, de l'ambassadeur de France ou d'Australie au contre-amiral Murray en passant par les greffiers du Parlement et du Sénat, pour n'en nommer que quelques uns. Et puis, surtout, surtout, les gens du ministère eux-mêmes, agents de pupitre, sous-ministres adjoints, chefs de mission à la retraite, ou autres. Je ne sais s'il est une tour, un étage, dans l'édifice Pearson, où il n'y ait quelqu'un à qui nous devons d'être un peu plus prêts à faire notre métier.

Bien sûr, tout ne fut pas parfait. Personne ne s'attendait à ce que ce le soit. L'Institut, ne vous méprenez pas, ce fut aussi Asticou-la-Sibérie, ou Asticou-la-Kafkaïenne (j'exagère, je le sais, mais c'est pour la couleur locale), endroit recommandé pour ceux qui veulent développer la saine habitude d'apporter leur lunch (hum!). Ce fut, parfois,

des consultants qui ne semblaient pas totalement au fait de ce qu'est le travail d'un agent du service extérieur, ou dont les cours étaient pour le moins simplistes (comme ce cours où on nous a gentiment expliqué qu'il fallait manger nos légumes!). Quelques jeux de rôles qui n'étaient guère plus que des jeux drôles, à notre grand plaisir d'ailleurs, il faut bien le confesser. Ce fut un horaire parfois trop strict, où tout était compté (y compris les présences!) et qui ne laissait guère de temps pour lire les nombreux journaux, revues, mis à notre disposition ou pour vaquer à des obligations personnelles (banque, médecin), ou professionnelles (téléphoner à son ancienne division pour régler quelque question, assister à une conférence reliée à notre prochaine affectation, etc.). Il y eut d'inévitables répétitions d'un cours à l'autre, et il est arrivé qu'on ait plusieurs « survols » de la même question, dans plusieurs cours différents avant, enfin, de pouvoir aborder le sujet en profondeur.

Mais la seule chose qui m'ait presque fait faire des cauchemars, c'est, j'ose à peine utiliser le mot ... les « binders »! Si vous entendez un ancien stagiaire, quelque part, crier d'une voix désespérée 'non, non, pitié, je n'en peux plus, vade retro' c'est probablement qu'on tente de lui refiler un cahier à anneaux. Je sais, cela semble ridicule. Mais saviez-vous que la tour de Pise appartenait à l'origine à une étudiante de l'Institut italien du Service extérieur qui avait l'habitude de ranger tout ses cahiers à anneaux dans la même pièce? Il est difficile de donner une idée exacte de la 'place' et du 'poids' des cahiers à anneaux dans notre vie de stagiaire, sinon qu'en soulignant que le championnat dans cette catégorie va à ce cahier de quelques pouces d'épaisseur qui nous a été remis pour le cours 's'exprimer de manière concise ...'

Enfin, l'Institut c'est aussi trente cinq stagiaires qui ont passé à peu près quarante heures par semaine ensemble, entre les binders, les horaires, le travail, les visites, les cours, etc., et ce sans que le sang ne coule une seule fois. C'est des débats et des amitiés, des impatiences et des rires.

On nous a demandé vers la fin du cours « Croyez-vous que l'Institut soit plus utile à ceux qui ont passé, au préalable, quelques mois au Ministère ou qu'il soit préférable d'aller à l'Institut avant une première « vraie » affectation? ». La réponse que les stagiaires de la filière politique ont donnée à cette question constitue, en fait, la meilleure indication de ce que nous a apporté l'Institut : tout ceux qui avaient déjà passé quelques mois à Pearson ont répondu qu'il valait mieux aller à l'institut après une première affectation, les autres qu'il valait mieux y aller tout de suite en entrant au ministère. Bref, chacun est convaincu que l'expérience qu'il ou elle a eue de l'Institut est la meilleure possible. C'est tout dire.

Et pourtant tout n'est pas dit. Plusieurs de la filière immigration sont déjà partis en poste. Pour les stagiaires de la filière A.S., l'Institut n'est pas encore terminé. Quant à ceux des filières politique et commerciale, ils croyaient bien que pour eux c'était terminé, fini les fleurs, fini le rôle de cochon d'Inde. Mais voilà qu'on nous annonce que ça n'est pas fini, que nous faisons maintenant partie de ce projet pilote sur la relation de supervision. Et ça recommence! Adieu Asticou mais bienvenue Bisson (une fois par mois). Il faut dire qu'avec toutes les ressources 'investies' en nous on ne veut pas nous perdre de vue trop vite. D'ailleurs, j'y pense, oubliez vite tout ce que je viens d'écrire sur l'Institut. Cela n'était pas vrai. En fait nous n'y avons rien appris. On a même tenté de nous déformer. Donc, tout ce que les anciens de l'Institut peuvent accomplir de bien ne doit être attribué qu'à la force de leurs qualités personnelles. De même nous ne sommes pas responsables de nos erreurs, qui sont la responsabilité exclusive de l'Institut.

Hélène Laverdière est un nouvel agent du service extérieur (filière politique/économique). Elle a récemment complété ses études à l'Institut canadien du service extérieur et travaille maintenant comme agent de pupitre pour la Chine et la Mongolie à la Direction des relations avec l'Asie du Nord à AECEC.

Claude Charland

Claude joined the Trade Commissioner Service in 1957. He served in New Orleans (1958), Lagos (1961-62), Sao Paulo (1965-67), Brussels (1967-69), and twice in Paris, (1958-61 and 1970-73). He was appointed an assistant deputy minister in 1973 and served in that capacity until 1979 and again from 1982 to 1985. He was Ambassador to Mexico (1979-82), to Italy (1985-88) and to France (1988-93). He died in Paris while serving as Ambassador on March 3, 1993.

A memorial service was held on March 13, 1993 at Notre Dame Cathedral, Ottawa. These eulogies were given on that occasion by Al Kilpatrick, the Deputy Minister of International Trade and Associate Under-Secretary of State for External Affairs and by Ken Taylor, formerly Ambassador to Iran and now based in New York.

— Editor

Claude Charland was the consummate diplomat. For over 35 years he served his country with great distinction both at home and abroad. To his various assignments, in the US, Nigeria, Brazil, Belgium, Mexico, Italy, and France he brought the same qualities. Qualities of intelligence, integrity, sensitivity, good judgment and outstanding interpersonal skills. As a couple, Claude and Marguerite personified the best of Canadian values. I had the benefit of working closely with Claude for a number of years and benefitted greatly from his counsel. Reid Morden joins me in recognizing publicly the great contribution Claude made and the great loss the Department will feel with Claude's departure. To Marguerite, Louis, Bernard and Anne Elizabeth go our heart-felt sympathies.

But frankly, my fondest memories of Claude are not of Claude the professional, however distinguished he was, but of Claude the human being. Claude the human being had no match.

When I think of Claude, I think of laughter and the twinkle in his eye. Claude had a spontaneity and *joie de vivre* that most of us lost with childhood. I recall the countless times when we sat at the end of a long day and he always had something to laugh about and, as often as not, it was about himself. He liked nothing better than to play tricks

on his friends and, God only knows, I was the butt of many of them. But, like the man, they were sometimes naughty but never malicious. How well I remember his exploiting my colour blindness by talking me into buying a brown suit in Rome which turned out to be Halloween orange.

When I think of Claude, I think of the warmth he radiated. Nowhere was it more evident than in his own home. I will never forget the many happy evenings I spent *chez Charland*. If one wanted to know the true meaning of family, one had only to observe Claude and Margot with Louis, Bernie and Anne Elizabeth.

When I think of Claude, I think of serenity and contentment. Anger was an emotion I never saw in Claude. He loved his family; he loved his job; and he loved his country. And it showed!

When I think of Claude, I think of fulfillment. If anyone put a lie to the adage that "nice guys finish last", it was Claude. He was a nice guy who finished first. He lived by Lester Pearson's motto "not to seek success but to deserve it". He rose to represent his country in the most senior appointment. But in the process, he never lost his humility. And as a husband and father, he had no peer.

When I think of Claude, I think of friendship. Those of us who were his friends know what a privilege that was. And how our lives were enriched by it. Once our pain at his passing has been dulled by time, we will think of Claude and smile and that's the way he would want it.

Al Kilpatrick

Eulogy in Memory of Claude Charland

by Kenneth Taylor

Claude was not born in quiet, tranquil times. 1933 saw Hitler ominously withdraw from the League of Nations and the United States finally recognize the USSR. 1933 was zany as well as politically significant. King Kong was the movie of the year; prohibition came to a jubilant end and defused an early Canada-United States border dispute. Foster Hewitt enriched forever the Canadian vocabulary with the exclamation "He Shoots! He Scores!" during a radio broadcast of a Ranger-Maple Leaf game on April 4th.

Growing up, Claude watched pass by a great depression, a World War and a postwar

recovery. As a student in both Quebec City and Montreal, he sensed a change of mood in his home province.

Ready for work, affable, urbane and in a good frame of mind, Claude arrived in Ottawa in 1957 to commence what would be a glorious diplomatic career. Another Canadian law school graduate, of an earlier graduating date, arrived precisely the same month in Ottawa to undertake his new responsibilities — John Diefenbaker — as Prime Minister. Later that year, Canada achieved diplomatic renown when Lester B. Pearson was awarded the Nobel Prize.

As a young aspiring officer fresh in Ottawa, it was necessary for you to ascertain your place within the realm. Trade Commissioner Service (TCS) had designation taken to a fine art through a remarkable sequence of diminutives — you were, on arrival, described as not just an assistant trade commissioner, but a junior assistant trade commissioner, on probation as well mind you.

