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Vol. 26, No. 1

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Celebrating CIDA

**Kilomètres sur
les chemins
de compostelle**

par Jean-Paul Hubert et Florence Pèloquin



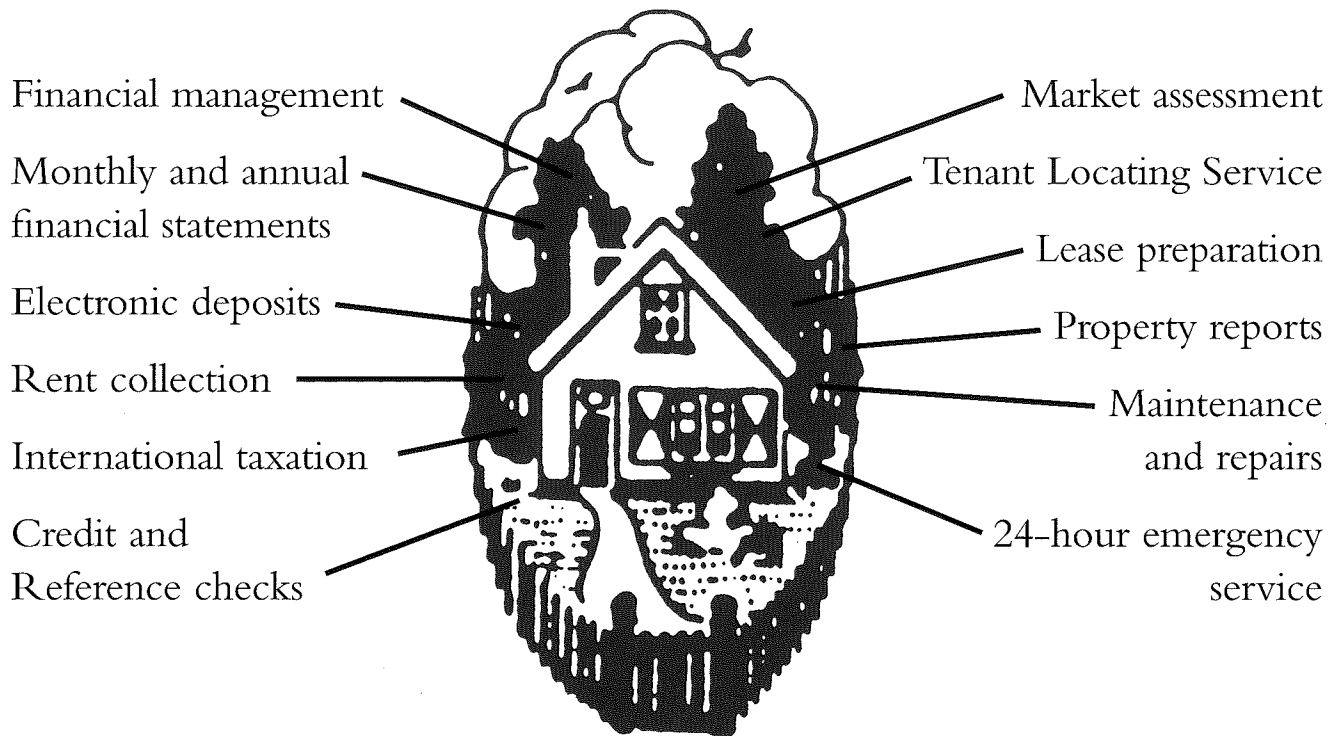
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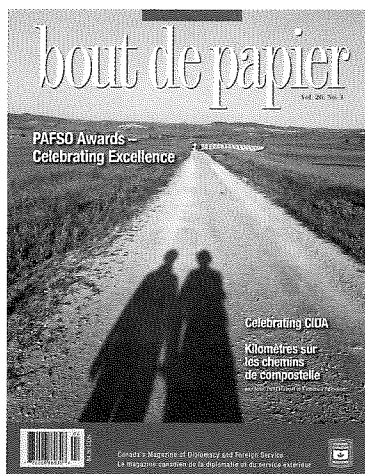
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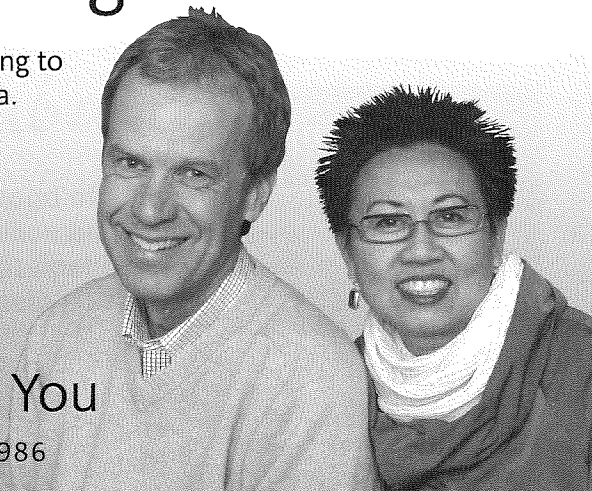
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Prenez garde – Why Severance Pay Matters...

A year after our interview with PAFSO Executive Director Ron Cochrane on challenges facing the membership, **bout** asked if there was anything new on the horizon. There is. He warns that severance pay (an important part of our overall compensation package payable on retirement), is under serious threat.

Pour paraphraser Ron, avant l'élection, le gouvernement a avisé les syndicats de fonctionnaires qu'il supprimerait, pour les recrues, l'indemnité de départ accordée aux employés qui prennent leur retraite. En éliminant l'indemnité de départ, le gouvernement s'aventure dans des eaux dangereuses entre son rôle législatif et l'impartialité de la fonction publique; il s'ingère dans le processus de négociation collective en modifiant des dispositions antérieurement négociées de bonne foi.

The provision exists for a reason. Before collective bargaining began in the mid-1960s, terms and conditions of employment for the Public Service were enshrined in a regulation flowing from the *Financial Administration Act*. It provided severance pay for employees involuntarily separated from their employment (e.g. laid-off, or of retirement age and entitled to a pension). Provincial and municipal governments followed suit for unionized and unrepresented employees. Severance pay was

capped at 26 weeks salary, also enshrined in collective agreements negotiated by the bargaining agents in the late 1960s. Except for increasing the entitlement from 26 to 30 weeks, it has remained the same ever since.

En éliminant l'indemnité de départ, le gouvernement s'aventure dans des eaux dangereuses entre son rôle législatif et l'impartialité de la fonction publique; il s'ingère dans le processus de négociation collective en modifiant des dispositions antérieurement négociées de bonne foi.

L'indemnité de départ a déjà été abolie pour les employés de groupes non représentés. Les recrues de la catégorie EX venant de l'extérieur de la fonction publique n'ont plus droit à l'indemnité de départ lorsqu'ils prennent leur retraite. L'indemnité de départ des autres agents EX sera protégée au moment de leur retraite, mais elle sera calculée en fonction de leur nombre d'années de service avant la modification de la disposition. Certains agents négociateurs ont concédé les modifications à l'article relatif à l'indemnité de départ, notamment trois groupes représentés par l'AFPC et les enseignants d'université au Collège militaire de Kingston.

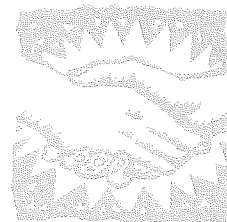
What does this mean for PAFSO members? Most will retire as FS3s or FS4s with relatively modest salaries. An FS3 with 35 years service now earns \$55,000 in severance pay, \$40,000 of which can be sheltered in an RRSP (which reflects precisely why it exists). It is an important contingency fund for an increasingly

uncertain future, especially important for the many of us (including single income couples and families) who find it almost impossible to build savings at high cost missions. Public servants have made major sacrifices in times of austerity before –

many will remember that our salaries were frozen for years – but as Ron points out, compensation issues like severance pay need to be decided at the bargaining table. In Ron's view, PAFSO members should take the matter up at the political level, starting with MPs, and protest against such interventions in the free collective bargaining process. His is the voice of experience. ☺

– Stuart Hughes

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Summer Review

The summer of 2011 is an interesting one for PAFSO and its members for many reasons. Prime Minister Stephen Harper has gone on record saying that international affairs will play a key role in his new government as it faces its new mandate. His goal is "to prepare our nation to shoulder a bigger load, in a world that will require it of us."

Foreign Service Officers have been key contributors to every significant international effort made by Canada.

Parallèlement, toutefois, le Canada, comme tout le reste du monde, est aux prises avec de vrais enjeux économiques. La convention collective de l'APASE a expiré le 30 juin, et nous avons signifié l'avis de négocier au Conseil du Trésor. (L'article de la rédaction concernant l'indemnité de départ soulève l'une des questions cruciales avec lesquelles nous devons composer.) Les ministères sont en plein Examen stratégique et fonctionnel et envisagent des compressions de l'ordre de jusqu'à 10 %. La situation sera difficile pour toute la fonction publique, mais, dans le cas du service extérieur, qui est déjà depuis des décennies victime de sous-ressourcement et de sous-dotation, les conséquences pourraient se révéler particulièrement graves – surtout si on nous demande de « supporter un fardeau plus lourd ».

Although we are a small association – 1544 active and retired members – Foreign Service Officers have been key contributors to every significant international effort made by Canada. Most recently, we have

formed the core of the civilian whole-of-government contribution to the crises in Afghanistan, Haiti, and Libya. Our members are also involved in files including negotiations on new free trade agreements, border security and immigration issues, and trade promotion, that are at the centre of our well-being as a country.

Le premier ministre Harper a reconnu que « le rééquipement de l'armée n'est que la pointe de l'iceberg » pour ce qui est de la promotion des intérêts nationaux du Canada et de l'efficacité de notre contribution internationale. De fait, à mesure que notre présence militaire dans ces « points chauds » sera réduite, le travail des ambassades et des membres de l'APASE qui y sont en mission et qui appuient les efforts d'Ottawa, des autres capitales et des organisations internationales deviendra encore plus important pour garantir la durabilité de nos efforts. L'expertise qu'ils acquerront aidera également le Canada à relever le prochain enjeu.

The need to protect our global political, economic, and security interests deserves the best of our resources, human and otherwise. PAFSO members are eager to enhance their essential roles as analysts, advisors, advocates, and central players in an increasingly fragmented and complex international arena. We hope this summer's positive rhetoric will lead to concrete investment towards this goal. ☺



Pamela Isfeld, Deputy Director with the Middle-East Relations Division, DFAIT, was re-elected President of PAFSO in October 2010.

Affectée à Nairobi, Sarajevo, Kaboul et Kandahar, elle est titulaire d'une maîtrise en études politiques de l'Université du Manitoba.

Celebrating CIDA

***NOTE DE LA RÉDACTION :** L'aide au développement international (ADI) canadienne est cruciale pour la diplomatie canadienne et indispensable pour atteindre les objectifs de notre politique étrangère, mais on ne pourrait nous blâmer de penser autrement, compte tenu du peu de cas qu'il nous arrive d'en faire. Eric Bergbusch demande comment le Canada – le premier grand pays donateur à établir un organisme d'ADI (l'ACDI) – pourrait oublier de souligner son cinquantenaire? Neil Reeder atteste de l'importance de l'engagement de longue date que nous avons pris à l'égard du développement au Honduras, soit d'aider les Honduriens à régler un vif différend d'ordre politique (qui était susceptible de déstabiliser le pays et peut-être même toute la région), et Rolando Ramirez, de CUSO-VSO, nous expose en détail les efforts de soutien des bénévoles canadiens de concert avec l'ACDI et le CRDI en Amérique latine. En outre : trois perspectives concernant l'importance de l'ADI canadienne.*

A Milestone in Canada's Foreign Relations and an International First

Why didn't we celebrate CIDA's 50th Birthday – in 2010?

by Eric Bergbusch

Born of necessity in 1960, this innovative, little agency was the brain-child of two young civil servants – Alan McGill, a war veteran in External Affairs, and Denis Hudon, a Quebec economist in the Finance Department. They were returning from an interdepartmental meeting at Trade & Commerce one day early in 1960 and complaining to one another about the inefficiency of the aid programme's present set-up. Would it not be better to have a small office, with its own staff, budget, and board of directors, to run the programme as a separate entity? Would that not get rid of these interminable debates between departments which yielded so little?

They decided to put the idea to their respective bosses. In the event, it was Alan McGill's boss, Dave Taylor, in External Affairs, who took the lead. With strong backing from Wynne Plumptre, a senior official in Finance, Taylor drafted a short, elegant memorandum to cabinet that reflected the common views of interested departments.

The memorandum said that the world was changing and that Canada needed to get on board. "Economic assistance" had acquired a new significance internationally and there would soon be "strong pressures on donors to increase their existing

programmes...to develop new ones, and to coordinate their efforts with each other and with international organizations..." Another key argument was that "the way aid is given is vital to...[its] success". The "new approach" the memorandum proposed recognized that aid programmes were still "an integral part of Canada's foreign policy" and, to an important degree, "[were] moulded by the nature of the relationships between Canada and the recipient countries". Looking back, one can say they got it just about right.

That was the memo to Cabinet that three ministers in John Diefenbaker's government, Gordon Churchill at Trade & Commerce, Donald Fleming at Finance, and Howard Green at External Affairs, signed on August 15, 1960. The three ministers had accepted the advice of their officials that running Canada's still modest but expanding aid programme through an interdepartmental committee (backed by a small unit in the trade department) was no longer feasible. The programme, which had started in Asia under the Colombo Plan, was being asked to take on new projects there, in Africa (as Harold Macmillan's "winds of change" brought new countries to independence), and in Latin America, where Canada's Progressive Conservative government

wanted to make its mark. Cabinet readily agreed that a new approach was needed to manage an overseas programme of growing size and complexity.

That was the birth of the External Aid Office, Canada's aid agency – and the world's first. That was a creative summer altogether as it was also marked by the declaration of Mr. Diefenbaker's Bill of Rights.

The new agency's head, or Director General (a title then reserved for senior positions such as the head of the FAO), was instructed to run an efficient programme, constantly review it, and bring new proposals and ideas to Ministers for approval. The aid office was to move forward, not stand still.

Its broader mandate also looked to the future: it included cooperation with other government departments, international organizations, and voluntary agencies, as well as emergency assistance. The Director-General, the Deputy Ministers of Finance, External Affairs and Trade & Commerce and the Governor of the Bank of Canada were named to a small board of directors. Others could be added as necessary. Remarkably, that framework remained intact until the 1980s when it fell victim to exaggerated ambitions and petty bureaucratic rivalry. But its lineaments have never disappeared entirely. Its essence is caught today by what is now called a "whole-of-government approach".

The high degree of continuity in the aid agency's history has been somewhat obscured by its name-change in 1968. It was then renamed CIDA (Canadian International Development Agency) and the Director-General became a President and CEO. The name-change brought one great advantage: it made clear that CIDA, like the External Aid Office, was a separate entity, and not an appendage of External Affairs. A month after Cabinet approval, in September 1960, a tough, independent-minded corporation lawyer from Toronto was named to head the External Aid Office. Herb Moran had come into government a decade earlier and had served as the head of External Affairs' Economic Division, Ambassador to Turkey, and High Commissioner to Pakistan. He knew about Canada's early efforts in the field of foreign aid.

Moran got the Aid Office underway that autumn in modest quarters in the Fuller Building, with a staff of 50–60, drawn mainly from the Trade Department, with a few additions from Finance and External Affairs, and several new recruits. Howard Green was the minister made responsible for the External Aid Office, and he and Moran soon established a close rapport. Moran had direct access to the minister and spoke to him frankly, not least when they happened to walk together toward their separate offices from The Roxburgh (then on Laurier Avenue east of Elgin Street, in downtown Ottawa), where they both lived.

Herb Moran argued for projects that would generate profits, promote growth and strengthen a country's economy; Howard Green favoured measures that would alleviate suffering and help those in greatest need live more fulfilling lives.

With quite different outlooks, they soon engaged in a lively debate on what aid was about, a discussion which continues to this day. Herb Moran argued for projects that would generate profits, promote growth and strengthen a country's economy; Howard Green favoured measures that would alleviate suffering and help those in greatest need live more fulfilling lives.

Although the ministers and civil servants involved in the exercise in 1960 were aware that they were embarking on a new course, they had no idea that they were setting a precedent and

leading the world on a new course. An account prepared by the OECD in 1994 ("The Story of Official Development Assistance" – OCDE/GD(94)67) tells the tale. Late in 1960, after the External Aid Office was already up and running, the OEEC (the OECD's predecessor) established its Development Assistance Committee – the famous

DAC – as a centre for donor coordination, with Peter Towe (later our ambassador in Washington) as Canada's representative. It was only in the following year that others set up separate aid agencies: in 1961, France created *le ministère de la coopération*, the U.S. its Agency for International Development, and Sweden its International Development Agency. Canada had led the world.

Many Canadians inside and outside government welcomed the creation of the Aid Office, and many applied to join it. From their ranks, Moran hired the engineers, economists and other specialists that the agency's authors foresaw would be needed. Both Alan McGill and Denis Hudon worked there for a while, the former preferring that job to serving as Howard Green's foreign policy adviser. (When Howard Green asked for McGill to join him in his office, Herb Moran took McGill's part, telling Green that McGill could not be spared and that there were plenty of other Foreign Service officers who could serve the Minister!)

Many who joined Moran in the aid office in its early days rose to senior positions in the public service. The agency had many friends in high places. Simplicity and quick decisions marked the agency in its early years. Moran, at the top, liked to boast that he could travel the globe with just one bag in hand containing his essentials – two nylon shirts (which he washed himself) and a bottle of whisky. Mistakes were made then as now, but many believe that the early agency's improvisations and straight-forward style produced as many successes as did the sophisticated concepts and elaborate procedures introduced later on.

Each new Director-General and President/CEO brought his or her own style to the job. Maurice Strong, who followed Moran and who was seen by some as a free-wheeling publicity machine, brought new money and new ideas to the programme – the International Development Research Centre (IDRC) and the Mission Administered Fund are two examples. Paul Gérin-Lajoie, already famous for his contribution to Quebec education, took a more intellectual approach. He also made CIDA (as it was known, by then) the most bilingual institution in the federal

government and ensured that a fair share of Canadian aid procurement was found in Quebec.

Later leaders made their own contributions, always under close scrutiny and sometimes under attack. Not that the Aid Office/CIDA ever lacked critics. Except at the start, there were always businessmen, journalists, academics, NGOs and, increasingly, politicians who felt they could do a better job or knew a better way of doing it. A cynic might note that the improvements they proposed frequently assigned a bigger share of the pie to their own sector or area of interest, if not to themselves.

Put aside the controversies and look at the achievements – after 50 years. “I was trained in Canada” is a proud affirmation I have often heard in developing countries – from railway managers and water engineers to district nurses, journalists and mayors. “We got this from Canada” is a similar line – for barrels a women’s cooperative uses to render fat for candles, equipment to fight malaria or AIDS, a village pump, a major dam, an essential power line.

The sceptics are right when they say some aid went wrong and produced perverse results. They are wrong when they paint all aid with a single statistical brush, often fashioned for them by

their time at the World Bank or Monetary Fund. The evidence on the ground shows that a great deal went right and endures.

Looking back, Canadians have reason to take pride in the work of the agency. Last year would have been a good time to celebrate its achievements and particularly the many Canadians from all parts of the country who, with their dedicated local counterparts, brought expertise, idealism and commitment to the betterment of the countries in which they worked. Some worked for government and others for private companies. Some came as volunteers, working for slim returns. And they continue to come today.

Their engagement has been remarkable. Many have put their health and security at risk. Numbers have died or been injured on the job – from early on to the present day. The puzzle is why no one thought it worthwhile to mark the occasion. Were we too modest or too forgetful to celebrate our development assistance agency’s leadership and signal achievements after half a century?

Eric Bergbusch, former high commissioner and ambassador, worked closely with the External Aid Office/CIDA during his 35 years in the Foreign Service.

Defending Democracy in Honduras

by Neil Reeder

When I became Head of Mission in Costa Rica in the fall of 2007 (cross-accredited to Honduras and Nicaragua), Honduras hardly seemed a likely setting for Canadian diplomatic activism. This was to change dramatically.

Months of political crisis and street confrontations were to follow the early morning removal from office of President Zelaya by the military on June 28, 2009. Honduras suddenly became a focus of intense regional diplomacy, of debate in the Organization of American States (OAS), and of international media attention as images of violence on the streets of Tegucigalpa and other parts of the country beamed out to the international community. Canada came to play a central role in attempts to resolve the crisis due to a number of convergent and coincidental factors, consistent with the Government’s enhanced engagement with the region under our Americas Strategy.

What transpired in Honduras on the 28th and in following months has been widely debated. Regional experts will argue for years about responsibility for what happened and the rationale behind the intervention of the Armed Forces to remove Zelaya (on orders from the country’s Supreme Court and with the support of the Honduran Congress). He was replaced by Roberto Micheletti, President of the Congress and next in line under the constitution.

The signs of tension were all there in the months leading up to the crisis. Honduras returned to civilian rule in 1982 after over 20 years of military-dominated governments. It continued to suffer from chronically weak political institutions with deep political and class cleavages, extreme disparities in income and among the weakest socio-economic indicators in the Americas. National institutions proved incapable of coping with the severe pressures generated by tensions between Zelaya and other branches of government.

Following presidential primaries (declared free and fair by the OAS), Zelaya pushed for a controversial public consultation on constitutional reform. Many believed he meant to open the door to his re-election, which is not permitted under the Honduran constitution. Zelaya was sent into exile. Members of the Honduran middle and upper classes, business community and elites argued the intervention by the military was a legal “constitutional succession” necessary to remove a President who had violated the Constitution. However, a significant number of Hondurans, primarily *campesinos*, unions, teachers and blue collar workers close to President Zelaya, protested strongly. They developed a resistance movement seeing these events as a *golpe de estado* against a democratically-elected President.

In a region where many countries are consolidating democratic institutions after decades of military dictatorship, the Honduran crisis opened up old wounds and debates. It also raised fundamental questions about the responsibility of governments and leaders to respect democratic and constitutional frameworks: while the forced removal of a sitting president is not acceptable it must also be recognized that even democratically-elected leaders are accountable and are not above the law and the constitution.

We ventured from the hotel – with private security personnel – only when it was safe, and met with diplomatic colleagues, civil society representatives, Catholic Church leadership and political observers.

After the crisis erupted Canada quickly stepped up. We engaged bilaterally and through regional institutions to restore democratic order, including the return of Zelaya to the presidency. Through various means we tried to convince the *de facto* regime under Micheletti to step down, but a solution could not be found despite our best negotiating efforts and those of international partners, and the pressures of extensive international sanctions against Honduras.

The *de facto* regime was to last seven months until the democratically-elected government of President Porfirio Lobo took office in January 2010 (following elections in November 2009). Thankfully, the crisis did not spiral out of control into serious violence or death, or spread to other countries. In the end, despite the trauma of what took place, the death toll and injuries from months of confrontations were limited by comparison to more traditional Latin American standards.

At a personal level, the first coincidence in this drama was that my wife Irene and I happened to be in Tegucigalpa the day of the coup. I was calling on Ministers and diplomats, and preparing to host the Canada Day reception a few days later. It was quickly cancelled. We proceeded to spend the next few days stuck in our hotel, monitoring the movements of soldiers and protestors in the streets below. Violent street clashes (including tear gas and water cannon) took place between pro-Zelaya protestors and security forces. Overhead, constant sorties by Honduran Air Force helicopters with gunships patrolled the area near the President's palace, a major site of demonstrations a block from the hotel. Military personnel and police were stationed in large numbers in strategic locations throughout the capital and the country; a dawn to dusk curfew was put in place for a number of days. It made life extremely difficult for the local population. The curfew was on and off for months on end.

In this volatile environment, my initial instructions from HQ were clear: stay put, stay safe, find out what is going on,

report back as needed and wait for further instructions. Keep a close eye on the mission staff, mostly from the Canadian International Development Agency (CIDA), as well as resident Canadians and our business community. We worked out of the hotel and the nearby Embassy office with excellent support from colleagues in the Honduran capital, Tegucigalpa, and from our mission in San José, Costa Rica. We engaged with local interlocutors, keeping attuned to news sources and information (at those times when the *de facto* authorities permitted Internet service and television broadcasts in what was a heavily censored environment). We ventured from the hotel – with private security personnel – only when it was safe and met with diplomatic colleagues, civil society representatives, Catholic Church leadership and political observers.

Thus began an important but little noticed chapter in Canadian diplomatic history. We benefitted from a truly whole of government approach to crisis management, with the leadership of DFAIT Americas colleagues including Assistant Deputy Minister Alex Bugailiskis, Director General James Lambert and Central America & Caribbean Director Alexandre Leveque and his capable team. We cooperated closely with DFAIT Headquarters and key partners such as CIDA, with our OAS mission headed by Graeme Clark, and with a network of key Embassies in the region. Our consular staff in San José and Tegucigalpa, under Management and Consular Officer Julia McNeill, worked closely to ensure the safety of Canadians.

I benefitted from extensive support from CIDA staff in Honduras, particularly from the Head of Aid, Daniel Arsenault. Mission staff in Honduras helped us prepare our daily situation reports, messages and demarches, and monitor the security situation. The CIDA Post Support Unit contributed political scenarios and analyses given their strong networks into the local communities particularly in the countryside. We also benefitted from PERPA temporary duty officers from Caracas, Mexico City and Buenos Aires – an example of the New Business Model in terms of aligning resources with highest priorities to help out a small mission in time of crisis.

At the political level, Peter Kent (our former Minister of State of Foreign Affairs for the Americas) – played a key role throughout the crisis. He relished the opportunity to engage and show leadership, drawing upon his own extensive background as a former television correspondent in Latin America. He was engaged in this crisis from the beginning. He took part in the OAS debate in early July 2009 that led to the suspension of Honduras from the OAS and participated in two Foreign-Minister level OAS missions to Honduras led by OAS Secretary General Jose Miguel Insulza. The Minister engaged directly with Zelaya and Micheletti, advocating a solution at regional meetings and during his bilateral visits. I believe OAS Secretary General Insulza saw Canada, along with countries like Jamaica and Panama, as moderate and well-respected regional players that could undertake an important “broker” role; he brought us into the OAS conciliation effort early on.