The TCS class of 1957 amounted to a formidable diplomatic enclave. They were sent abroad in 1958 taking a totally unsuspecting world by surprise. And what a vintage group to dispatch: Bob Woolham, Ray Anderson, Bob Gaynor, Barry Steers, Roger Bull, Gilles Morin, Ossie Stanton, George Blackstock, Neil Currie.... All valued friends of Claude and Marguerite.

Claude was sent to the sub-tropical post of New Orleans as vice consul and assistant trade commissioner. There was a minor cultural adjustment to make between Bank Street and the French Quarter.

A sense of Claude's future career began to evolve with his next assignment as 2nd Secretary in Paris. Claude and Marguerite would come to know France and the French well. They would as a couple, Marguerite with grace and intelligence, contribute greatly over decades to the restoration of diplomatic harmony between France and Canada. That same year, 1958, the French recalled Charles deGaulle to Paris as Premier.

Life as a diplomat is nothing if not full of change, contrast and unpredictability. An assignment to Lagos after three years in Paris was an example.

The Charlands returned home to Ottawa in 1962 with a family of three — Louis, Anne and Bernie. The three brought unlimited spontaneity, zest and much laughter both to the Ottawa household and the more exotic locations yet to come.

Claude traced through the labyrinth of Ottawa bureaucracy with care and thoughtfulness, some bemusement, resourcefulness and diligence — his skills were apparent and recognized.

You remember 1965, the year of the advent of Canada's flag? The Charlands were

stationed in Sao Paulo to see the new flag flap from the Consulate's window.

By 1970, they were back in Paris. Michelin Guide wasn't as well informed as the Charlands on the amenities, rosettes, forks and historical archives of France. Wine merchants sought opinions of the 1969 vintage, the Paris subway system held no mysteries whatsoever. As a milestone, Charles deGaulle died the year of the Charlands' return, 12 years after his assumption of office and their own first posting in Paris.

The 1970s saw Claude back in Ottawa negotiating trade agreements with the Chinese, the Hungarians, the Brazilians, the Japanese — a Minister's hunting lodge in Prague one week — the souk in Jeddah the next. Depending upon the location and host, the talks were enhanced by either Chinese tea, Turkish coffee, flat soda, undistilled water, maotai, tequila or vodka. Claude worked within the global village of trade and diplomacy not long after Marshall McLuhan had defined the concept largely with culture and anthropology in mind.

His negotiating stance was deliberate and logical, accommodating and understated. Just under the surface, was a keen sense of humour that occasionally he felt impossible to contain as the exchange across the table took on aspects of SCTV and Question Period.

Claude managed people as well as negotiating treaties. Considering the incumbents in Ottawa at the time, myself and others here today included, he did a splendid job against odds. You were not told to do something by Claude; you were guided and led. Make a questionable decision and he was there behind you, intimating that it is not the end of the world and then setting you off in the right direction again.

Mexico, as Ambassador, was the next attainment where Claude articulated a new trading relationship that, to a large extent years later, is now reflected in the proposed North American Free Trade Agreement.

Ambassador to Italy followed Mexico. By now the Charlands spoke so many Romance languages that the couple could have operated the entire European C.B.C. International Radio Service.

As a climax to a sterling career, Claude was appointed Ambassador to France. Seldom has a diplomat been held in such high esteem, regard and affection by the French.

The same mutual respect, admiration and warmth characterized Claude's relationship with the business community and elected public officials.

Whether the company was a small entrepreneurial firm, a multinational, profitable or not, each received Claude's full attention, encouragement and wisdom. He advocated looking beyond narrow boundaries and

enabled many companies, some initially unwilling, to enjoy international success.

The remarkable breadth and depth of his 36-year career is reflected by the span and quality of his association with those holding public office.

He worked closely with three Prime Ministers — Pierre Trudeau, Joe Clark and Brian Mulroney and with six Governors General, particularly, Jeanne Sauvé. He valued personal and professional ties with many Ministers of Trade and of External Affairs. To name a few: George Hees, Mitchell Sharp, Robert Winters, Paul Martin, Jean-Luc Pépin, Allan MacEachen, Don Jameson, Alister Gillespie, Mark MacGuigan, Jean Chrétien, Flora MacDonald, Ed Lumley, Gerry Regan, John Crosbie, Michael Wilson and Barbara McDougall.

Claude was a loving husband, father, brother and relative. He was a caring and generous friend and colleague. The world was his home and his abilities and standards were established accordingly. But his heart and soul rested in Canada, and with Canadians like Claude Charland, we indeed have a country of pride and accomplishment.

*Kenneth Taylor
Friend and Colleague
New York*

Fred Bull

William Fred Bull died at his home in Ottawa on Friday, January 22, 1993. He was born on December 31, 1903 in Weston, Ontario. After earning a B. Comm. degree from the University of Toronto, Mr. Bull joined Trade and Commerce as a junior Trade Commissioner in March, 1929 and served in New York, Port of Spain and Auckland. He was recalled to Ottawa in December 1941. In May 1943 he went to Washington as Commercial Attaché. He returned to Ottawa in 1945 to the Export Division, then as Director, later ADM, of the Commodities and Controls Division. On April 1, 1952 he became Deputy Minister of Trade and Commerce, transferring to External Affairs in mid-1957 when appointed Ambassador to Japan where he stayed for five years. From 1962-1968 he was Ambassador to the Netherlands retiring at the end of his posting there.

*A. Douglas Small
Relative and retired
High Commissioner*

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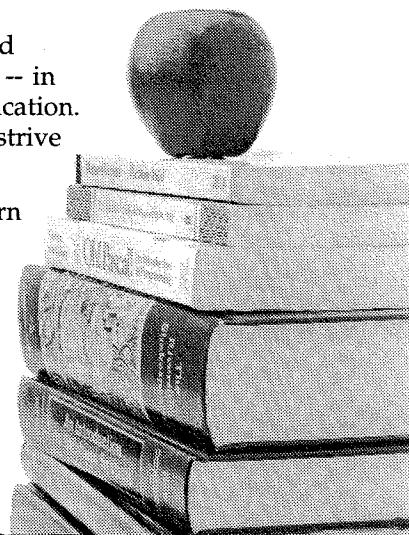
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Dear Editor,

Your readers might be interested in the attached material I have received from Mr. M.R.M. Dale, a retired trade commissioner.

During his posting in South Africa in the early sixties, Mr. Dale spoke out publicly about the worsening human rights situation in that country. He was reprimanded for his trouble by his superiors in Ottawa.

Both the fact and the tone of the reprimand show how far we have travelled in a generation.

Yours sincerely,
Paul Heinbecker
Canadian Ambassador, Bonn

SA Officer Threatened Canadian

CAPETOWN, May 19 (AP) — M.R.M. Dale, Canadian Trade Commissioner in South Africa, says he saw two white policemen a few days ago "abuse and beat up" a Negro on one of the main streets of Capetown.

Speaking yesterday at a luncheon of the Canadian-South African Businessmen's Association, Dale declared: "We must not be blind to the facts. There has been disturbing news about South Africa published in Canada. All of this news has not been fabricated."

He said he mentioned the incident not to cause scandal but to illustrate how isolated incidents could bring grave concern.

Dale added: "Nowhere in the world have I known a police force that was kinder and more helpful to my family than in South Africa. That is my personal experience in Capetown and I am grateful."

Dale said that a few weeks ago he was threatened with arrest by an "over-enthusiastic" young naval officer when a friend attempted to photograph an Army cordon.

The officer even drew his revolver, Dale said, and he "almost had a hemorrhage — or what ever they call it in the Navy — when I asked him to point the thing away from me, particularly if it was loaded."

Dale concluded: "We hope South Africa remains in the Commonwealth. We are good for each other."

DEPARTMENT OF TRADE AND COMMERCE CANADA

Ottawa, May 24, 1960

M.R.M. Dale, Esq.,
Canadian Government Trade Commissioner,
P.O. Box 683,
Cape Town,
South Africa

Dear Mr. Dale, —

Ottawa papers of Thursday, May 19, carried an item, with a Cape Town date-line, concerning a speech which you had made on the previous day at a luncheon-meeting of the Canadian-South African Businessmen's Association. The Ottawa Journal gave it the head-line "SA Officer Threatened Canadian". While your intentions may have been the best in the world, it is absolutely essential that you realize that you must not speak on any occasion, privately or publicly, on subjects which are the concern of the country where you are posted.

I want to have your story in full and I want it at once by airmail. I am sure that it will be a reasonable story.

The fact remains, however, that anything which you say which attracts head-lines such as the one quoted above is not in good taste.

I look forward to having your report.

Yours sincerely,
Personnel

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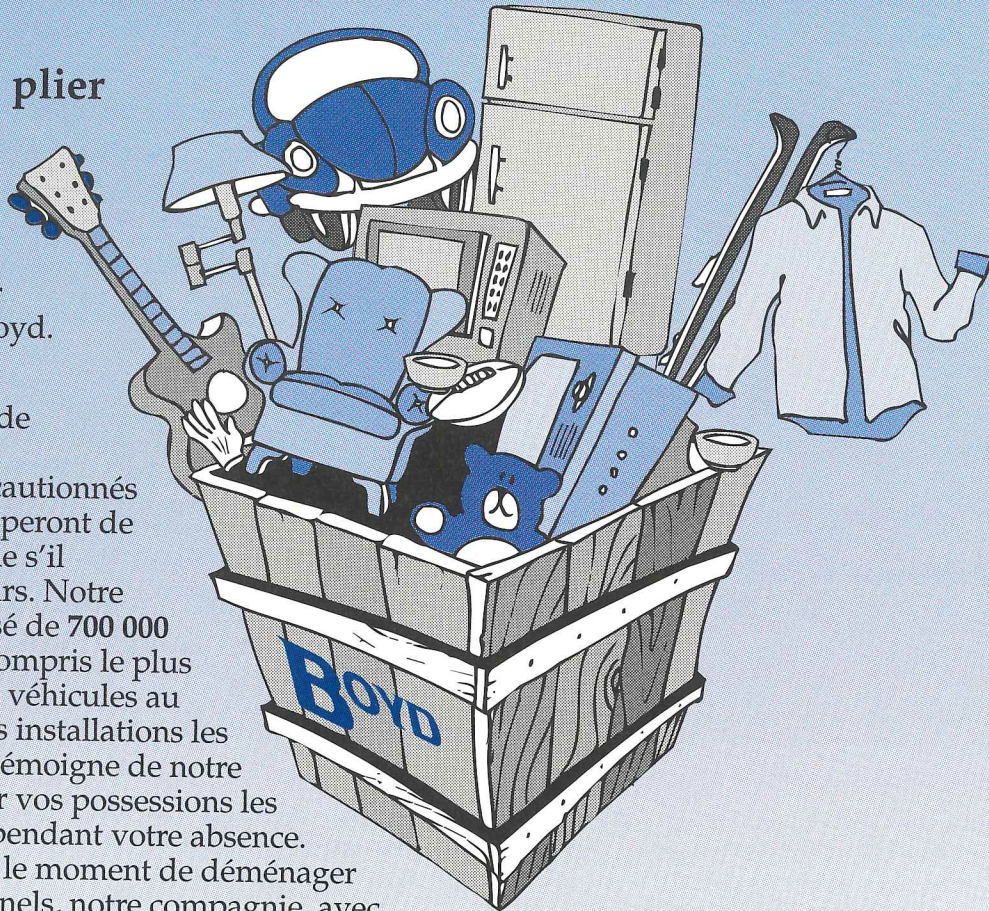
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A Canadian Prima Donna: Phantom of the Vienna Opera



by Edward G. Lee, Q.C.

It was intermission period at a concert by the Vienna Philharmonic Symphony Orchestra. A dark-haired woman, sitting in the back row of the diplomatic loge, evidently had overheard that I was the Canadian Ambassador and approached my wife saying, "You must know who I am — Teresa Stratas".

My wife, recalling that some years before she had seen Teresa Stratas in a film with Plácido Domingo, responded to her saying, "Your hair has changed somewhat since the days when you sang with Plácido Domingo." The woman answered that she had been ill and that this accounted for the change in her hair (although it was still jet black).

We brought her to the front row of the loge then for a better view of the star soloist of the concert, Dame Kiri Te Kanawa. Teresa regaled us with several interesting facets of Dame Kiri's life and seemed to be very

knowledgeable about singing opera. At the end of the concert, we offered to drive her to her hotel, but she expressed a preference to walk.

Before departing, however, I invited her to come to Canada's 125th Birthday reception and asked where the invitation should be sent. She wanted to know who would be attending, and suggested that it would be best if she telephoned my secretary to obtain the details. After she left, I commented to my wife that we probably would never hear from her again.

About one week later, however, Teresa contacted us and suggested we might like to take her to dinner at a restaurant — one of Vienna's most expensive. I countered with an invitation to dine at the official residence, and suggested that before dinner she might like a drive to view Vienna from a vantage point high in the Vienna Woods. She accepted, and arrangements were made

Photo courtesy of the Austrian Embassy

for us to pick her up at a side door of her hotel. She did not wish us to meet her in the lobby of the hotel because she feared there would be too many people seeking autographs.

On the appointed evening, my driver and I met her at the side door of the hotel as agreed. It appeared to be the entrance to several private apartments. When we stopped at the official residence to pick up my wife before driving to the Vienna Woods, Teresa insisted that we turn the engine off and that we not open the car doors for three minutes because the exhaust from the car would interfere with her voice. In the Vienna Woods, she seemed to have a phobia about walking under trees — this I put down to being a prima donna of the opera.

When we returned to the official residence, I showed her several pictures in some

books we had which recounted her past performances — and she told us stories about the various performances. At the dinner table, she spoke to us about Placido Domingo and her earlier “close relationship” with Zubin Mehta. She informed us that she had donated all her earnings to Mother Teresa’s projects in India and consequently had little money of her own.

My wife was curious about her English, and asked her where she had learned English. It was heavily accented and did not seem to be the product of a Toronto school, where we knew Teresa Stratas had been educated. She explained that her parents had insisted that she attend a Greek school in Toronto and consequently she had retained a Greek accent.

She had an answer for everything and seemed to have studied intensively all facets of the life of Teresa Stratas. Her insistence that the servants cut all her food into small pieces and the number of pills she took at the dinner table seemed strange, but we assumed these were merely further traits of a prima donna.

After dinner, I asked Teresa to sign the official guest book. She refused to do this but promised to send us an autographed picture. She then suggested that we listen to her latest arias on tape which she had brought

with her. Although it was by now almost midnight, we agreed to do so. When the first tape was finished, she suggested that we listen to another one. At this, my wife had to interject because we were leaving Vienna early the next morning on an official trip — therefore, our driver would have to take her home now!

A week later when we returned to Vienna, in our mail we found a photograph of Teresa with Placido Domingo. It had been taken some years before although it sported an autographed inscription signed by Teresa Stratas and addressed to us stating that “music was the love of my life”. Later that same day, we learned from our Cultural Attaché (who had heard it from a Canadian violinist) that someone posing as Teresa Stratas had been present lately in Vienna! After receiving this information, we discovered that the real Teresa Stratas was at a hotel in New York City where she had been for the past month rehearsing for her next role at the Metropolitan Opera.

We gave the Viennese police the telephone number for our “Viennese” Teresa Stratas. They conducted a raid on the apartment and discovered a 38 year old Greek woman masquerading as Teresa Stratas. She held several passports and, in the name of Teresa Stratas, had incurred several hefty

(and needless to say unpaid) medical bills from leading Viennese doctors. The police warned the impostor not to continue with the charade. However, they could do nothing more because to their knowledge she had not gained sufficient amounts fraudulently to run afoul of Austrian laws.

We conveyed this information to the real Teresa Stratas in New York who was naturally somewhat perturbed. She was amused, however, that a 38 year old could masquerade as her double in view of the fact that she herself was already in her early 50s!

The impostor was never seen again in the diplomatic loge of the Vienna Symphony Hall. In a 37-year diplomatic career, during which many strange things had happened in various lands, never once had either my wife or I knowingly encountered an impostor!

Edward G. Lee, Q.C., has had postings in Jakarta and London. He was formerly Ambassador to Israel, High Commissioner to Cyprus, Ambassador to South Africa, High Commissioner to Swaziland and Lesotho, and most recently was Ambassador to Austria, Permanent Representative to the UN, and Governor of Canada to the IAEA, in Vienna.

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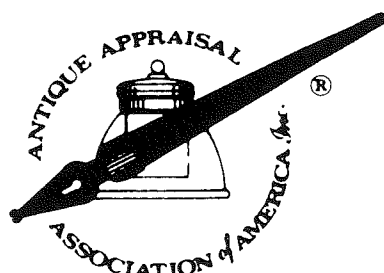
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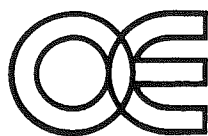
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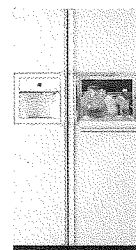
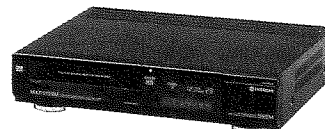
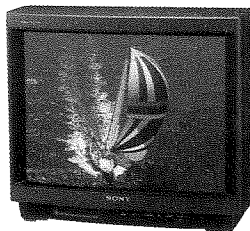


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The SSEA Excellence Awards for Foreign Policy Making

by Kevin O'Shea

Summer is upon External Affairs. The bulletin boards of the various towers of the Lester B. Pearson building are festooned with red, white and blue posters announcing the annual competitions for outstanding achievements in foreign policy making.

In a small office in the basement of Tower B, next to the Printing Requisition Office, John Henry Keenleyside III, former Canadian Ambassador to the Cayman Islands and the PM Sherpa to the Summit of Small Anglophone and Francophone Island States, explains his role of Special Advisor to the USSEA for Competitions and other Morale Boosters.

The unpretentious card table that serves as his desk is squeezed between the steel lockers of the Canadian Corps of Commissioners which line the walls of his office. He sits on a folding chair. His In Basket is full of administrative notices.

He talks slowly. "Senior Management was quite aware of the morale problems in the Department. You know — all that downsizing, lack of promotions, public distrust of diplomats, difficulty finding good jobs for senior officials, etc., etc. Something dramatic had to be done. That's how the Eighth Floor hit upon the idea of SSEA Awards for Excellence in Policy Making."

"Here let me show you the posters for this year's awards. I think they will give your readers a glimpse of the challenge of Canadian foreign policy making in the nineties." With that, he places a series of colourful posters on his card table.

Red Poster: SSEA Award for Foreign Policy Excellence to ADMS

Objective: To recognize selfless individual contributions to mega-policy making, careerism, managerial excellence, hubris, policy innovation, and unbridled ambition in the pursuit of Canadian geographic or substantive foreign policy objectives.

Criteria:

- Demonstrated organizational excellence in maintaining schedule of power lunches

around town, especially in a period of crisis overload in your Branch.