During my second and last meeting with President Zelaya he spoke warmly of the role of Minister Kent and Canada throughout the crisis, including his months of refuge at the Brazilian Embassy (after he made a surprise return to Honduras on September 21 and sought refuge there). It was the very day he was given safe passage to the Dominican Republic. He said some of his most important memories from the “struggle” he had gone through were the “timely and important calls” he received from the “Canadian Minister”. Zelaya thanked me for Canada’s “principled position” and our “solidarity” with the Honduran people in our efforts to promote dialogue and political reconciliation, and to implement the Tegucigalpa-San José Accord.

Throughout the months after the coup, Canada’s efforts were meant to restore democratic order including the return of Zelaya to the presidency. We pushed for signature of the Tegucigalpa-San José Accord between representatives of Zelaya and Micheletti, a comprehensive agreement with a road map forward to reconciliation. It built upon the initial mediation efforts of then-President Oscar Arias of Costa Rica. However, this agreement proved stillborn shortly after signature as it provided too much flexibility and not enough

In this volatile environment, my initial instructions from HQ were clear: stay put, stay safe, find out what is going on, report back as needed and wait for further instructions.

deadlines (or detail) on compliance. Neither of the camps proceeded to implement its provisions. They blamed the other for its failure. However, reflecting the regard for Canada and our key role in this negotiation process, I was invited to witness the signing of the Accord both in my capacity as the Canadian representative and President of the G-16 Group of Donors.

The importance of the donor community in Honduras deserves mention. It is an understated lever that may have relevance in future crises in other countries. Canada has been a major donor there for over 40 years, providing over \$400 million in official development assistance. In another coincidence, we took over the six-month rotating presidency of the Group of 16 donors on the very day after the removal of Zelaya from power; our term as donor President was to coincide with the worst moments of the political crisis.

Donors are an important constituency in Honduras but never really played to their strength until this crisis. International assistance to Honduras totals \$650 million annually and constitutes 18% of the national budget. By force of circumstance and due to the intense engagement of donor nations, the G-16 became a key player in information gathering and advancing a peaceful resolution to the conflict, and in pressuring the *de facto* regime through aid restrictions and sanctions.



Carlos Lopez Contreras, Honduran de facto Minister of Foreign Affairs, Minister of State Kent and Victor Meza, Head negotiator for Honduran President Manuel Zelaya at the inaugural session of a national dialogue seeking to find a solution to the political crisis in Honduras.

Under Canadian leadership donors engaged key players including the Resistencia movement supporting President Zelaya’s return, civil society, human rights organizations, the business community, the Catholic Church and important evangelical movements. Donors took a pro-active public position, communicating regularly to the Honduran public on the need for accommodation and reconciliation between the two camps, and for greater respect for human rights. We pressured the regime to actively investigate reports of human rights abuses. In so doing we worked closely with regional and international human rights officials, including the Inter-American Human Rights Commission, whose work and reports in this period were stellar.

Another coincidence in timing that helped position Canadian leadership was that then-Ambassador Graeme Clark also presided over the OAS Permanent Council, the main decision-making body in the organization. We were in the chair in early July when the tough debates and decisions on Honduras had to be taken, including the suspension of Honduran membership in the OAS (because a disruption in the democratic order in the country had taken place).

I cannot understate how our contribution during this crisis was appreciated across Honduran society, irrespective of one’s position on the origins of the crisis. At the 2010 Canada Day reception (my last in Tegucigalpa before returning to Canada), I was struck by the outpouring of emotion and recognition for our role from both Ministers and other guests, including the kind words for our Ministerial engagement. That high esteem for Canada also was reflected in the decision of President Lobo to nominate Michael Kergin as one of two International Commissioners on the Peace and Reconciliation Commission he set up shortly after taking office. Michael is a well known former Ambassador to Washington and career foreign service officer; he played a very constructive role in the work of the Commission, which submitted its report this spring.

The Honduran drama is still not over, Zelaya remains in exile, but a healing process and a national dialogue on what happened and lessons learned from the crisis is underway (Honduras remained suspended from the OAS until June of this year). The Honduran crisis also continues to be a hot button issue in the hemisphere, provoking serious differences of opinion among regional governments. Nonetheless, consistent with our fundamental objective of promoting respect for democracy and human rights in the hemisphere, Canada's role was widely appreciated both in the region and in Honduras.

In the longer-term there is a need to consolidate democracy in Honduras and strengthen trust in national institutions. Citizens need to engage in civil, peaceful discussion on sensitive issues

such as constitutional reform. While we can all agree that the ouster of democratically-elected governments is not acceptable, at the same time democratically-elected governments and leaders cannot assume they are omnipotent and act above the law and the constitution, or try and manipulate the constitution once in office, in order to remain in power. That remains an ongoing, broader challenge for Canada and its hemispheric neighbours, across the Americas.

Neil Reeder is Director General of the Latin America and Caribbean Bureau at DFAIT. From 2007–10 he served as Ambassador to Costa Rica, Nicaragua and Honduras.

LESSONS LEARNED

- Canada counts internationally, and we have a positive image in the Americas. Sometimes we forget this. We also are unique: a North American actor neither American, nor Latino nor Caribbean.
- Ministerial engagement is key; our Minister for the Americas played a high-profile role from the outset, appreciated and constructive.
- Donors in heavily aid-dependent countries like Honduras have more influence than they may think and should not be shy to act in support of democratic principles and practice.
- CIDA programming can pay off politically – 40 years of ODA to Honduras has made us a major and respected player in the donor community.
- All mission staff must contribute in a crisis: no stovepipes, all hands on board. Staff including OGD representatives can help manage operations with their varied skill sets.
- Close cooperation and communication with HQ and across the missions involved is key.
- We largely failed to communicate our independent role to Canadian media, academic circles and NGO pundits. Although seen positively by most Hondurans and regionally, and reported by international media, some Canadian observers criticized our engagement and failed to appreciate the nuanced and effective role we played. This inability or unwillingness to grasp the complexity of the crisis led to simplistic if not erroneous assessments that Canada was not taking a principled position in support of a democratically elected government.
- The crisis showed the limitations of the OAS and its sanctions mechanisms; once Honduras was suspended and prevented from receiving development funding from regional IFIs, the OAS' powder was dry and had little influence on the de facto regime.
- The UN was not a player, it saw the crisis as a regional problem for the OAS and not a threat to international peace and security (although local UN officials were engaged throughout the crisis).
- Some countries exploited the crisis to discredit U.S. leadership and undermine the OAS in favour of narrow national interests or to benefit opposing regional organizations.
- President Obama sought a consensual role, working through multilateral institutions like the OAS. This was not what Honduran elites expected or wanted, and they were somewhat disappointed with U.S. diplomacy.
- Smart sanctions are key. Canada and others imposed sanctions but none had immediate impact except the cancellation of U.S. visas for regime leaders. It hurt Micheletti, his Cabinet and others involved in the coup with family and property in the U.S. Regardless, backed by Honduran elites and armed forces the regime did not budge until Zelaya's term was over.
- Keep the foot on the accelerator – when a solution seemed near, regional partners trusted the two parties to act in good faith and abide by agreements. As international pressure eased, the parties delayed, obfuscated or put up roadblocks. Egos, enmity and distrust on both sides made it difficult to implement any deal. Had pressure been maintained throughout key periods, the crisis might have come out differently.



Neil Reeder



Model Forests and Model Volunteers, CUSO-VSO in Latin America

Interview with Rolando Ramirez

Chilean native, Canadian citizen and long-term Saskatchewan resident Rolando Ramirez was CUSO's Regional Director for Latin America for over a decade. As Canada's best known standard bearer for volunteering in the developing world, CUSO (now CUSO-VSO) has a proud tradition of tackling critical issues in countries where we have something significant to share – sustainable forestry and agriculture to name two. Partnering with other international NGOs and governments, today's CUSO-VSO makes a real difference in the field, although its story is not as well known as it could be. This interview was conducted shortly before Rolando's retirement this summer.

bout: Tell us about CUSO-VSO.

RR: There is a lot to tell! I find my role as Regional Director very satisfying (I am based in Costa Rica). The professionals I work with, our volunteers, partners, and the projects we support make this an experience I would not find anywhere else.

CUSO-VSO is a non-profit, international development agency that works through volunteer professionals and partner organizations. It is the North American member of VSO International, an alliance of Voluntary Service Organizations with operations in more than 40 countries – the world's largest volunteer sending NGO network. Our vision is of a world without poverty. We work with organizations and networks through Canadian and international volunteers of varied cultures and backgrounds, and enable them to share skills and learning.

CUSO-VSO is based in Ottawa. Cameron Charlebois, a Canadian, chairs a Board of 12 Directors, half of whom represent overseas partners. The Executive Director is Derek Evans. I run operations in Latin America and the Caribbean with the help of a Council of Members from regional partner organizations. Our budget is about \$4.5 million a year. Funding from CIDA accounts for nearly 80% of that through a Canadian Partnership Program Agreement (CPPA). Other notable Canadian donors include the IDRC, le ministère des Relations internationales du gouvernement du Québec, Howard Webster Foundation, Power Corp, Stratford Shakespeare Theatre Festival, and Scotiabank – as well as other funds raised by CUSO-VSO from the public in Canada and the USA.

bout: CUSO-VSO must have a long track record?

RR: Absolutely – we hit the half-century mark this year. The organization began in 1960 when the Canadian Overseas Volunteer (COV) programme at the University of Toronto combined with the Canadian Voluntary Commonwealth Service (CVCS) and Le Mouvement universitaire national pour le développement outre-mer. As the new volunteer movement spread to other Canadian universities, a national body was needed to coordinate the programme. That gave rise a year later to Canadian University Service Overseas (CUSO).

Founded in June 1961 at McGill (and supported by many universities and organizations including COV, CVCS, WUSC,



Trading ideas with a farmer, Reventazon Model Forest, Costa Rica.



Ecological awareness starts early, Cartago, Costa Rica.

UNESCO and the Student Christian Movement), in 1981 we became just “CUSO” because many volunteers were independent professionals with varied skills and experience. We are one of Canada’s oldest volunteer sending agencies. We have sent over 11,000 Canadians abroad to work on poverty reduction, human rights, democratic governance, HIV/AIDS prevention, and environmental sustainability.

In 2008 CUSO and VSO Canada (the 1995 Canadian chapter of VSO, a British NGO founded in 1958) merged to form CUSO-VSO. Together we have placed some 15,000 volunteers in Africa, Asia, the Pacific, Latin America and the Caribbean and Eastern Europe. Operations in Latin America and the Caribbean (LAC) started in 1961 when volunteers were sent to Jamaica and Cuba. Since then, we have placed more than 3,000 volunteers in Bolivia, Costa Rica, Peru, Colombia, Honduras, Belize, Chile, Guatemala, Panama, Argentina, Nicaragua, El Salvador, Mexico, Guyana, Brazil and some Caribbean countries.

bout: What are your development priorities?

RR: They shifted from the defence of human rights and the reestablishment of democracy in early, less democratic years, to sustainable development and equity today.

CUSO-VSO has three key regional programs in LAC:

- i) Access to Justice for Women and Children, which seeks to improve access by women and children to formal and alternative justice mechanisms and processes that address the inequities they face (notably with regard to violence and fundamental rights).
- ii) Youth Social and Economic Inclusion, to help disadvantaged youth access decent employment and opportunities for entrepreneurship, and become active citizens within their communities; and
- iii) Protecting Environments – Managing Natural Resources, to empower people in vulnerable rural communities by improving their livelihoods and mitigating and adapting to the effects of environmental changes and threats (including climate change) through more effective natural resource management practices.

These three programs reflect an “americanist” vision. It is based on concerns and solutions shared across borders, where good governance, inclusive economics and the environment are the pillars of any strategy for sustainable wellbeing for all citizens. In Guyana we also work at the national level on education, disability and secure livelihoods; however, we are now integrating these programs into our regional approach.

Gender equality, climate change and knowledge sharing are crosscutting themes, notably in Jamaica, Guatemala, Honduras, El Salvador, Costa Rica, Peru, Bolivia, Guyana, Chile and Argentina. We have more than 50 partner organizations, including the National Judicial Institute of Canada, Directrice de la Protection de la Jeunesse, the Network of Carrefour Jeunesse Emploi, the International Model Forest Network, and the Stratford Shakespeare Theatre Festival.

CUSO-VSO has had considerable success in the region, with thanks to our Canadian donors, partners and volunteers:

- Since 2009 Canadian volunteers have been working hand-in-hand with youth from the community of Suchitoto in El Salvador. Stratford Shakespeare Theatre Festival designers, sound and light technicians, costume designers and cutters, directors and actors enhance local cultural activities and economic sustainability through a variety of teaching/ employment programs. Some 30 volunteers to date have worked with mostly rural participants in activities that can serve as models elsewhere.
- In late 2008 two Youth and Employment Centres were created in San Juan de Miraflores and Cusco, Peru. They offer young people professional orientation and entrepreneurial training to improve their job prospects. In the first three months they helped over 600 (the goal for the year was 200). By October 2010 nearly 5000 youth had been helped, 4% of the entire target population. This was possible thanks to an alliance with Carrefour *Jeunesse Emploi de l'Outaouais* and other Carrefours from Quebec (CJEs) that inform, orient, counsel, and encourage youth in job searches.
- In Jamaica, we helped build capacity in the justice system to give adequate psychosocial support for children in court. A Canadian Kids-in-Court project was adapted for the local context; we worked with the Office of the Children's Advocate (OCA) reaching out to all stakeholders of the justice system from the Supreme Court to the National Volunteers that first handle children in court. The OCA recently presented CUSO-VSO with an award in recognition of our contribution.

bout: Voluntarism is crucial to CUSO, why?

RR: It is very fulfilling to observe volunteers in the field, whether high in the Andes, or in the rural tropics of the Caribbean. To see their commitment to contribute and learn as part of communities (that value their services) is to understand why we at CUSO-VSO encourage people to SHARE their skills, creativity and learning WITH communities where we work. That is our core competence.

Working with a network of volunteers and partner organizations is a win-win situation for everyone. Transferring crucial skills stimulates sustainable growth in the local community. Partners get access to a valuable and cost-effective source of qualified professionals. Volunteers make a personal contribution while developing lifetime knowledge and skills through a rewarding and challenging professional, personal and cultural experience.

The average CUSO-VSO volunteer is 39, but age is not a crucial factor. We value volunteer's skills, knowledge and capacity to be productive in the field. Over 3000 Canadian volunteers have worked in Latin America and the Caribbean since 1961. Today, around 70% of volunteers come from Canada, the rest participate through south-south cooperation with



Balancing forests, agriculture and hydro on the Reventazón river, Costa Rica.

volunteers coming from countries within the region contributing their expertise elsewhere in Latin America and Caribbean.

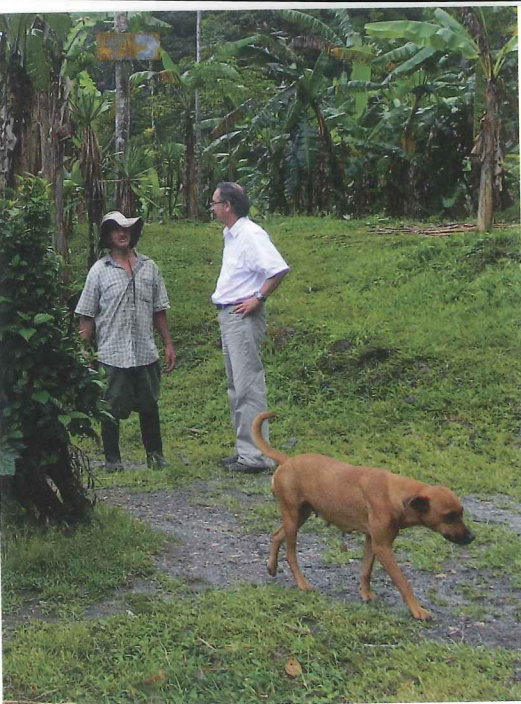
bout: Tell us about the Model Forest Network.

RR: It is a Canadian idea put into practice around the world with methodology supported by the International Model Forest Network (IMFN). There are model forests running or in development in 22 countries on five continents. CUSO-VSO also supported the creation of the Ibero-American Model Forest Network (IAMFN) with 24 model forests in 13 countries.

"Model Forests" are large geographical areas with enough forest cover to justify introducing best management practices. These are developed, tested, improved and shared to generate models of sustainable development. Model Forests may include protected areas, private farms and tree groves, villages, rivers and watersheds. Within this space, technical knowledge is used to optimize social benefits and economic opportunities while ensuring environmental conservation.

Local participation is the key to long-term success. Model Forests are about people resolving issues of poverty and development. They bring their knowledge and resources to the table in order that all stakeholders in any Model Forest contribute toward the betterment of all its members. At the heart of every successful Model Forest are people with diverse perspectives about development but with one common aim: sustainability where everyone benefits. These include owners of groves and plantations, small-scale farmers, forest companies, park officers, indigenous communities, environmentalists, scientists, tour operators, government officials, hunters and others.

CUSO-VSO supports initiatives for sustainable livelihoods – Model Forests are one of our best examples of innovation and best practices for the sustainable management of natural resources and landscapes. No Model Forest is quite like another: some are in areas of low population density where rural poverty and access to natural resources are key issues; others are in heavily populated areas and deal with issues of water quality, recreational needs, conservation and biodiversity.



Protecting the environment through eco-tourism, Costa Rica.

They facilitate the association of various groups, networking, a commitment to sustainable management, and work to extend landscapes where activities can be pursued based on the values and needs of stakeholders.

To date, CUSO-VSO has worked with Model Forests in Bolivia, Chile, Costa Rica, Honduras, Guatemala and Argentina where we assist in the management of the regional Iberoamerican Model Forest Network (IAMFN). Our first volunteer, Sylvain Legault of Gatineau, walked into the Chiloe Model Forest in Chile in 2000; since then 40 volunteers have served in community forests that help sustain 1.4 million people.

What do our Model Forest volunteers do?

- In the Atlantida Model Forest (Honduras) we build local capacity to manage decentralized responsibilities and budgets;
- In the Araucarias del Alto Malleco Model Forest (Chile) we contribute to disseminating and adapting best practices for regional participatory planning and monitoring;
- With the IAMFN we help create local capacity for analysis and communication, policy analysis and advocacy;
- In the Lachuá Model Forest (Guatemala) we help adapt indigenous knowledge and traditional land use and resource management systems; and
- In the Chiquitano Model Forest, (Bolivia) we help build capacity to benefit from sustainable, resource-based economic activity.

bout: What are the big challenges ahead?

RR: Political reality here has changed significantly in the last 20 years. Democracy is more entrenched in most countries, and the region has experienced economic growth and expansion despite the recent financial crisis. Nonetheless, the region remains one of the most unequal in the world in terms of income distribution and access to decent income and jobs. Some 280 million people continue to live under the poverty line.

The big challenge for development is reducing the growing gap of rich and poor. It contributes to a climate of increased insecurity, civil unrest and corruption. It threatens still fragile democratic practices, particularly among the poorest countries in the region. Most countries also are ill prepared to adapt to climate change, and the urban and rural poor will continue to suffer the biggest consequences of natural disasters. Issues of good governance, efforts to overcome inequality, and initiatives to adapt to a changing environment set the agenda in our efforts to diminish current levels of poverty and inequality.

CUSO-VSO helps fight poverty by establishing strategic regional alliances and initiatives. Knowledge networking, public policy understanding and advocacy are central to that effort. As borders fade, North-South and South-South collaboration also will prove one of the key new features of international cooperation. In many respects we are the human face of Canadian development efforts in which cultural diversity and identity, enriched by new approaches and experiences, are a foundation for a new global sense of citizenship. I think we embody the spirit of the Americas Strategy and we look forward to working with our diplomatic colleagues in its implementation.

bout: Thank you. ☺

Model Forests: A Diplomatic Vignette

by Harold Hickman

Canada has long been involved in the Model Forest Project on Chiloe Island in Southern Chile that Rolando Ramirez mentions. In May of 2001, then Governor General Clarkson and her multidisciplinary delegation of distinguished Canadians made a State Visit to Chile. She visited the Aboriginal Hazelnut farm as well as the Centre for Education and Technology (CET) within the Chiloe Model Forest. The International Development Research Centre was deeply involved with the development of the Model Forest and was successfully working with the local population to benefit the inhabitants of the area while sustaining the forest's viability.

The visit went extremely well. A highlight, for me, was a short encounter between acclaimed novelist Roch Carrier, then Director of the National Library of Canada, and a local woman selling sweaters during the delegation's visit to the CET. I was a departmental escort officer on the visit and was interpreting for Mr. Carrier as he purchased a hand knitted sweater. The

Earlier in the visit, Mr. Carrier had presented a collection of books to the Chilean National Library written over the previous two decades by members of the Chilean community in Canada. Events such as the visit to the Model Forest and the presentation to the National Library highlighted the diversity of Canadian-Chilean relations.

This comprehensive style of state visit strengthened relations across broad sections of society, giving them new depth. The smooth organization of a subsequent Team Canada visit in 2004 and the ease with which then PM Paul Martin's participation was organized in the 2006 APEC Summit in Santiago owed much to the ties developed during the 2001 State Visit by the Governor General and her diverse delegation. To me the lesson was clear: the dividends of a multi-faceted relationship, made possible in part through a vibrant NGO sector, are more substantial than they may at first appear.

*Harold Hickman is a retired Foreign Service officer and past Editor of **bout**.*

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woman held out her Grandmother's thick, old, and very well-used book of dye recipes to Mr. Carrier. She showed him the one she used for his sweater – the bark from one of the forest trees was the base ingredient in the mixture used to dye the wool sheared from sheep raised on a farm in the forest. Tactfully, the sweater (for fans of the NFB's marvellous adaptation of Carrier's *The Hockey Sweater*) was neither the rouge of Les Canadiens nor the blue of the Maple Leafs...



Photos: Model Forest on Chiloe Island in Chile — (top) from left to right: Maureen O'Neil, President of the IDRC, Governor General Adrienne Clarkson, John Ralston Saul, and Roch Carrier; (bottom) Not a hockey sweater! Model Forest resident showing sweater dyed using materials found in Model Forest.



Des avions. Des trains. Une fierté.
Planes. Trains. Canadian spirit.

BOMBARDIER





Sur la Meseta, entre Burgos et León

Kilomètres sur les chemins de compostelle

par Jean-Paul Hubert et Florence Pèloquin

Pour reprendre l'expression développée par Gail Sheehy dans ses livres sur la vie et ses cycles, la retraite constitue pour la plupart d'entre nous un « passage », un tournant qui nous marquera. Nous anticipons, chacun à sa propre façon et selon ses propres dispositions, ce moment où, pour la dernière fois nous verrons se refermer derrière nous la porte d'une ambassade ou celles de « Fort Pearson ». Ce moment où on laisse derrière soi 25, 35 ans de carrière, voire d'avantage encore.

Alors qu'approchait pour nous ce moment de transition, mon épouse Florence et moi nous sommes mis à la recherche d'un projet qui pourrait marquer ou souligner de façon particulière ce « passage » que nous attendions avec une certaine impatience, tout en l'appréhendant quelque peu. Ainsi nous l'avait-on suggéré lors d'un *Séminaire sur la préparation à la retraite* offert par le Ministère.

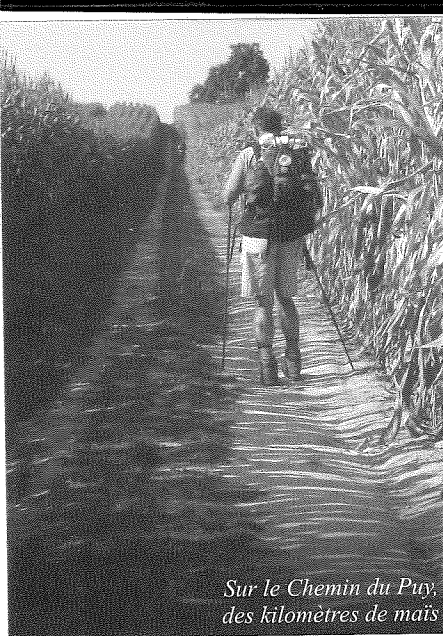
L'idée, vite devenue rêve, de « faire le Chemin de Compostelle » s'est imposée à nous. Quelques années plus tôt, des amis canadiens rencontrés en Belgique avaient piqué notre curiosité et suscité notre envie en partageant avec nous le récit de leur expérience sur les chemins de Compostelle. Lorsque vint s'ajouter cinq ou six ans plus tard celui, enthousiaste, d'un collègue du Ministère déjà à la retraite (Jacques Castonguay), nous n'avons pas pu résister à ce que nous sentions déjà comme un véritable appel.

Dans notre esprit, « faire Compostelle » signifiait à ce moment-là pour nous parcourir à pied le *Camino francés*, le plus mythique ou à tout le moins le plus « populaire » des nombreux chemins empruntés au Moyen-âge par les pèlerins venus de divers points d'Europe en marche vers Santiago de Compostela. Soit les 791 kilomètres qui séparent Saint-Jean-Pied-de-Port, près

de la frontière franco-espagnole, de cette ville de Galicie. (Avec le temps d'autres « voies jacquaires » s'imposeraient à nous.)

En serions-nous capables? Cela était-il à la portée des sexagénaires que nous étions devenus? De nombreuses marches dans les Alpes pendant nos quatre années en Suisse nous avaient gardés en bonne forme. Mais on ne pouvait certes comparer des excursions occasionnelles d'une journée, pratiquement sans bagage, aux 35-40 jours de marche d'affilée, au rythme d'un peu plus de 20 kilomètres par jour, avec un sac de huit à 10 kilos sur le dos. Les nombreuses années passées dans le confort des résidences officielles ne nous avaient pas préparés à la promiscuité des gîtes d'étapes, à devoir dormir parfois dans des lits à deux étages dans une chambrée pouvant comprendre jusqu'à deux douzaines d'autres personnes, dont, inévitablement, un lot de ronfleurs. Sans compter le partage de douches et toilettes, etc.