- Innate survival instincts for not saying anything derogatory about the Deputy Ministers while inadvertently not noticing them in the same elevator.
- Policy creativity to volunteer a think-piece paper for production in a few hours in response to any question from the Minister's or Undersecretary's office.
- Managerial leadership to delegate the drafting of the think-piece paper to DGs for production in two hours.
- Overall policy vision, breadth of knowledge, historical perspective, and strategic overview so as to tackle the biggest foreign policy challenge of the decade: downsizing.
- Ability to talk dirty and colloquial when discussing big policy options with other senior officials (even though all present have postgraduate degrees from the best universities in the world) and to speak in sentences with subordinate clauses to their children.
- Demonstrated ability to make the best "show and tell" presentation to Executive Committee.
- Demonstrated ability to mobilize one's Branch for a one-month period to put together the best "show and tell" presentation of Executive Committee.
- Demonstrated ability to forget how to operate a telephone in the absence of a secretary, even though there are five phones in your house.

Eligibility: All ADMs. ADMs can nominate colleagues; they cannot nominate themselves. ADMs' secretaries must hand deliver the nominations immediately by close of business.

Blue Poster: SSEA Award for Foreign Policy Excellence for DGS

Objective: To recognize outstanding individual contributions in search of a role between the ADM and Director.

Criteria:

- Demonstrated ability to meddle in all issues in a manner which constitutes an invitation to murder by all concerned.

- Innate survival instinct for not saying anything derogatory about the ADM while inadvertently not noticing them in a crowded elevator.
- Policy leadership to respond to ADM action on ministerial requests with the promise of a think-piece paper in two hours.
- Managerial excellence to delegate the drafting of think-piece to Directors for production in one hour.
- Sustained ability to hide one's panic from ADM on any given day and to pretend that everything is under control.
- Overall policy vision, historical perspective, breadth of knowledge and strategic overview so as to infuse any briefing note, Q and A, memo to the Minister, and ministerial correspondence with key stylistic and editorial changes.
- Determination to be first in the ADM's office for debriefings, even if it means pushing fellow DGs down the stairwell.
- Sustained ability to act enthused by ADMs' debriefs of senior official meetings.
- Determination to volunteer your Bureau for any task, even though half the Bureau's staff is attending stress seminars at lunch and your divisions may not have the experience of putting out a briefing book with glossy colour pictures and hologram graphs, with a turnaround time of an afternoon.
- Sustained determination to keep a colleague of similar level waiting on the phone, even if it means looking at the framed pictures of your presentation of credentials to President Kerekou in Cotonou, Benin in 1981.

Nominations: All DGs. DGs can nominate DGs in the same branch, although by custom this is highly unusual. Nominations should normally be drafted by one of the Directors or Deputy Directors for DG review and refinement.

Yellow Poster: SSEA Award for Foreign Policy Excellence to Directors

Objective: To recognize outstanding individual performance in an environment of panic, confusion and hierarchical layering.

Criteria:

- Innate survival instinct for not saying anything derogatory about the Director General while inadvertently not noticing him/her in a crowded elevator.
- Policy leadership to respond to DG's action on the ADM's idea for a think-piece to a ministerial request with the promise of a paper in one hour.
- Managerial excellence to delegate the drafting of think-piece to Deputy Director for production in half an hour.
- Sustained ability to hide panic from DG at any given moment and to pretend everything is under control.
- Overall policy vision, breadth of knowledge, historical perspective and strategic overview so as to fight for more staff, to solve the coffee fund deficit, and to referee fisticuffs between secretaries.
- Sustained ability to act enthused during DG's debrief of ADM debrief of senior officials meeting.
- Determination not to volunteer your Division for anything, even though the House of Commons has called for an emergency debate on the war in your region, and the Minister is still using speaking points your division drafted three months ago.
- Determination to keep the phone call-forwarded to the Royal Bank branch (located downstairs) even in the midst of crisis, turmoil and administrative anarchy.

Nominations: All Directors. Directors may be nominated by anyone in the Bureau as long as the DG does not find out about it.

White Poster: SSEA Award for Foreign Policy Excellence to Deputy Directors

Objective: To recognize outstanding performance in a managerial job that has no staff.

Criteria:

- Innate survival instinct for not saying anything derogatory about the Director while inadvertently not noticing him or her in a crowded elevator.
- Policy leadership to respond to the Director's action on the DG's response to the ADM's initiative on a Ministerial enquiry with a promise of a paper in half an hour.
- Managerial excellence to delegate the drafting of think-piece to Desk Officer for production in 15 minutes.
- Sustained ability not to panic in front of the Director and to pretend everything is under control.
- Sustained ability to act enthused by the Director's debrief of the DG's debrief of

the ADM's debrief of senior officials meeting.

- Overall policy vision, historical perspective, breadth of knowledge and strategic overview so as to pass on the Director's drafting changes faithfully to the Desk Officer.
- Unrelenting desire to call forward your phone, even though this is impossible because there is no secretary and the desk officer's phone is always busy.

Nominations: All Deputy Directors, but who really cares?

Grey Poster: SSEA Awards for Foreign Policy Excellence to Desk Officers

Objective: To recognize outstanding individual performance on the front lines of Canadian diplomacy.

Criteria:

- Innate survival instinct for not saying anything critical of the Department in crowded elevators, cafeterias, to Frank Howard's *Bureaucrats* or before Don MacKay's, President of PAFSO, next press conference.
- Policy excellence to draft a critical think-piece in fifteen minutes, on a subject about which you're not sure of topic or context, nor had the time to research but you know it's important because the Deputy Director needs to give it in a half hour to the Director, who in turn needs to review it in one hour with the DG, who in turn needs to present it in two hours to the ADM, who in turn wants to speak to it in three hours to the Minister's office, who in turn wonder why the Department has produced such a paper, when all the Minister wanted was the first name of the President of Ecuador so that she can send him a thank-you note for dinner in New York during the General Assembly.
- Policy maturity to realize that redrafting the think-piece fifteen times over a period of three days was in itself a useful exercise.
- Unceasing curiosity at what the ADM had debriefed to the DG, who in turn debriefed to the Director, who in turn debriefed to the Deputy Director, who in turn told you to act on it.
- Sustained ability to panic over an extended period of time as you realize nothing is under control.
- Work performance at an unusually high level over an extended period of time (N.B. Photocopying is not eligible this year).

Nominations: All Desk Officers: Deadlines for nominations are at the end of the month. There can be no slippage on deadlines,

although in exceptional cases, nominations can be in the first part of the next month.

Pink Slip: SSEA Award for Foreign Policy Excellence for Support Staff

Objective: To honour outstanding individual performance by support staff in the making of foreign policy.

Criteria:

- Demonstrated ability not to be downsized over an extended period of time.

Eligibility: Answering machines are not eligible.

The Special Advisor to the USSEA on Competitions and other Morale Boosters puts away the posters. He smiles ruefully, "I guess you are wondering why we don't have an SSEA Award for Foreign Policy Excellence for a Deputy Minister. We tried but we could never get the two of them to agree on a winner."

Kevin O'Shea has served in Accra and Paris (OECD). He is currently assigned to the Task Force on Assistance to Eastern and Central Europe and the former USSR at EAITC.

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Remaking the Balkans par Christopher Cviic, Chatham House Papers, London, Pinter Publishers, 1991, 113 pp., ISBN 086187-085-9.

par Stéphane Lefebvre

Longtemps correspondant du magazine *The Economist*, Christopher Cviic est aujourd'hui le rédacteur du renommé *The World Today*. Établi au Royaume-Uni depuis 1954, et Croate d'origine, il offre au lecteur, dans l'ouvrage en rubrique, un tour d'horizon de quatre pays des Balkans qui ont tous la caractéristique commune de se dépourvoir de toute gouvernance communiste : ce sont l'Albanie, la Bulgarie, la Roumanie et la Yougoslavie.

En six chapitres, il présente son analyse des changements récents survenus dans ces États. De plus, il s'avance quelque peu à prédire l'impact de ces changements sur l'avenir respectif de chacun des États mentionnés. Plusieurs considéreront son traitement individuel de chacun des États comme étant inégal. Cela découle tant de l'origine croate de l'auteur que de la sévérité avec laquelle le conflit évolue en Yougoslavie.

Après un court chapitre introductif, il aborde au chapitre deuxième la question du nationalisme sous le système communiste. D'abord reconnu comme inexistante, l'idée nationaliste en vint peu à peu à être utilisée pour élargir la base de support de plusieurs dirigeants communistes. Le nationalisme, au détriment des classes sociales, devenait ainsi un instrument de légitimation du régime. Considérant les menaces sévères à l'identité nationale que les différents peuples des Balkans ont connues sous divers empires, il ne faudrait pas s'étonner qu'à la fin desdits empires, et pour un lointain futur, leurs sentiments d'insécurité s'avivent rapidement. Cela s'est effectivement produit lors de l'entière histoire de l'État yougoslave, en dépit même des efforts de Tito.

Au troisième chapitre, il passe en revue les développements survenus dans chacun des quatre pays lors de la guerre froide. Dans l'ensemble, le communisme a failli grandement à la tâche. Tentant d'utiliser la question nationale à ses propres fins, il n'a pas su protéger la diversité culturelle et linguistique des territoires sous sa juridiction. Cet échec, allié aux déboires économiques répétés, dont l'auteur fait l'analyse au chapitre suivant, ne pouvait paver la voie qu'à une situation explosive.

Les prévisions économiques, que Cviic considère comme étant plutôt sombres, vont influencer grandement, en l'occurrence négativement, les réformes politiques. D'un autre côté, la stabilité politique seule est susceptible d'attirer un plus grand nombre

d'investissements et de garantir le succès économique à long terme. Comme l'auteur le remarque, les États des Balkans sont dans un cercle vicieux.