Quand nous avons « testés » la faisabilité de notre projet en mai 2005 et mai 2006 en marchant les 12 premières étapes du Chemin du Puy en Velay (voir plus bas), nous étions loin de nous imaginer que cinq ans plus tard nous aurions parcouru, en plus du *Camino francés*, la totalité du Chemin du Puy en Velay, la majeure partie du Chemin d'Arles, et le Chemin de Genève. Bref, au delà de 2 500 kilomètres. Arrivés au terme de notre *Camino francés* le 8 juin 2007 (nous avions quitté Saint-Jean-Pied-de-Port le 4 mai) nous nous étions dits : « Ça y est, on l'a fait, passons à autre chose! » Mais, « le Chemin nous habite pour toujours », nous avaient dit de nombreux récidivistes rencontrés au long du parcours; « quand on attrape le virus de Compostelle, difficile de s'en défaire ». Ce qui explique sans doute pourquoi, alors que nous avions à peine terminé le Chemin du Puy en octobre de l'année suivante (2008), nous décidions de nous



*Sur le Chemin du Puy,
des kilomètres de maïs*



*Saint Jacques représenté comme
pèlerin, à la Cathédrale de
santiago de Compostela*



Sur le Chemin d'Arles

attaquer au Chemin d'Arles dès avril 2009. En octobre 2010 suivrait le Chemin de Genève. Et au moment où ces lignes sont écrites, nous sommes d'ailleurs à nous demander non pas « retournerons-nous cette année? », mais « où irons-nous cette fois? ».

Un peu d'histoire...

Il existe une abondante littérature sur « le chemin de Compostelle », ses origines, son histoire au fil des 1 000 ans de son existence. Il serait vain d'en faire ici un résumé qui fasse justice à la vérité historique. Qu'il suffise de dire qu'il est né de ce qui est sans doute, pour une bonne partie du moins, une légende. L'apôtre Saint Jacques serait venu évangéliser les populations du nord de la péninsule ibérique. De retour à Jérusalem, il est tué et ses fidèles ramènent son corps en Galicie. Les Maures occupent l'Espagne pendant plus de 800 ans, et l'Espagne chrétienne entreprend la « reconquista ». Un jour une pluie d'étoiles indique un champ où se trouvent

les restes de l'apôtre (champs d'étoiles = campo de estrellas = compostella). Saint Jacques serait apparu (en 844) aux côtés des troupes chrétiennes, et devient dès lors le « Matamore », le patron de la lutte aux infidèles. Une chapelle, puis une église sont construites sur le lieu de ses reliques. Et voilà... le « pèlerinage à Santiago de Compostella » devient un « must », parfois même une épreuve imposée aux pêcheurs ou criminels. Grands et petits, princes et simples citoyens y viennent de partout en Europe. Et dix siècles plus tard, les « chemins » tracés par ces « pèlerins » sillonnent toujours le continent, et y transitent des milliers de gens venus des cinq continents. On peut signaler qu'en 2010 au moins 2 194 Canadiens se sont enregistrés au Bureau des pèlerinages de Santiago.

Les diverses motivations...

Il serait utopique de penser que tous ceux qui empruntent ces « chemins » marchent d'un même pas, obéissent à une même impulsion et poursuivent les mêmes objectifs. Certains y

viennent faire le point sur leur vie, se ressourcer, ou sont en quête de réponses à leurs interrogations intimes. D'autres, souvent des retraités, et c'était notre cas, y voient une sorte de rite de passage. Il y a aussi ceux, souvent parmi les plus jeunes, qui viennent simplement s'y dégourdir les jambes, profiter d'hébergements à peu de frais et se constituer un carnet d'adresses internationales. Et bien sûr plusieurs inscrivent cette démarche dans leur pratique religieuse, viennent s'y recueillir et prier au sens traditionnel du terme. Malgré cette diversité des motivations – lesquelles d'ailleurs peuvent parfois se combiner – le fait de marcher dans la même direction, jour après jour, crée une communauté de partage qu'on ne retrouve pas nécessairement sur les sentiers de randonnée ordinaires.

Nos expériences...

Comparer entre eux les quatre « chemins » que nous avons parcourus à ce jour est un exercice par définition très subjectif. En effet il y a autant de « chemins » que de marcheurs, chacun étant influencé par son état d'esprit du moment, par ses conditions tant physiques que mentales ou psychologiques.

Le *Camino francés* (2007), que nous avons parcouru en 35 jours (dont deux de repos), est indiscutablement celui qui nous a le plus marqués, celui qui nous laisse les meilleurs souvenirs, bien que nos quatre « chemins » demeurent tous mémorables à nos yeux. Peut-être est-ce dû au fait que c'est celui que nous avons vécu de la façon la plus « pèlerine », c'est-à-dire en acceptant notre condition de marcheur parmi les marcheurs, en logeant dans les gîtes communaux, en mangeant le « menu du pèlerin », en participant aux rituels de ceux qui marchent vers St-Jacques, par exemple en utilisant sans cesse les salutations consacrées du pèlerin: *Buen camino* et *Ultréa*.

Mais il y a plus. Leslie Harman, une amie qui a fait le *Camino francés* en 2008, parle de « l'énergie » de ce chemin. Le *Camino* possède un immense pouvoir. Quand on y marche, précédé par leur ombre puisqu'on va toujours vers l'ouest, et qu'on y côtoie tous ces gens qui tendent vers Compostelle, chacun pour ses raisons, on ressent quelque chose de très spécial; on se sent près de ces inconnus, qu'on échange un simple *buen camino*! avec eux, qu'on chemine 20 minutes ou une heure à leur côté ou qu'on se lie d'un peu plus près alors qu'on se revoit d'étape en étape au fil des jours. Il y a là une sorte de communauté, de fratrie. Les amitiés qui se tissent sur le *Camino* revêtent un caractère unique. Pas étonnant que parmi les moments que l'on retient et qui nous sont les plus chers figurent en bonne place les repas communautaires pris aux gîtes ou les bonnes « bouffes » au resto, avec tout ce qui les accompagnent en termes d'échanges, de confidences sur nos vies, etc.

Le Chemin du Puy va du Puy-en-Velay à Saint-Jean-Pied-de-Port et s'étend sur 731 kilomètres. Parcouru en 38 jours (14 en 2005 et 24 en 2008), il nous a séduits par sa grande beauté et les trésors artistiques et architecturaux qui le jalonnent. La campagne française semble y être à son meilleur; quels souvenirs impérissables nous ont laissés l'Aubrac, par exemple, et le Gers,

pour ne mentionner que ces deux régions. Et que dire de la gastronomie! À souligner aussi, la qualité des gîtes, souvent privés, mais toujours fort accueillants. Nous serions tentés d'envier ceux qui marchent du Puy jusqu'à Santiago en une seule fois, plus de 1 522 kilomètres (3 024 marcheurs l'ont fait en 2009); car nous pouvons imaginer qu'ils connaissent dès la portion du Puy à Saint-Jean-Pied-de-Port les mêmes moments d'intensité spirituelle et/ou émotive que ceux que nous avons attribué au *Camino*.

Quant à notre expérience de 2009 sur le Chemin d'Arles (935 kilomètres de Arles à Puente-la-Reina), elle s'est limitée à 605 kilomètres, parcourus en 31 jours. Elle nous aura enchanté par la diversité de ses paysages, par ses montagnes d'abord rudes puis toutes en forêt, par la qualité de certaines « Haltes vers Compostelle » où nous avons été accueillis pas des gens formidables de simplicité, d'ouverture. C'est sans doute le chemin que nous avons trouvé le plus exigeant, sur le plan

Il y a là une sorte de communauté, de fratrie.

Les amitiés qui se tissent sur le Camino revêtent un caractère unique.

physique. Peut-être le fait que – eh oui! – nous vieillissons tout de même un peu, joint à des conditions climatiques parfois pénibles (pluies intenses, avec son corollaire de sentiers boueux et le froid auquel on ne s'attendait pas), y sont-ils pour quelque chose... Et puis, avouons-le, le fait de marcher des journées entières sans rencontrer le moindre marcheur nous a privés d'une des dimensions que nous apprécions beaucoup dans ce genre d'expérience, à savoir les contacts et les échanges avec des gens d'origine et d'horizons divers. Le Chemin d'Arles nous est aussi apparu moins chargé émotionnellement que les deux premiers. On y trouve aussi moins de traces historiques tangibles du passage des pèlerins au cours des siècles passés.

Nous avons beaucoup aimé le Chemin de Genève (de Genève au Puy-en-Velay; 373 kilomètres; 17 jours), notre plus récente expérience (octobre 2010). Les panoramas y sont souvent grandioses. Il demeure cependant un chemin relativement exigeant, en raison de ses nombreux dénivelés, sans être jamais vraiment trop rude cependant. Contrairement aux trois précédents, il compte encore relativement peu de « gîtes communaux » (et donc à prix modique) du genre de ceux auxquels par exemple nous sommes habitués le *Camino francés*; il faut souvent y avoir recours à la chambre d'hôte. Mais il compte aussi sur un formidable réseau d'« accueils jacquaires », des maisons privées où des « amis du chemin » offrent d'accueillir (souvent dans un confort hors pair, et avec un excellent dîner partagé avec les hôtes) les vrais pèlerins (i.e. avec « credencial »); le tout moyennant une rétribution laissée au bon vouloir des marcheurs. Comparés à nos autres expériences, peu ou presque pas de « dîners communautaires » ou d'échanges « en profondeurs », si ce n'est avec certains de nos hôtes en accueil jacquaire ou en chambre d'hôtes.



La Cathédrale de Santiago de Compostela

Une journée typique dans la vie d'un « pèlerin »...

Plusieurs pèlerins marchent seuls, ou en couple. Certains le font en petits groupes, généralement de trois ou quatre; ces groupes souvent se font et se défont sur le chemin même, au gré des rencontres. Le marcheur est un lève-tôt, et la plupart se mettent en route avant 7h30. Voire plus tôt encore, en Espagne en particulier, où il n'est pas possible de réserver dans les *albergues* communaux, et où donc on assiste à la désagréable « course aux gîtes ». (Ce qui suit traduit nos préférences et habitudes personnelles, mais reflète néanmoins une pratique généralement répandue).

En moyenne, une étape typique de 20-25 kilomètres requiert environ sept heures, si l'on compte un ou deux arrêts pour se reposer et se rassasier. Ce qui fait que la journée de marche se termine la plupart du temps avant 14 h. Suivent l'installation, la douche – avec au besoin le soin des pieds! – et l'endossement des vêtements de rechange ou « d'étape » avant le repas du midi; lequel sera précédé ou suivi de la nécessaire lessive si l'on veut repartir à sec le lendemain. Puis une bonne sieste est de mise, et/ou la visite de la ville ou du village où l'on se trouve.

Il faut aussi préparer l'étape du lendemain (étude de son inséparable guide, par exemple pour voir s'il y aura ou non des villages-relais où se ravitailler, ou s'il faut le faire sur place). La préférence va souvent à un dîner léger; pris assez tôt dans la mesure où cela est rendu possible par les coutumes locales, car... il faut se lever de bon matin. Pour les trajets en France, le découpage de la journée différera; la possibilité de réserver gîte et chambres d'hôte à l'avance pourra souvent se traduire

par des départs moins matinaux, un repas léger de type pique-nique pris en route le midi, et une fin d'étape un peu plus tardive suivie d'un dîner plus substantiel.

Pour conclure...

On dit souvent : « on ne fait pas le «chemin de Compostelle»; c'est le chemin qui nous fait ». Vécue seul, à deux ou en groupe, il s'agit là d'une expérience qui demeure très personnelle. Tous ceux que nous connaissons et qui comme nous ont réussi la « longue marche » en reviennent « transformés ». Une fois réalisé, le « chemin » les habite pour toujours. Ce qui explique sans doute pourquoi ceux qui récidivent par la suite sont si nombreux. Nous avons respectivement 64 et 65 ans lors de notre Camino francés en 2007. Et nous n'arrivons plus à nous arrêter...!

Nous serons heureux de prodiguer conseils et recommandations à ceux qui se laisseraient tentés, et les encouragerions certes à succomber à cette tentation. ☺

Jean-Paul Hubert, maintenant à la retraite, a servi 35 ans au MAECI : ambassadeur en Afrique, Europe et Amérique du sud, représentant au sein de l'OEA, et représentant du Premier ministre pour les Sommets de la Francophonie. Il a été professeur associé à l'Université de Sherbrooke et président intérimaire du Centre international des droits de la personne et du développement démocratique; il siège comme membre-élu du Comité (jeanpaul1941@gmail.com).



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Panditji Pearson in Colombo: the View from Headquarters

The Conference of Commonwealth Foreign Ministers which took place in Colombo, Ceylon (now Sri Lanka) was the first such gathering to take place in Asia and it undoubtedly was a new and interesting experience for the members of the Canadian Delegation, which was headed by the Secretary of State for External Affairs, Lester B. ("Mike") Pearson. Of course, it was also a novel journey for some of the Canadian reporters who accompanied the Delegation. That exotic quality was much in evidence in the reports which reached Canada from South Asia, particularly one in the Ottawa Journal which attracted the attention of many in the headquarters of the Department of External Affairs, notably those left behind in the minister's office. R. G. "Jerry" Riddell was never one to miss an opportunity to lampoon his colleagues and his superiors, as the letter below indicates. At the time of its composition, the author was working as an adviser and speech-writer for the minister, prior to his posting as Canada's Permanent Representative to the United Nations in New York. Unfortunately, the article which inspired Riddell's missive was not filed with this copy of the letter, which was found in the Riddell Papers at the Archives of the University of Toronto.