Le cinquième chapitre est entièrement dévoué à la crise yougoslave et à ses racines immédiates. L'auteur évoque notamment l'ascension du nationalisme serbe sous le leadership de Slobodan Milosevic, dont le point d'engrègement fut la situation des Serbes au Kosovo, et les réactions que cela a suscitées tant en Slovénie qu'en Croatie. La désunion des peuples yougoslaves qui s'ensuit est irréversible à ses yeux, à moins qu'il n'y ait une raison de force majeure supplantant toutes autres considérations.

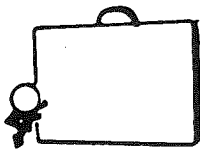
Le dernier chapitre permet à l'auteur de récapituler son argumentation et d'exprimer ses visions sur le futur de chacun des États à l'étude. Dans l'ensemble, il admet l'impossibilité de réformes politiques et économiques durables en l'absence d'aide substantielle provenant des pays occidentaux; les racines communistes y étant plus profondes qu'en Europe de l'est. Quoique les intérêts occidentaux dans la région demeurent minimes, Cviic voit des raisons négatives forçant ceux-ci à s'impliquer.

Premièrement, plusieurs États font face à un accroissement de réfugiés sur leur territoires (Autriche, Hongrie, Italie, Grèce,

Turquie et Allemagne). Deuxièmement, plusieurs voies de communication tant terrestres qu'aériennes sont entravées, affectant ainsi certains échanges commerciaux et l'industrie touristique. Troisièmement, il y a un impact économique certain pour les États d'Europe de l'est, qui sont supportés par les occidentaux. Cette implication a d'ailleurs déjà porté ses fruits au niveau bilatéral.

Dans une perspective à long terme, Cviic considère l'union du Kosovo avec l'Albanie comme étant inévitable, mais non sans un ardent combat de la part de la Serbie. Dans cette même perspective, il prévoit la formation de deux groupes d'États dans les Balkans, le premier comprenant des États majoritairement catholiques (Autriche, Bosnie, les deux ex-États tchécoslovaques, Croatie, Hongrie, Slovénie) et le second des États majoritairement orthodoxes (Bulgarie, Grèce, Monténégro, Roumanie, Serbie et peut-être l'Albanie), avec la Macédoine quelque part entre les deux. À court terme, il avertit ses lecteurs que le Kosovo est le prochain point chaud des Balkans.

Dans l'ensemble, le bouquin de Cviic est facile à lire, n'étant pas encombré des laborieuses notes de l'académique modèle. L'analyse de Cviic, sans préjugés, va au point essentiel et ne s'encombre pas de détails



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sans valeurs, utilisant l'histoire de façon à faire comprendre aux lecteurs les sources des conflits et situations actuelles dans la région. Les tendances à surveiller sont bien identifiées de même que les problèmes affligeant chacun des États à l'étude.

Malgré ses qualités, l'ouvrage demeure néanmoins court et, comme nous l'avons mentionné, traite de façon inégale de chacun des pays à l'étude. Il ne serait en quelque sorte qu'une porte d'entrée très valable sur une région marquée par la complexité historique et politique. C'est à cet égard que nous en recommandons fortement la lecture.

Stéphane Lefebvre est présentement boursier Marcel Cadieux au sein du groupe de la planification des politiques aux Affaires extérieures et Commerce extérieur du Canada. Autrement, il poursuit des études de doctorat à l'Université York à Toronto.

Bureaucratia by Saif R. Khan, Islamabad, Rahman Publishers, 1992. 181 pp., \$12.50.

Reviewed by Louis A. Delvoie

As a species, civil servants are not renowned for their sense of humour. The South Asian

variety are, if anything, generally viewed as solemn, self-important bores so imbued with the nobility of their calling and their position in society that nothing would be further from their thoughts than gentle self-deprecation. And yet every mould must have a crack, and Saif Khan is it.

After obtaining degrees from the University of Punjab and Vanderbilt University, Saif Khan joined the Pakistani civil service in which he rose steadily to hold a number of senior appointments, the most recent being that of Chief Controller of Imports and Exports. Over the years, he managed to find the time to write a series of newspaper columns sending up the idiosyncrasies of civil servants and Pakistani civil servants in particular. He has now collected them in a little volume entitled *Bureaucratia*, which will reward those seeking temporary escape from the burdens and discipline of "in" and "out" baskets with an evening of good fun well worth the modest purchase price.

In countering the charge that civil servants are slow and lazy, the author has one of his characters declare with complete self assurance that "the less work that we do and whatever delay that naturally occurs, is socially and economically desirable since demand for staff increases. More people get jobs and their incomes go up. So, on the one

hand, we create larger employment and, on the other, wider distribution of the nation's wealth." This same worthy rebuts the suggestion that the country cannot afford yet another protracted and expensive civil service reorganization with a resounding act of faith: "If implemented, these reforms will act as a neoclassical nectar to the maladies of contemporary administration." Shades of Michael Pitfield, the high priest of the doctrine of salvation through reorganization!

Some of Saif Khan's sharpest barbs are reserved for bureaucratic drafting, its addictive qualities and circumlocutions. One hardened practitioner thus concludes a personal letter to his wife: "It may not be out of place to mention here that, as submitted on suitable earlier occasions, the undersigned has been consistently in love with you ... I would be personally grateful if you could kindly convey my love to little Sarah and respects to the elders and other miscellaneous relatives in the requisite order of precedence." Or an extract from a letter of condolence to the widow of a recently departed colleague: "It will not be out of place to point out that his death appears to be tragically unprecedented since the deceased was never known to have died before.... May God grant you a substitute at His earliest convenience."

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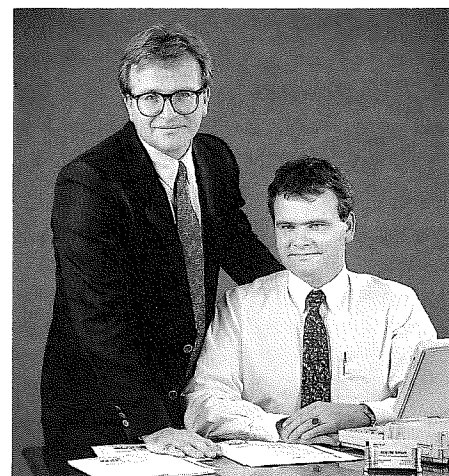
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While much of the parody is good natured, the book also has bittersweet, if not cynical, undercurrents. In a glossary, Saif Khan defines hypocrisy as the "sweet bird of success; most coveted possession of politicians" and justice as "an archaic expression of doubtful origin mostly found in Scriptures and Constitutions". This does not, however, detract from the sheer humour of the enterprise which commands itself to civil servants and others as both entertainment and prophylaxis.

Louis A. Delvoie has had postings in Cairo, Algiers, Kingston (National Defence College), Brussels, Algiers, and London (as Deputy High Commissioner). He is currently Canada's High Commissioner to the Islamic Republic of Pakistan.

One Woman's Journey: A Portrait of Pauline Vanier by Deborah and George Cowley, Novalis, 1992, 175 pp., \$14.95.

Reviewed by Henry Davis

This is a fascinating little book concentrating like a Hilliard miniature on the features of a fascinating woman. It is a reflection

of Pauline Vanier, largely in her own words, from a series of taped interviews which Deborah Cowley and George Cowley recorded some twenty years ago. They have edited the material effectively and have provided sensitive interpretive passages to present a readable miniature biography of an outstanding person.

In the foreword, Jean Vanier remarks that his mother's recollections are selective "recalling certain realities and forgetting others." They are told lightly with appealing touches of self-deprecating humour. We learn a lot about Mme Vanier, but a lot is left out. We get glimpses of her relationship with her children and can feel her dedication to her husband's work wherever and whatever it might be. Her great interest in people, whoever they were, emerges strongly. She tells of meeting "coal miners, music hall performers, garbage collectors, tram drivers" when she was visiting a London hospital during the Vaniers' posting to Canada House in 1939-40. Clearly, as her doctor told her, "she had a real gift with the sick." This gift she used lavishly, then and later, during the war. It was a matter of satisfaction to her that many kept in touch with her long afterwards giving her the feeling that she had really done something useful.

*Anyone who met
Pauline Vanier
in her hey-day ...
experienced
her talent
for making
people welcome.*

By contrast, Mme Vanier gives little attention to the prominent personalities whom she encountered and only ten are named (eg. Lord Byng, Kipling, Pope John XXIII, Haile Selassie, and de Gaulle). Byng was Governor General when Vanier was first posted to Rideau Hall. He became a friend and supporter. Kipling is described as "such a warmhearted imaginative person." A private audience with Pope John XXIII was "the most wonderful experience of my life" but the account tells us nothing of the man who, as Cardinal Roncalli, had been Papal Nuncio in Paris and was an old friend of General Vanier's. It was the Pope, rather than the man, who made the event outstanding. Haile Selassie, is briefly, but perceptively, described as someone whose dignity and intelligence made him seem tall and commanding despite his small stature. However, for Mme Vanier, it was the strength and simplicity of his Coptic Christian faith which distinguished him. General de Gaulle, whom the Vaniers had known throughout the years in London and Paris, appears several times and most tellingly in the account of a private luncheon at the Elysée after General Vanier had died. This shows Mme Vanier at her feisty best when she takes issue with de Gaulle's pro-Quebec attitude. She was in no way awed by her host's position or reputation.