Of course, there was also serious work undertaken at the conference, as evident from the programme for development assistance which is still known as the Colombo Plan. One of Pearson's challenges when he returned to Ottawa was to persuade his parsimonious Cabinet colleagues to contribute to the fund that initiated the Colombo Plan. Though Pearson's commitment to this endeavour is recalled as far-sighted diplomacy, the Canadian government was initially preoccupied with its impact on the national budget. Neither for the first nor for the last time was an overseas expenditure, however justifiable, questioned as a priority.

– Hector Mackenzie

R. G. Riddell [Office of the Secretary of State for External Affairs] to Hume Wright [Canadian Delegation to Commonwealth Conference c/o Canadian High Commissioner, New Delhi], 17 January 1950.

Ottawa, January 17, 1950

H. H. Wright, Esquire,
Canadian Delegation to
Commonwealth Conference,
c/o Canadian High Commissioner,
New Delhi.

Dear Hume,

I enclose in its entirety a clipping concerning the activities of the Delegation to the Commonwealth Conference as it appeared in The Journal on Friday last. As you can well imagine, we were fascinated by the information which it contained. In view of his many comments before he left Ottawa on the subject of the egg surplus, we had expected the Minister to deal with the problem of the Canadian egg in a vigorous and forthright manner. Indeed, I understand that before the party left the plane had been christened by Herb Moran [Assistant Under Secretary of State for External Affairs] "The Flying Omelet". None of us, however, had expected the Delegation would light upon the brilliant device of finding a magician who could make the eggs disappear. I hope that you

have made a careful record of the appropriate incantation. Better still, of course, would be to bring the performer himself. I am sure that the Department of Agriculture would be glad to provide him with suitable working quarters, even if it proved necessary to build a reproduction of a Ceylonese Temple on the grounds of the Experimental Farm. There is only one point that puzzles us. The newspaper account says that

demonstrations in the Minister's office every hour on the hour.

Finally, we are full of curiosity to know who was the member of the Canadian Delegation who put the Delegation on record as being proud of its "Panditji". I am sure that a wave of emotion must have swept over the whole Indian populace when this announcement was made, accompanied by the appropriate explanation of the meaning of the word. I wonder

I suppose that if you and some of your more high spirited colleagues feel like building a fire under yourselves, we should not worry.

"Pearson assisted the magician by holding an egg in a bag". When the performance was over, who was left holding the bag?

We were equally delighted by the account of the Delegation all eating that well-known native Ceylonese dish, cold turkey. This opportunity to enjoy exotic and little-known food is certainly an example of the advantages of world travel. Perhaps you will bring us back a little cold turkey so that we may know what it tastes like. We have been wondering also about the performance of the dancers. The description of lighted torches being placed in mouths and flaming sticks placed against bodies is not entirely explicit. Whose mouths and whose bodies? I suppose that if you and some of your more high spirited colleagues feel like building a fire under yourselves, we should not worry. We cannot help feeling concerned, however, about Miss McIntosh. We should be distressed if she came home marked for life with the sears of your celebrations. We should be equally distressed, of course, if she came home with a passion for holding lighted torches in her mouth, and insisted on giving

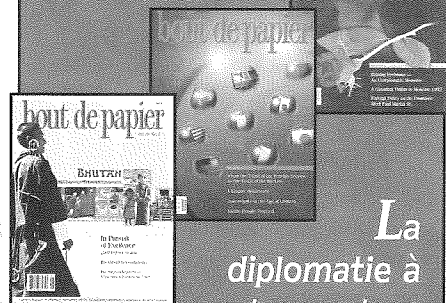
if by chance there was some arrangement between the Canadian and Indian Delegations for a joint press release in these terms. We shall search the Indian Press when it arrives to find out whether, when a member of the Canadian Delegation was saying "We are are proud of our Panditji" and explaining that Nehru is affectionately know as Panditji, a corresponding member of the Indian Delegation was announcing "We adore our Lesterkin" and explaining that Lesterkin (not to be confused with gremlin or leprechaun) is a Canadian diminutive for the formal Canadian "Mike".

You can see from all this that I have been following your activities in Ceylon with the most profound interest, and in the quiet seclusion which these days characterizes the Minister's office, have been reflecting deeply on the problems which have been pre-occupying you.

All good wishes.
Yours sincerely,
RGR

Enclosed: "Pearson Watches Ceylonese Dancers,"
Ottawa Journal, 13 January 1950. ☺

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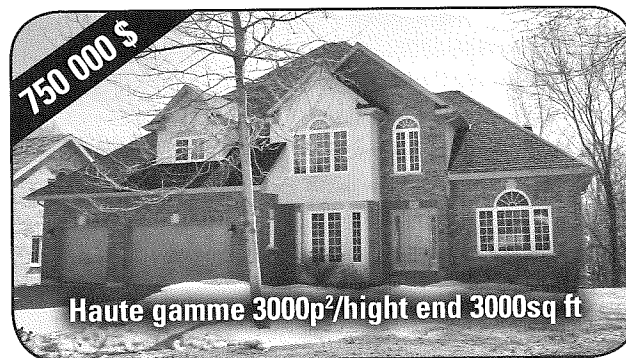
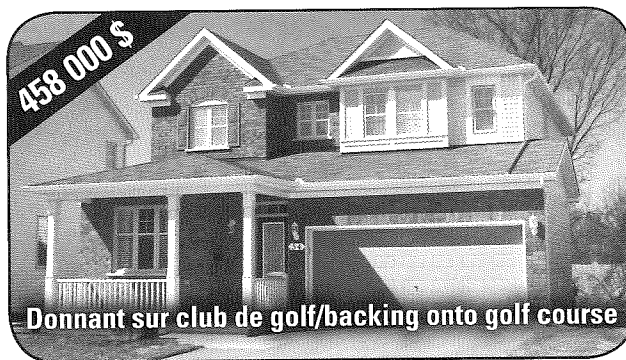
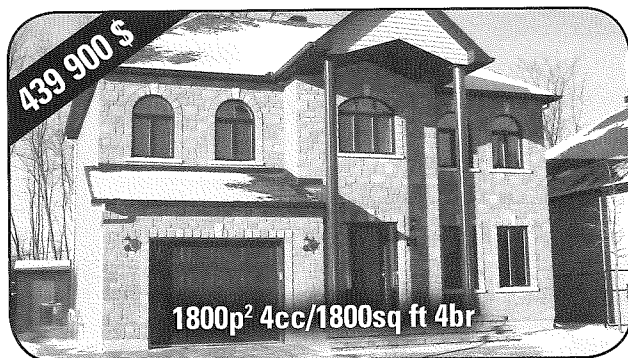
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Why Diplomacy is Changing: Susan Johnson Examines our Tradecraft

by Rick Kohler

bout de papier took the opportunity to chat with the American Foreign Service Association's President, Susan R. Johnson, on a recent visit to Ottawa. She spoke to audiences ranging from the Canadian International Council to PAFSO members, interspersed with liaison at Ottawa's U.S. Embassy. Susan proved an articulate, provocative and engaging spokesperson for the tradecraft of diplomacy.

Susan's first posting was Havana in 1980. She descends from an FS bloodline – her father and brother were both practitioners as would have been her mother had the State Department permitted tandem couples in earlier days. Her husband was a Pakistani diplomat – ambassador to Kazakhstan and the People's Republic of China, and the top position of Foreign Secretary in Islamabad. Hers has been a lifework of achievement coupled with the challenges

of leaves-of-absence and commutes between capitals to accommodate the twin careers of nationals of different states.

With degrees in History and International Relations, her first job was with a private sector multi-national in Omaha, Nebraska. Inevitably, the calling of her early family conditioning led her back to State; she now looks back on a rewarding career with a teasing grin, having "seen it all".

Susan discerned a number of changes in diplomacy during assignments in Cuba, the UN, Mauritius (DCM), Kazakhstan, Russia, Iraq, Bosnia, Romania (DCM), stints at State Department in Washington, the National Endowment for Democracy, and as a Pearson Fellow in Congress (working for former Senator Bill Bradley). Her perspective is, of course, Washington-based, but extrapolations to other jurisdictions would appear consistent.

Most important is a sense of decline in diplomacy as a tool of national power. Susan ascribes this to three main factors:

1. **Globalization** – communications, the internet, mobility of heads of government and the ubiquity of data join in diluting the role of Foreign Minister who is no longer a main actor;
2. **Militarization** – the evident growth in the blend of diplomacy with the flexing of military authority;
3. **Domestic politics** – as the House of Representatives sees itself as a surrogate source of foreign policy.

Susan listed other culprits such as an operational tempo that is faster and having to do more with less. In 1970 the U.S. Foreign Service had 12,000 career officers; today, the number is the same but spread more thinly over more missions and across a great diversity of programs.

Secretary of State Hilary Clinton has introduced a number of reforms to improve diplomacy's status, but there's a long way to go. An emerging new dictum for diplomacy is "management of change through non-violent means". Her approach tackles the challenge of improving statecraft along the lines of Diplomacy, Development and Defence, taking a long-term perspective.

Susan also outlined a growing debate over whether diplomacy is a "profession". The concern is not so much that it isn't, but that it needs improved definition. Just as lawyers and physicians are closely regulated against core competencies, so should



PAFSO President Pam Isfeld and Susan Johnson

diplomats be measured against identifiable criteria that are posted and promulgated.

Approximately 1,000 positions do not permit family accompaniment and, in a climate of redressing spousal concerns, singles wind up feeling discriminated against.

Greater diversity is a target: new recruits (to cite one example) now have an age cut-off at 59 years; African-Americans and Latinos continue to be under-represented (largely because they tend to prefer the private sector); and Southerners lean more often in the direction of the military. Women are being recruited at a rate of 50% (as in our foreign service) yet continue to have a lower representation in senior ranks, in the 25% range.

Susan adds that the eight week maximum maternity leave provision leaves room for improvement and commiserates that the spousal role (and its rewards) is about the same in both our foreign services. She noted (with envy) that the Japanese Foreign Service allows spouses posted abroad to receive an incremental 20% of the diplomat's salary. This is designed to compensate for support provided during an overseas assignment although there is no specific contractual accountability.

About 10% of the U.S. Foreign Service has been reserved for tandem couples given the growing need to attract dual professional partners. Approximately 1,000 positions do not permit family accompaniment and, in a climate of redressing spousal concerns, singles wind up feeling discriminated against.

At State, it is generally accepted that in order to make it to the top, competence in both policy and program management is required. Policy wonks need to demonstrate the ability to implement policy to qualify for upward movement. A greater emphasis is accorded to Teamwork now with less

emphasis on excellence in just one subject or on the individual "superstar".

Asked how our foreign services compare, Susan saw our two professional organizations as fundamentally similar in "value", reputation and effectiveness – with two exceptions: scale and security. The U.S. Foreign Service is just bigger – a mid-sized embassy has 300 employees. Baghdad has 8,000 and is growing to 17,000. U.S. engagement in conflict zones around the world also places a high burden of security on its establishments; finding a workable balance between the proactive work of diplomats and mission security is a chronic challenge.

Non-career Heads of Mission are common in the U.S. Foreign Service: around 30%. This is a phenomenon AFSA recognizes as the clear purview of the Executive Branch but tracks it carefully on its website: www.afsa.org.

Asked "would you recommend joining the Foreign Service to young people today?" Susan said her view has evolved.

A decade ago she would have recommended that applicants put all their options on the table before making a firm decision, foreign service being one of many choice careers. Today, she would enthusiastically push a foreign service career if for no other reason than renewal of the craft is a compelling demand.

Finally, Susan brandished and recommended a copy of AFSA's newly published book *Inside a U.S. Embassy, Diplomacy at Work* – a few copies are available at PAFSO headquarters if members wish to have a look. There is fuel for thought therein – is a Canadian version in the cards? ☺

Now retired, Rick Kohler's 35 years in the Foreign Service included stints as Chief Information Officer, Ambassador to Brazil, Chief of Protocol of Canada and Consul General in Sydney. He later served as ADM International Relations in Ontario Premier McGuinty's Cabinet Office and represents RHOMA on bout's Senior Editorial Board.



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It's Not Rocket Science

by Sam Hanson

Or so we are often told. And those who so tell us have a point, but not the one they believe they are making.

I was a small boy in Calgary in the late Fifties and early Sixties, when the first space flights took place, and like many I developed a strong enthusiasm for space travel. Being something of a geek even in those days, I went to the library to see what there was to read on the subject. I found that the definitive work on space travel had been written decades before. It was Hermann Oberth who wrote the book on rocket science. In the absence of Vostok and Mercury flights, he formed his enthusiasm for the subject after reading Jules Verne's *From Earth to the Moon* at the age of 11. *Die Rakete zu den Planetenräumen* (*The Rocket into Planetary Space*), all 92 pages of it, was published in 1923. I found an English translation in the Calgary Public Library, but was unable to make much headway with it.

My grasp of arithmetic in those days was nowhere near equal to Oberth's use of algebra, trigonometry and calculus to translate Newtonian physics into the algorithms needed to engage in rocket-powered interplanetary travel. But for those who have the math, Oberth's book remains the seminal classic on rocket science. Compare Oberth's slim volume with *Satow's Guide to Diplomatic Practice* which, in its 1979 edition, weighs in at 576 pages. It has its competitors, but is generally recognized as a standard reference on the subject. And, unless I missed one, it contains no algorithms. But it does contain an exhaustive description of the various modalities of diplomatic practice.

Rocket science is rooted in the laws of nature. That is why Oberth's books could be so short and so complete. Physics and mathematics are the same for everyone, everywhere. Diplomacy has its roots in human nature, which is infinitely variable. Diplomacy provides sovereign states, each of them unique and having its own political, cultural, social and linguistic identity, with tools to promote their interests, transact business and resolve differences. Always a work in progress, diplomatic practice develops through the accretion of experience rather than scientific research. Diplomatic practice is to diplomacy what TCP/IP is to the Internet: an agreed set of rules that make it possible for the system to function.

It takes nothing away from rocket science to make the claim that diplomacy is more complex and less definitive. But look at it from a risk-management perspective – if you get rocket science wrong, you could lose your spacecraft and your crew. It has happened a number of times and it is always terrible when it does. But at least such disasters are limited in scope and quickly over. However, if you get diplomacy wrong, the consequences are open ended – as has already happened a generation ago, you can get locked into a land war in Asia with no way forward, no way out and no end in sight. It is no more than prudent to take diplomacy as seriously as rocket science. Those who do not will have their heads handed to them by those who do. ☺

Diplomatic practitioner since 1974, Sam Hanson is a "survivor" of postings in the Sudan, Bosnia, Croatia, Namibia, Tanzania and Yugoslavia.

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each of them unique and
having its own political,
cultural, social and linguistic
identity, with tools
to promote their interests,
transact business and
resolve differences.

David Reece

1926–2011

Born in Winnipeg on Saint Valentine's Day, 1926, of a Welsh father and an English mother, David took his secondary schooling at Ravenscourt and began his university education in 1943 at the University of Manitoba. In May 1944 he joined the Canadian Navy where he saw service as an instructor and a junior officer on the corvette *HMCS Collingwood*. In 1946, his parents now living in England, he resumed his education at Cambridge University where he took a law degree in 1949. He was called to the English bar in 1951, although he had no intention of practising law. After a variety of odd jobs in London, he sat the Foreign Service examination and joined the Department of External Affairs in 1952.

His first posting was to New Delhi in 1954. Following a tour of duty in Ottawa 1956–58, he served in three capitals in quick succession, Kuala Lumpur, Bonn and London 1958–62. David then spent a

long period – for him – in Ottawa in Africa and Middle East Division and the External Aid Office 1962–67. Duty at headquarters was not always to his liking. To enliven its workaday atmosphere, he liked to exchange doggerel verse and limericks with a fellow officer to the amusement of colleagues. He returned to New Delhi 1967–69 and then went as Canada's Deputy Permanent Representative to the United Nations, New York.

In 1972 he was appointed High Commissioner to Trinidad and Tobago, the first of five postings as head of mission. He was High Commissioner to Ghana 1974–76 with accreditation to Liberia, Benin and Togo. After a two-year stint at headquarters, he was made Ambassador to the Mutual and Balanced Force Reduction Talks, Vienna, 1978–82. He returned to Commonwealth affairs with his appointment as High Commissioner to Jamaica 1982–84, and following another home

posting, he became High Commissioner to Zambia and Malawi 1987–90, in his own words "a logical finale to a career largely devoted to Commonwealth developing countries".

In retirement David published his memoirs *A Rich Broth: Memoirs of a Canadian Diplomat* and two books *Ambassador Assignments: Canadian Diplomats Reflect on Our Place in the World* and *Special Trust and Confidence: Envoy Essays in Canadian Diplomacy*. He died on January 12, 2011 due to complications from Alzheimer's. His wife Nina (Stone) died on January 26 from a rare and aggressive cancer. They are survived by their children Katherine, Michael and Caroline (Mrs. Edward Liptay) who stressed the importance of their mother to the success of their father's career.

Robert Elliott

1928–2011

Born at Vibank in southern Saskatchewan on August 4, 1928, Robert took his secondary schooling in Regina and his B.A. in political science and history at the University of Saskatchewan in 1949. Sponsored by two of his university teachers, he attended a Colonial Office course at the University of London and joined the British Colonial Service in 1952. He served in Western Nigeria for three years, becoming a District Officer.

He joined the Department of External Affairs in 1956, and went on his first posting to Beirut in 1957. Returning to Ottawa in 1960 he served in the Africa and Middle East Division, followed by a posting to London 1963–65 dealing with African

affairs. With the outbreak of the Nigerian Civil War in 1967, Bob was assigned to Lagos with a return to headquarters in 1968 where he served in the Africa and Middle East Division until appointed as Ambassador to Algeria in 1973. He served as Minister in Paris from 1976–80 when he became Ambassador to Egypt with accreditation to Sudan. He was Director-General for the Middle East 1983–85, then Ambassador to Hungary 1985–88 followed by three years as High Commissioner to Nigeria to 1991.

During Bob's last year before retirement he returned to the University of Saskatchewan as a visiting professor where he taught a popular course in diplomacy.

At the conclusion of that year his contributions to the University were recognized by the establishment of the Robert Elliott Book Prize to the graduating student with the highest average in the International Relations programme.

Bob then retired to Summerland, B.C. where he died suddenly on January 1, 2011. He is survived by his partner Marjorie Evans, his sister Marjorie Creamer and his three children, Bryan, Kevin and Carolann.

*Douglas Small is a retired Canadian Ambassador and Senior Editorial Board member of **bout de papier**.*

Bill Warden

1934–2011

Diplomat, Bus Driver, Sailor, Spy

The aged Warden VW camper was full of kids and assorted pets when it was overtaken by a police cruiser. Bill stopped, opened his window and the policeman said “Did you know that you were travelling at 100 km per hour in an 80 km zone?” “Yes,” replied Bill. “I can’t get this rattle-trap to go any faster.” This was one of many stories about an extraordinary man – told with great affection by family and friends at the wake following his funeral in Victoria in January.

Bill and I, our wives, three children, one dog and one parrot (for each family) met in Quebec City. We were sent there to live, study and absorb for a full year. The

As amateur spies we had not covered our tracks very carefully and before the end of his tour Bill was warned by a friendly intelligence agency that Cuban counter-intelligence (the dreaded G2) was on his tail.

programme was grandly called “*perfectionnement biculturel*”. No one, certainly not our wives, subsequently accused either of us of cultural perfection. But, it was a splendid year (also the year of Levesque’s election as premier) and we emerged close friends.

In Quebec City, Bill and I discovered shared experiences in our recent past. Both of us had been engaged in one of External’s occasional clandestine activities. I had been sent to the embassy in Havana to monitor Soviet military and shipping activities in Cuba just after the missile crisis. Bill was the last of several officers assigned to this task. As amateur spies we had not covered our tracks very carefully and before the end of his tour Bill was warned by a friendly intelligence agency that Cuban counter-intelligence (the dreaded G2) was on his tail.

After Quebec City Bill set off on a series of jobs as head of mission. The first was Hong Kong, where as often as possible, he abandoned the office to go sailing. This was followed by Pakistan and India. India was especially challenging for the whole family – an enormous country, a large residence, a huge staff and complexities involving Canadian Sikhs. Indira Gandhi was prime minister and was assassinated while the Wardens were there. The Air India disaster cast a black cloud over the end of their posting. As Bill told the Major enquiry, it was eminently preventable.

Before these tragedies, there was a visit from Pierre Trudeau – well past the zenith of his exuberant, banister sliding image, but still a hugely charismatic figure. Bill and Laine were much engaged in the organization of this visit, which inevitably ran into problems – problems that would test Bill’s diplomatic skills.

The programme began with arrival at Government House in Delhi. Mr. Trudeau, Bill and the Canadian party were greeted by a cordon of very attractive young women dressed in gorgeous saris. Their role was to be statuesque and stationary. Trudeau was delighted. As he smiled warmly, the girls broke ranks and swarmed around him. The Indian Chief of Protocol was incensed and sacked all of the girls. Trudeau found out about this, and as he boarded his plane for departure for other Asian visits, instructed Bill to ensure that the girls were reinstated by the time of his return to Delhi in five days. Persuading an angry Chief of Protocol to rehire his own staff on his own turf was a tricky assignment. The next day Bill telephoned the Chief of Protocol. Not surprisingly, this man said “nothing doing”. Whereupon Bill enquired what Mrs. Gandhi was likely to do when told that Mr. Trudeau’s request to reinstate the girls had been turned down. Bill categorically assured the Chief of Protocol that Mr. Trudeau would raise the issue. Five days later Bill met the plane and the first question from Trudeau was

Elizabeth

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about the girls. Bill was able to give a satisfactory answer.

After India Bill left the government and became the founding director of the International Centre at the University of Calgary. Bill and Laine moved to Priddis in the foothills near Calgary where Laine naively hoped that Bill would settle down to a quiet academic routine. This was not to be. He became the Associate Chief of Protocol for the Calgary Olympics and chair of the Board of the University's Gorbachev Foundation. In addition, he plunged into the election observation circuit. By the time he had finished election monitoring – about two years ago (and the last few with a wonky heart) – he had participated in about 30 missions. I was on the same circuit with the result that some of these we did together. But Bill was usually asked to go to the most remote, grungy and sometimes dangerous assignments. On one occasion, on the Venezuelan border with Colombia, he had to extricate himself from a town which had been taken over by a narcotics gang. A senior officer of the Organization of American States wrote to me just before the funeral to say that: "Bill was indefatigable, unassuming, funny and willing to do whatever was needed for the success of the mission. He never lost his curiosity about the people and things around him."

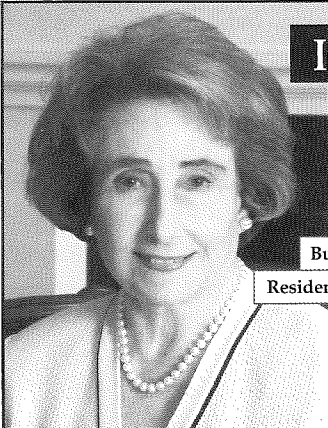
Bill had other passions: for any machine that drove wheels or a propeller or was driven by the wind. When he retired from the University, he took up driving buses – large, ancient tour buses. He would take hockey teams, tourists and soldiers into B.C. and around Alberta. On one occasion, when the bus was stopped, he had a long conversation with a congenial American tourist. At the end the man said to Bill, "What a shame you are a bus driver. If you had had a good education, you could have made something of yourself."

He enjoyed a dry style of mischief. On a visit to Priddis several years ago, Bill took me to a road house restaurant in the neighbouring ranching country. He squeezed his Hyundai Accent into a phalanx of jumbo tired pick-ups and we went inside. Bill knew some of the people eating pancakes and introduced me. "This is Mr. Graham. He is a Liberal from Ottawa."

Bill also found time to be a sharp thorn in the side of the federal government. He was a prolific writer of letters to the Prime Minister, Ministers of the Crown (especially Foreign and Justice Ministers), letters to the editor, columns for the *Calgary Herald* and op-eds. His last letter to the *Globe* appeared two weeks before his death. Bill felt very strongly about the importance of human values in the practice of foreign policy. When government and its leaders fell short, which in Bill's view over the last few years was most of the

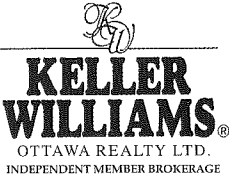
time, the politicians involved felt the sting of his pen. Letters about the treatment of Richard Colvin, Omar Khadr and Abousfian Abdelrazik smouldered on ministerial desks. He expected governments to be concerned with integrity and believed that this could and should be reconciled with advancing Canada's material and security interests. ☺

John Graham is a retired Canadian Ambassador.



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PAFSO Awards – Celebrating Excellence
Les Prix de l'APASE –
Reconnaissance de l'excellence

On Thursday, June 9, 2011, 280 colleagues and guests gathered to celebrate excellence in the Canadian Foreign Service at the PAFSO Dinner and Awards presentations held in the Panorama Room of the National Arts Centre in Ottawa. The Pipe Major of the Sons of Scotland, Ms. Bethany Bisaillon, piped in guests signalling the start of another outstanding evening.

The President of PAFSO, Pam Isfeld, welcomed all to the 22nd PAFSO Awards Dinner. In her opening remarks the President noted:

“As the judges panel reviewed the awards submissions, they told me how struck they were by the large number of things the Foreign Service does for Canadians. This year, the nominations

“As the judges panel reviewed the awards submissions, they told me how struck they were by the large number of things the Foreign Service does for Canadians. This year, the nominations

Our judges have an extremely difficult task each year, since they can pick only four recipients at a time. But by honouring exceptional individual accomplishment we're also showcasing the contribution of Canada's Foreign Service as a whole."