How personal her world was both in regard to those who surrounded her and as to the direction of her influence. Anyone who met Pauline Vanier in her hey-day at the Paris Embassy or at Rideau Hall experienced her talent for making people welcome. Yours was the arrival she had particularly awaited; yours the presence that gave her particular pleasure. This was not just a matter of professional obligation as a hostess, although duty played its part, but arose from her genuine interest in people and a desire to be useful and to do her duty as well as possible.

This sense of duty was sustained and sometimes challenged by a strong religious conviction. Toward the end of her life, her search for identity would lead her to complain that in Canada, she was always Georges

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Vanier's wife and at l'Arche, Jean Vanier's mother and then, in a near contradiction, to confess her "foolish self-reliance" and the need "to put her trust in God rather than in her own abilities."

There is another portrait of Pauline Vanier that deserves attention. When Mme Vanier finished her years at Rideau Hall, she chose to leave behind to represent her among the collection of portraits of the wives of Governors' General, a stunning full-length portrait by deLaszlo, the leading society painter in England in the inter-war years. This had been done in 1928, when Mme Vanier was thirty years old and at the height of her beauty. She is shown in a décolleté evening dress looking at the viewer over her bare shoulder with a fleeting and slightly disdainful smile; a woman's poise and confidence. It is arguably the best portrait in the collection, unsurpassed by any of those of the English vice-regal ladies who had preceded her as chatelaine of Rideau Hall. It is also arguably that in that role Pauline Vanier was herself unsurpassed.

Henry Davis worked for the Department of External Affairs, and the Prime Minister's Office, and lives in Ottawa.

Canada on the Threshold of the 21st Century: European Reflections Upon the Future of Canada edited by C.H.W. Remie and J.-M. Lacroix, Amsterdam/Philadelphia, John Benjamins Publishing Company, 1991, 565 pp.

Reviewed by Evan Potter

The publication of this book marks the end of a unique project called the *All-European Canadian Studies Conference*. The project, begun in 1987 and culminating at the Conference held in The Hague in October 1990, marked the first time in the history of Canadian studies that a Conference of this type had been organized. The book is a very timely initiative in light of the geo-political changes in Europe during the 1988-1990 period and the changes that were taking place in Canada, changes that are bound to have a dramatic impact on Canada's position in North America and, particularly, on its relationship with Europe in the 1990s and beyond.

The aim of the book is to explore in a comparative way — stressing European rather than national perspectives — the main issues and problems that Canada faces as it moves into the 21st century. The fifty-eight papers by Canadian and European (including Soviet)

scholars address the fields of demography, spatial organization, environmental deterioration, economic transformation, domestic politics, national identity, aboriginal issues, and Canada's external relations.

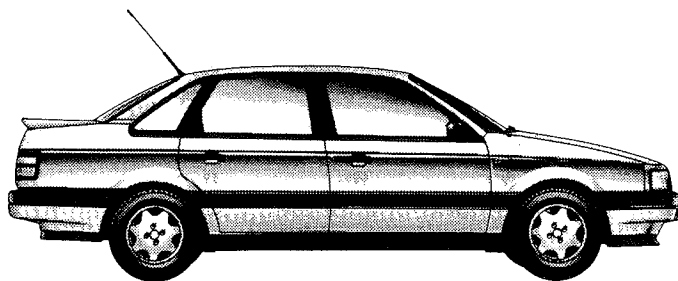
How does one set about reviewing a book comprising such a variety of topics? To begin, perhaps the best way is to outline the various sections of the book. The first section on demography addresses the possible economic, social, and political effects of a declining and aging population, whose numbers can only be kept stable through increased immigration, which leads to further cultural variation.

The section on environmental problems discusses sustainable development. The next section looks at the impact of the Canada-USA Free Trade Agreement and regional economic issues on Canada's economic transformation. The human settlement section discusses the demographic, political and social changes that are reflected in the spatial organization of the country. As the demographic scene changes and economic, socio-cultural and political transformations occur, the need for a new definition of a Canadian identity becomes all the more felt. Discussions in this section focus on issues such as language policies, cultural heritage, francophone/anglophone cleavages and multiculturalism.

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Much of the discussion in the next section of the book, dealing with Canada's changing political power structure, is focused on the failure of the Meech Lake Accord and the possibility of Quebec's secession. A short section on aboriginal issues follows (the Conference took place at the time of the Oka stand-off) which analyzes the state of the "re-autonomization" of Canada's indigenous peoples. The last section of the book is dedicated to Canada's international relations, especially its relationship with the new Europe. It is on this section that I will focus my review.

*Another point
to consider is
that history has
already overtaken
many of the
observations made
by the authors*

What strikes the reader first is the anachronistic title of the section, "*Between Superpowers: Challenges and Opportunities for Canadian-European Cooperation*", because one of the superpowers, namely the Soviet Union, at the time of the Conference was already in irrevocable decline. And, perhaps as a measure of the fluidity of the international system and, especially, the geopolitical changes in Europe at the time, most of the articles with the exception of an excellent piece by Alting von Geusau spend more time reviewing Canada's "*Third Option*" and Trudeau's security policy than they do looking at post-1989 trans-Atlantic relations. There is also a striking imbalance in that at a time of European economic integration most of the discussion, except for articles by Sylvia Ostry on economic summits and Theodore Cohn on agricultural policy, is skewed to the defence and security implications of Canada's Europe policy. Another point to consider is that history has already overtaken many of the observations made by the authors, especially in light of the Government's recent decision to remove troops from Europe.

But the major problem of this section is the lack of an integrated approach to trans-Atlantic relations. There is no linkage of the security/political and economic/trade policy strands. For example, although von Geusau is correct in stating that a central element of the redefined trans-Atlantic relationship is that it is moving from a strategic-geopolitical

foundation to one based increasingly on politico-cultural terms, he does not highlight the fact that economic relations have gained primacy in the new era as security linkages wane. Nor does he explain what are the new "cultural" links.

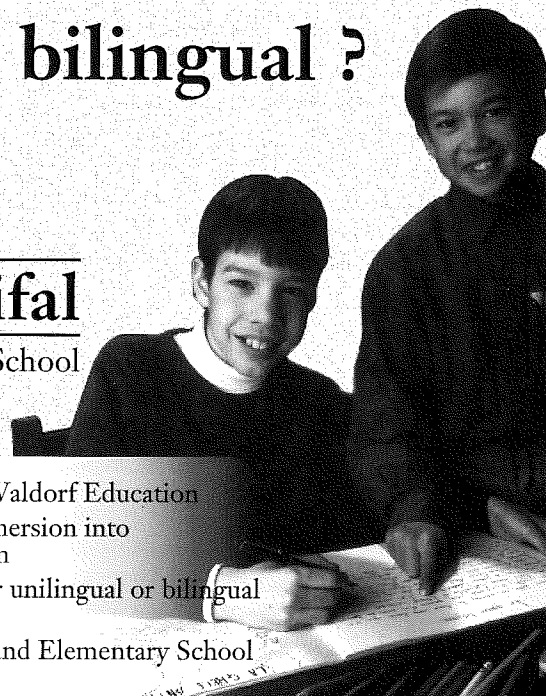
In an integrated approach, one of the articles in this section should have made clear Canada's "three pillar" (i.e., the European Community, NATO, and the CSCE) approach to its relations with Europe. Although the articles point to the fact that historically the dominant agenda in trans-Atlantic relations has been that of military security relations, they do not point out that, also historically, the ability of Canada to gain a 'privileged' economic access to the European Community has been based to a significant extent on Canada's participation in the post-War trans-Atlantic security framework. The real question then is that as 'cooperative security' (i.e., cooperation against terrorism, drug interdiction, migration) gains ascendancy and replaces military security as an anchor in trans-Atlantic relations, how will this affect Canada's economic and trade relations with its European partners? How will this affect Canada's relations with the European Community, especially as the Community

pushes for its own independent security régime? Will the EC-Canada relationship become more politicized? (As a postscript, the EC and Canada issued a "*Trans-Atlantic Declaration*" to formalize political links in November 1990.) With the changing security situation and a diminished Canadian influence in Europe, should Canada look at assistance to Central and Eastern Europe as a way of making itself a "valued" partner to Europe? Or, should Canada increasingly move away from Europe and concentrate on North American and Latin American linkages? These are all questions that should have been addressed clearly in this section. In other words, the articles on Canada's relations with the Third World and Northern Europe are interesting, but they do not tie-in sufficiently to the theme of re-evaluating trans-Atlantic relations.

However, the major flaw of this book is in the copy editing. Obviously, there is always a problem of consistency in a book containing so many contributions from authors for whom English is not a maternal language. In certain articles, however, the English lacks any semblance of syntax and basic grammar, with run-on sentences a particular problem. These articles, no matter

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how insightful and relevant, are thus rendered highly unreadable. That the reader's patience should be tried in this way is a shame, but what is inexcusable is the obvious carelessness in the preparation of the manuscript. Peppered with typing errors, spacing errors, and misspellings, one wonders if anyone bothered to do a final reading before sending the manuscript to print.

The strength of this book is that it permits us, in a comprehensive fashion, to take stock of ourselves as a nation — but from a largely European perspective. Unfortunately, this timely and useful exercise is overshadowed by a sense that the convention papers were hastily slapped together for the book. Furthermore, since the publication of this book was made possible by a special grant of the Department of External Affairs, in the future, perhaps such books should be sent to the Department before publication. ✍

Evan Potter is a Ph.D. candidate in International Relations at the London School of Economics and Political Science. He was the Norman Robertson Research Fellow at the Department of External Affairs in 1991-1992.

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War and Peacekeeping. From South Africa to the Gulf — Canada's Limited Wars par J.L. Granatstein et David Bercuson, Toronto, Key Porter Books, 1991, 266 pp., 39,95 \$.

par Serge Bernier

Dans ce dernier volume d'une série de trois, Jack Granatstein se fait accompagner de David Bercuson, alors que Desmond Morton avait été son coauteur pour *Marching to Armageddon* et *A Nation Forged in Fire*, qui traitaient respectivement des première et deuxième guerres mondiales. Disons tout de go que l'entreprise de Granatstein et Bercuson est réussie, s'inscrivant dans la lignée d'une histoire populaire, bien illustrée et présentée sous forme d'un livre de luxe à déposer sur les tables de chics salons ou de salles d'attente.

Le ton accessible qui est adopté par les auteurs pour couvrir les « petites » guerres auxquelles le Canada a participé depuis 1867, n'enlève rien à ce livre dont le contenu satisfera le professionnel et, encore plus, l'amateur, débarrassé que ce dernier sera des sempiternelles notes infrapaginales. On trouvera dans ce travail de nombreux rapports et citations qui éclaireront d'un jour nouveau certains des engagements auxquels les auteurs font référence et qui vont de l'affaire de la Rivière Rouge, dans l'actuel Manitoba, à la guerre dans le golfe Persique. Plusieurs des excellentes photos ou des peintures présentées et commentées par Bercuson et Granatstein sont inédites ou ont été rarement vues ailleurs. Toutefois, des imprécisions se glissent autour de quelques photos (voir, par exemple, p. 215 et p. 237). Dans ce dernier cas, les officiers canadiens sont les mêmes sur les deux photos : détail croustillant, les deux capitaines canadiens en question, Ian Patten et Fletcher Thomson, allaient être faits prisonniers par le Viet Cong durant une courte période au cours de leur mission au Viet-nam. Malheureusement, Patten sera tué lors d'une autre mission de maintien de la paix, cette fois à Chypre, environ un an après de sa mésaventure vietnamienne.

Le lecteur notera le ton ironique de bon aloi employé de temps à autre par les auteurs. Ainsi écrivent-ils pour conclure la bataille de Cut Knife Hill, le 2 mai 1885, qui oppose les Cris de Poundmaker aux forces du colonel Otter : « [Otter] missed the chance to go down in history as Canada's Custer when Poundmaker forbade his men to follow ».

Cette écriture facile d'accès, combinée à la couverture, à la fois générale et particulière, donnée aux opérations marginales auxquelles le Canada a participé, donnent un excellent livre à consulter. La guerre des Boers et surtout celle de Corée représentent

des moments forts. Les expériences de témoins sont décrites. Évidemment, des coins d'ombre restent : ainsi, en est-il, pour la Corée, du mystère entourant la retraite (limogeage?) du brigadier A.B. Connolly.

Concernant la participation militaire canadienne au maintien de la paix, la large mention qui en est faite colle d'assez près au bon tableau déjà brossé par Granatstein dans plusieurs de ses écrits. Des éléments intéressants de réponse sont fournis par les auteurs à la question suivante : pourquoi les Canadiens sont-ils si bons au maintien de la paix? Mais la véritable interrogation ne serait-elle pas : pourquoi les armées canadiennes se sont-elles engagées si profondément dans la voie du maintien de la paix?

Sur les événements entourant la guerre du golfe Persique et les confrontations avec les Mohawks les auteurs ont dû se rabattre sur les journaux, en particulier le *Globe and Mail*.

En terminant, et malgré des erreurs (Jean Victor Allard et non Jean-Victor) des défauts [l'inutile coup bas administré à la Sûreté du Québec ou, encore, un ton décousu par endroits], *War and Peacekeeping* reste un excellent livre dans sa catégorie, tout en complétant magnifiquement la trilogie publiée chez Key Porter Books sur l'histoire militaire canadienne. ✍

Serge Bernier, Historien en chef, Service historique de la Défense nationale à Ottawa.

Mutual Hostages: Canadians and Japanese During the Second World War by Patricia Roy, J.L. Granatstein, Masako Iino and Hiroko Takamura, University of Toronto Press, 1990, 281 pp., price not indicated.

Canada and Japan in the Twentieth Century edited by John Schultz and Kimitada Miwa, Oxford University Press, 1991, 262 pp., \$14.95.

Discovering Japan: Issues for Canadians edited by Don J. Daley and Tom T. Sekine, Captus University Publications, 1990, 287 pp., price not indicated.

Reviewed by R.V. Gorham

These three books cover a very broad spectrum of the relations between Canada and Japan — from the arrival of Japanese immigrants to Canada and the racial hostility they encountered, through the establishment of diplomatic relations between the two countries and the unhappy years of the Second World War, to current economic and cultural ties as well as various aspects of Japanese history and society.

The topics of Japanese immigration to Canada, the racial hostility and the wartime experiences of Canadian soldiers in Hong Kong, and the treatment of Japanese immigrants and Japanese-Canadians in Canada during the war are very well covered in *Mutual Hostages*. Many citizens of our contemporary multi-racial society in Canada will be shocked and ashamed by the revelations of the racism and racist paranoia vis-à-vis Japanese immigrants and Japanese-Canadians, born or naturalized, that existed in Canada — particularly in British Columbia — during the pre-war and wartime years and by their forced evacuation and subsequent relocation and repatriation during and immediately after the war. Equally, they will be surprised and angered by the casual and uninformed manner by which untrained Canadian troops were sent on a hopeless mission to defend Hong Kong (which British defence authorities considered to be indefensible) and by their suffering and deaths at the hands of their Japanese military captors. *Mutual Hostages* also contains a chapter dealing with the experiences of Canadian civilians in Japanese-held wartime captivity in Japan, China, Korea and the Philippines — topics which have not been much written about previously.

The authors of *Mutual Hostages* state that their purpose has been “to explain, not to

The story of Canadians and Japanese during the Second World War is one of prejudice, misunderstanding and cruelty.

condone or condemn” and to write “with the intention of examining the events of the war years as dispassionately as possible and trying to explain them in the context of their times”. This they have done extremely well and in a very readable fashion. In their words the story of Canadians and Japanese during the Second World War is one of prejudice, misunderstanding and cruelty. Multiple wrongs can never make a right and there were plenty of wrongs on both sides.... The virtually unanimous public support for evacuation in

1942 does not excuse the bungling with which it was carried out.... The evacuation of the Japanese Canadians from the west coast can be explained as a tragic consequence of war; the Canadian Government's efforts to repatriate the Japanese Canadians, however, smack of vengeance unworthy of a democratic government.... Without question the *Nisei*, Canadian citizens by birth, merited much better treatment than they received. Their loyalty to Canada was severely tried but, with rare exception, never faltered. They proved to be more aware of the rights and obligations of citizenship than those who discriminated against them on the basis of race alone.

Japanese immigrants in Canada and their wartime treatment are also well, but less extensively, covered in two essays entitled *Not All Were Welcome* and *The Wartime Experience* in this book, *Canada and Japan in the Twentieth Century*. The Pacific War and the Hong Kong tragedy are also well covered in three essays entitled *Canada and the Far East in the 1930s* and *No Reason Why: The Hong Kong Tragedy* and *The Canadian Expeditionary Force and the Fall of Hong Kong* with considerably more detail than in *Mutual Hostages*, especially with

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regard to the decision to send Canadian troops to Hong Kong.

Other essays entitled *Ambassadors of the Cross* and *E.H. Norman Revisited* deal with the role of Canadian missionaries in Japan and suggest that Mr. Norman may have had a beneficial influence on the postwar Occupation policy in Japan. *Marler and the Canadian Legation* deals with the establishment of a Canadian Embassy in Tokyo. Having served for several years in that Embassy, I was always fascinated by Canada's first diplomatic representative in Japan, Sir Herbert Marler, and his construction of the elegant Residence, which still stands today. I was delighted to read the essay by my friend and former colleague, Dr. Eber Rice, which provided a wealth of new information on that subject. Essays by Yuko Ohara, Gregory Johnson and Nobuya Bamba and Tadayuki Okuma deal with the development of Canada-Japan relations in the 1920s, the 1930s and the post-war years, while the current economic relationships between the two countries are dealt with in essays by Charles McMillan and Hideo Sato. Essays by John Howes and Kensei Yoshida provide a very comprehensive review of the recent development of Japanese studies in Canada and Canadian studies in Japan.

John Saywell's excellent essay entitled *Continuity, Discontinuity and Asymmetry* in

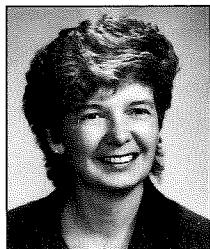
Canada Japan Relations describes the ups and downs of the relationship as "Canadian policy towards Japan has moved from complacency to anxiety as Japan has emerged from post-war poverty to alarming influence". He notes that there has been a striking continuity in Canadian attempts to reap the maximum benefit from the economic relationship, but the rhetoric and exhortations, the appeals to the Japanese to look more kindly toward us and to the private sector to try harder have not altered the fundamental asymmetry in the bilateral relationship. As this asymmetry is unlikely to change, he suggests that "it is best to acknowledge the asymmetry and lack of independence for what it is" and either adopt drastic measures to ensure more value-added components to our exports, or else, accept things as they are and possibly "have to run very hard to stand still in the fields of trade and investment". He goes on to say "but if so we should acknowledge the way it is and not boast of quadrupling of exports when so much of it is an increase in value not volume and when we have failed to maintain market share and keep up with the growth of the Japanese economy, or boast of new investment which is little more than a continuation of our traditional policy of trading away our comparative advantage".

Some may not agree with this conclusion, but I believe all who have been involved in the promotion of our bilateral relationship with Japan will applaud his final sentence: "Above all, we should have a national day of mourning for the officers in External Affairs and the external trade offices in the provincial governments who, like Sisyphus, must feel that they have been condemned to push that heavy rock up the steep hill forever".

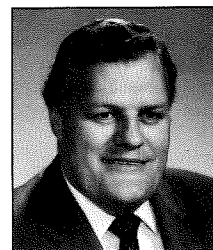
The third book under review, *Discovering Japan: Issues for Canadians*, I found a bit disappointing. Its subtitle, *Issues for Canadians*, would have been more accurate if it had been *Issues for Canadian Scholars Dealing with Japan* because, with one or two exceptions, most of the essays in the collection assume a readership already knowledgeable with the subject matter under discussion. Four chapters dealing with the *Controversy over Japan's Low Manufactured Imports, Changes in the Japanese Economy and Japan's Trade with North America, The Changing Environment for Exports of Manufactured Products to Japan and Will the Yen Replace the USA Dollar* are all well-laden with statistics and data concerning exchange rates, balance of payments and comparisons of the Canadian, United States and Japanese markets. They are probably relevant and useful to economic

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experts; but not very entertaining for the average reader.

John Saywell's article *Kanada Pan and Honda San: Continuity, Discontinuity and Asymmetry in Canada-Japan Relations* is a slightly expanded version of his article in **Canada and Japan in the Twentieth Century** and is a good read. I was puzzled by the title of this version, until revelation came about six pages into the text commenting on the 1903 Osaka Industrial Exhibition at which the Canadian display made a hit with freshly-baked bread made from Canadian wheat. This apparently inspired in Ottawa "a euphoric Governor-General [to urge] Sir Wilfrid Laurier to invest in a chain of Canadian bakeries, restaurants, and a fleet of red and white delivery wagons, adorned with a gold maple leaf, whose drivers would roam the streets shouting *Kanada Pan* (*Canadian bread*)! *Kanada Pan*!!

The article entitled *Japan in the Changing International Arena* provides an interesting discussion concerning contributions which Japan could make toward international collective security. It is especially timely in view of the criticism made of Japan regarding its contribution in the recent Gulf War. The article concludes with the interesting suggestion that there are two areas of common regional security interest — the North Pacific

and membership and leadership in international organizations — in which Canada and Japan could play a useful cooperative role.

The other six articles deal with various aspects of Japanese culture and society such as the Emperor system, Social Familism, the problems of overseas-educated Japanese children, endogenous development, Japanese pilgrimage places, and the Japanese idea of soul in animals and objects — all of which are pretty esoteric stuff for an average (and perhaps the not-so-average) reader.

In terms of reader-interest and pleasure on a scale of ten, I would give **Mutual Hostages** an eight; **Canada and Japan in the Twentieth Century** a six; and **Discovering Japan: Issues for Canadians** a four! 

Mr. Gorham is a retired career officer of the Department of External Affairs. He spent eleven years in the Canadian Embassy in Tokyo from 1954-60 as a Japanese language student and Second Secretary, and from 1974-79 as Minister of the Embassy. As well, he served in the Department's Far Eastern Division from 1960-63 and subsequently served in India, Cambodia and, from 1984-87, in China as Ambassador to the People's Republic of China.

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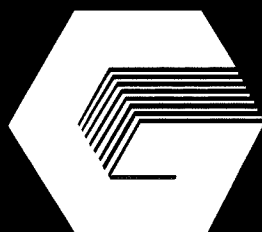
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State of the States

Another Colourful Puzzle by A Aalto

"Disaster, Ludwig, complete disaster!" wailed Miles Mercator, Deputy Cartographer-General to the Queen. "I foolishly sent the only draft of the new Karoobia map to my boss, Sir Sanford Sifton. He liked it, but he lost it!"

"Where?" asked ace logician LDC Liebnitz. "As far as we can tell, in his fifth Gin Fizz," was the anguished reply.

Calming his friend, Liebnitz sought clarification. Apparently the Bureau of Charts and Graphs had been approached by the recently-formed Karoobian Konfederation to draw up and print its official new maps. The most difficult problem had, as always, been a seemingly small one — the demands of the ten states making up the new country concerning the colours they would be allocated.

Mercator went on: "We started out using this blank map here, with the provinces labelled A through J. Then each state delegate made his or her demands. I thought I'd go mad, but we actually found one (and only one) distribution that satisfied everyone."

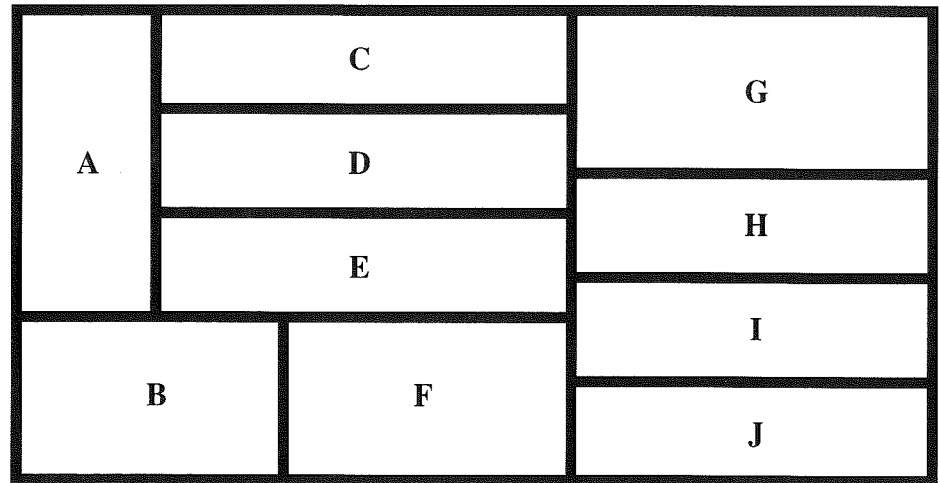
The demands were as follows:

1. The three states with Libertarian governments — the state marked E plus JIHAI and CALTRO — all wanted to be the same colour, unique to them.
2. The sole state with a Green Party government wanted to be green.
3. ERSATZ and BINGEN plus the state marked D all wanted to be blue.
4. FORMALDO, HITO and one of the two Constitution Party states wanted to be red.
5. The federal president insisted that his home state be yellow.
6. For some obscure religious reason, one of the colours most commonly requested could not be used for any corner state (A/B/G/J).

"That's fine, as long as you know which states go in which spaces," remarked Liebnitz. "That's just the problem," said his friend. "The whole political structure is new, they all took their own maps home with them, and the copy of the map and notes that Sir Sanford lost are the only ones we kept." It did however turn out that Mercator had scribbled a few odd additional facts on a bologna sandwich wrapper.

A Aalto Puzzle Winner, Vol. 10, No. 1:

ALAN BONES, Economic Relations with Developing Countries Division, EAITC



KONFEDERATION OF KAROOBIA

These were as follows:

7. No state name starts with the letter used to identify its space on the map.
8. GRENZ borders on three states ruled by the Renewal Party, one of them ARMORICA.
9. The capital of DONGEN is due north across the common border from the capital of INVICTUS.
10. No two adjacent states can the same colour, and the map uses the minimum number of colours.

Based on this information, Liebnitz was able to assign a name, colour and governing

party to each state marked on the map. Can you duplicate this feat? In addition (not necessary for answering the puzzle), can you deduce the anthem of the state marked A? Finally, don't you think that Mercator should change his first name to Kilometres?

Born in pre-revolutionary Tannu Tuva and raised by Patagonian missionaries on the Zambezi, free-lance prestidigitator A Aalto now commutes between Hell (Norway) and Paradise (Pennsylvania). He dislikes Gin Fizz, whether fast or slow.

Death and Drugs and Rock 'n' Roll: Answers

(a) AMERICAN Pie. (b) BOHEMIAN RHAPSODY. (c) Hotel CALIFORNIA. (d) Last Train to CLARKSVILLE. (e) DANCING Queen. (f) Mrs Brown, You've Got a Lovely DAUGHTER. (g) DOCK of the Bay. (h) FAME. (i) You've Got a FRIEND. (j) I Heard it Through the GRAPEVINE. (k) HEART of Gold. (l) You Can't HURRY Love. (m) JUMPING Jack Flash. (n) LIGHT My Fire. (o) Lady MADONNA. (p) MONDAY, Monday. (q) PRETTY Woman. (r) House of the RISING Sun. (s) Mrs ROBINSON. (t) SATISFACTION. (u) SATURDAY Night Fever. (v) I Shot the SHERIFF. (w) Sounds of SILENCE. (x) STAYING Alive. (y) Yellow SUBMARINE. (z) SUMMER in the City. (aa) You are the SUNSHINE of my Life. (bb) SUPERSTITION. (cc) Mr TAMBOURINE Man. (dd) Wild THING. (ee) Happy TOGETHER. (ff) TRAGEDY. (gg) Bridge Over TROUBLED Water. (hh) TURN! Turn! Turn! (ii) Good VIBRATIONS. (jj) WATERLOO. (kk) WHITER Shade of Pale. (ll) Joy to the WORLD. (mm) YESTERDAY. (nn) YOU'RE So Vain.

The words that do not fit into the skeleton are WATERLOO and SATISFACTION.

Half of the "battle" of Waterloo in one sense was Napoleon and the other half was the Duke of Wellington — or ARTHUR WELLESLEY to give his real name. The other four names, by complete coincidence of course, are the real names of Elton John (DWIGHT), Cat Stevens (GEORGIU), Ringo Starr (STARKEY) and Bob Dylan (ZIMMERMAN).

SATISFACTION is an anagram ("scrambled") for ISO-FANTASTIC, the name of the guilty company.

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