...i, H  l  ne Girard, Roland Legault and Ryan Kuffner

(Above, left to right) Jean-François Hubert-Rouleau, H  l  ne Girard, Roland Legault and Ryan Kuffner

Présentation des Prix de l'APASE

Hélène Girard



Hélène Girard et Neil Yeates, Sous-ministre, Citoyenneté et Immigration Canada

« Si j'ai été capable de convaincre mon équipe de me suivre dans cette incroyable aventure, c'est parce que j'ai eu tout au long de ma carrière d'excellents collègues qui m'ont appris comment devenir une gestionnaire. Plusieurs de mes collègues se reconnaîtront dans cette phrase et j'espère qu'ils accepteront mes remerciements. »

À la suite du tremblement de terre à Haïti, le 12 janvier 2010, Hélène Girard a établi et géré le Bureau de traitement d'Ottawa pour Haïti (BTOH) chargé de s'occuper des demandes des victimes du séisme qui cherchaient désespérément à joindre des membres de leur famille au Canada. Elle reçoit le prix de l'APASE pour ses qualités supérieures d'innovatrice, de gestionnaire et de communicatrice. Elle a implanté de toutes nouvelles méthodes de travail en vertu desquelles deux bureaux, à des milliers de kilomètres de distance, fonctionnaient à l'unisson. Le BTOH traitait les demandes, tandis que le bureau fortement endommagé de Port-au-Prince faisait passer des entrevues aux requérants et émettait des visas. Hélène a réduit les délais de traitement de presque trois ans à à peine 12 semaines et elle a réussi à

relever d'énormes défis sur le plan des communications. Par ses superbes talents de communicatrice et un délicat dosage de fermeté et de persuasion, elle a convaincu ses partenaires d'adopter des méthodes de travail nouvelles, intégrées et inessayées. En date d'avril 2011, le système qu'Hélène a créé et dirigé avait permis d'achever le traitement de 5 500 demandes d'immigration et 3 400 demandes de permis de séjour temporaire. Le Bureau de traitement d'Ottawa pour Haïti servira de modèle à l'avenir pour les réactions du Canada en cas de catastrophe ou de crise à l'étranger, et les concepts mis à l'essai et perfectionnés au sein du BTOH seront utilisés aux fins de la réforme des méthodes de traitement des demandes de CIC dans le cadre de sa vision de la modernisation.

Jean-François Hubert-Rouleau



Jean-François Hubert-Rouleau et Neil Yeates, Sous-ministre, Citoyenneté et Immigration Canada

« J'aime cette carrière qui me donne l'opportunité de changer la vie d'individus que je ne connais pas mais qui deviendront mes concitoyens canadiens. Peu d'emplois, à ma connaissance, assurent un sentiment d'accomplissement aussi vivace que celui d'agent des visas pour le gouvernement du Canada. Je suis fier d'appartenir à ce groupe. Je vous suis reconnaissant de m'avoir fait confiance. »

Jean-François Hubert-Rouleau, conseiller en immigration, Port-au-Prince (Haïti), reçoit le prix de l'APASE pour sa réaction extraordinaire au séisme de janvier 2010 et à ses répercussions. Dans les heures qui ont suivi le tremblement de terre, près de 400 ressortissants canadiens haïtiens et leurs familles ont pris d'assaut l'ambassade lourdement endommagée. Jean-François, qui était infirmier avant d'être agent du service extérieur, a prodigué les premiers soins, puis il a installé une cuisine de fortune où 2 000 repas ont été servis au cours des quatre jours suivants. Jean-François et son équipe ont réussi à organiser un service des visas dans le garage de l'ambassade pour faciliter le rapatriement au Canada de 4 600 Canadiens et leurs familles et l'évacuation de 200 orphelins adoptés par des familles canadiennes. Lorsque des foules d'Haïtiens angoissés se sont massées devant l'ambassade, Jean-François est, à maintes reprises,

sorti pour les calmer et les rassurer. Il a fait traduire en créole les formulaires et les lettres de l'ambassade et contourné le réseau téléphonique détruit en utilisant des messages textes pour communiquer avec la clientèle. Comme les hôtels de Port-au-Prince n'étaient pas fonctionnels, il a transformé son salon en dortoir et hébergé jusqu'à cinq agents en devoir temporaire pour une période de six mois. Afin de relever le moral des employés surtaxés de l'ambassade, qui avaient tous perdu des proches et des amis et, certains, même leur logis, il a organisé des activités sociales le week-end chez lui, leur offrant ainsi un heureux répit de la lourde charge de travail dans une période de stress extrême et de deuil. Tout au cours de la crise et par la suite, Jean-François a fait preuve de leadership inspirant et de générosité d'esprit dans la plus pure tradition du service extérieur. (Voir « Haïti », **bout** Vol. 25 n° 2).

Ryan Kuffner



Ryan Kuffner and Louis Lévesque, Deputy Minister of International Trade

"No one said that the work in the Foreign Service is easy, but I can tell you first-hand that it is rewarding. There will always be challenges to Canadian interests abroad. But with a combination of hard work, creativity, and flexibility of approach, these challenges can be overcome. When called, we serve Canadians. When work needs to be done, even if it is not our job, we do it to the best of our ability."

Ryan Kuffner is Senior Trade Commissioner and Vice-Consul in Quito, Ecuador and recipient of the PAFSO Award for his unsurpassed dedication to serving Canadian business interests. Beginning immediately upon his arrival at his first overseas posting, he organized and delivered three successive and successful ministerial visits. When the Ecuadorean government forced the renegotiation of the new Quito International Airport Project two thirds of the way to completion, Ryan played a pivotal role in defending Canadian interests such as the Canadian Commercial Corporation, with a \$440 million stake. Ryan's skillful liaising with all stakeholders, combined with his insightful strategies and accurate analysis of Ecuadorean thinking, were key to a successful outcome.

His ingenuity and creativity in supporting Canada's position as Ecuador's most important mining sector investor led to two significant outcomes: the resumption of mineral exploration by Canadian companies after an 18 month hiatus and the start of negotiations for a long term mineral production agreement with the Ecuadorean government. Ryan's energetic response to a high profile consular case of a family group of 16 Canadians who barely survived a harrowing shipwreck in the Galapagos elicited the observation that his standard of service went far beyond merely carrying out his professional duties. According to his Ambassador, Ryan truly cares about Canada, its presence in the world, how we are perceived and the values Canada represents.

Roland Legault



Legault and Morris Rosenberg, Deputy Minister of Foreign Affairs

"There is something unique about representing your country abroad at any level. The meetings are not always exciting – actually, they are rarely exciting – and things can move at a glacial pace. But I still get a thrill at seeing the Canadian flag abroad or at sitting down behind a plaque that says 'Canada'. Speaking for Canada before the World Trade Organization remains one of the highlights of my career."

Department of Foreign Affairs' Roland Legault is being honoured by PAFSO for his central role in Canada's actions against the regimes in Iran and Libya and responses to the changes in Tunisia and Egypt. Under Roland's leadership, a succession of sanctions packages targeting Iran, Libya and the deposed leaders of Tunisia and Egypt were designed and implemented in record time. In the case of the Libyan sanctions, Roland and his team had to produce an exceptionally complex set of measures for Cabinet in just 36 hours, with the result that billions of dollars were kept out of Qaddafi's hands. Roland and his colleagues were in the forefront in

developing a ground-breaking bill and accompanying regulations for the *Freezing the Assets of Corrupt Foreign Officials Act* for consideration by Parliament in just eight days. Once enacted, regulations regarding Tunisia and Egypt were in place within three hours. Thanks to Roland's leadership and legal expertise, Canada has a robust toolbox to effectively address the problem of corrupt regimes that betray and abuse their citizens. Roland rises above the ordinary because of his leadership and judgement, his comprehensive and insightful legal knowledge, and his communication skills.

2011 Panel of Judges / Jury de selection 2011

The panel which selected this year's Award recipients was composed of people who themselves have achieved distinction in their various fields.

Mr. Don Newman (Chair of the Panel of Judges), is the Chair of CANADA 2020, a public policy forum for social and economic prosperity, and Senior Strategic Advisor to Bluesky Strategy Group inc., a public affairs and communications firm. He is also Senior Columnist with iPOLITICS.ca, a leading online political news service.

Ms. Patricia Marsden-Dole, a former Trade Commissioner, was the first woman officer in the trade arm of the Canadian foreign service. She has been Deputy High Commissioner in India, High Commissioner to Tanzania and Ambassador to Portugal. Since her retirement, she is active in the managing groups of several retiree organizations and social and political NGOs and is editing a series of books on Canadians abroad for Penumbra Press.

General (Ret'd) John de Chastelain, former Ambassador of Canada to the United States and Head of the International Commission on Decommissioning in Northern Ireland. He was twice Canada's Chief of the Defence Staff.

M. Serge April, ancien agent du service extérieur, a été haut-commissaire adjoint à Londres et ambassadeur au Sénégal, en Pologne et aux Pays-Bas. Il a également occupé divers postes de niveau supérieur au ministère des Affaires étrangères et du Commerce international, notamment ceux de négociateur en chef des accords aériens pour le Canada et de conseiller principal – affaires juridiques. Aujourd'hui à la retraite, il est vice-président de l'Association des chefs de mission à la retraite et de la Section de la capitale nationale du Conseil international du Canada.

Mr. John Ivison is a political columnist for the *National Post*. He has been a journalist for 20 years and prior to his arrival in Ottawa in 2003, he covered Ontario politics at Queen's Park and was managing editor of the *Financial Post*.

Ms. Janet Siddall, a former Foreign Service Officer, served abroad in India, Thailand, France, the Philippines, Hong Kong and Singapore and was High Commissioner to Tanzania. She also held senior positions in Citizenship and Immigration Canada, including Director General of the International Region and Associate Assistant Deputy Minister, Operations. Now retired, she is active in the not-for-profit sector, focused on addressing the AIDS pandemic in Africa. ☺



Jeannette Menzies and Jacques Roy

Prix de l'ACMAR pour le meilleur article dans *bout de papier*

In addition to the four PAFSO Awards, one other award was presented at the PAFSO Dinner on June 9, 2011. **Ms Jeannette Menzies** was the winner of the Retired Heads of Mission Association (RHOMA) sponsored award for the best article in *bout de papier* magazine for Volume 25, No. 4.

Son article intitulé *Students on Ice: Inspiring Tomorrow's Leaders* a été publié dans le volume 25, n° 4. Elle a reçu un certificat et un chèque. Une mention honorable a également été décernée à M. Michael McCaffrey pour l'article suivant : *Our Travels with Monty* dans le volume 25, n° 3.



Why not start thinking about or preparing now for nominations for the 2012 PAFSO Awards. While the deadline for submissions is April 5, 2012, nominations or indications of forthcoming nominations can be received at any time at awards@pafso-apase.com or by mail to Secretary, FS Awards Committee, 412-47 Clarence St., Ottawa, ON K1N 9K1.

Pourquoi ne pas envisager dès maintenant de présenter une ou des candidatures aux Prix de l'APASE de 2012? La date limite de réception des candidatures est fixée au 5 avril 2012, mais il est possible en tout temps d'envoyer une candidature ou un avis de candidature, soit par courriel à prix@pafso-apase.com, soit par la poste à : Secrétaire, Comité des Prix FS, 412-47 rue Clarence, Ottawa (Ontario) K1N 9K1.

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Click on FS Awards.

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The Ambassador's Camel: Undiplomatic Tales of Embassy Life

Reviewed by Rick Kohler

THE AMBASSADOR'S CAMEL: UNDIPLOMATIC TALES OF EMBASSY LIFE, by David Holdsworth, iUniverse Inc., 2010, \$11.95.



The Ambassador's Camel: Undiplomatic Tales of Embassy Life, a new book by David Holdsworth, tells a lot about life in the Foreign Service through the deft use of humour.

In time, it may well enter the canon of formative resource material for training budding FSOs. In the course of 120 pages the reader is run through a gauntlet of adventure never anticipated by instructors at the Canadian Foreign Service Institute as staff at Canada's embassy in (fictional) Bharalya take a new Chargé by the hand for some on-the-job-training. Without giving away too much yet whetting the appetite, imagine a rotational assignment that includes:

- Training a parrot called Shakespeare to skewer corps colleagues by revealing their illicit adulterous pursuits;
- Working with confreres from like-minded nations to mount Potemkin villages in order to fulfil a visiting minister's earnest expectations that the donor country's aid program is doing wonders for adoring Aborigines;
- Allowing Piggy enough rope to impersonate an elected official with the consequence of hanging his country by accidentally committing it to an unwanted state visit and unattainable economic expansion;
- Dealing with naked consular cases;
- Allowing a visiting politician an opportunity to receive front page coverage back home of a hapless episode in a Bharali bawdy-house;
- Blackmailing one's superiors into the posting of your dreams;
- Shaking down an auditor into submitting an undeserved "satisfactory" assessment;
- And, memorably, providing embassy Christmas party guests with a spectacular version of Bharali reindeer-love when

a surrogate camel gets carried away with one of its own, in the embassy compound next door.

In *The Ambassador's Camel* Holdsworth creates for our delectation a whole mini-universe of Canadian diplomatic field representation. Characters fill the pages with stream-specific accuracy; there's the HOM's formidable EA known as the "Dragon" who takes particular delight to inform the ever hopeful Chargé, Godfrey, that Ottawa has indeed passed him over by appointing a new ambassador, Percy Williamson. Everything is relative of course because Percy, we learn in "Camel's" opening pages, has been dumped into an ASEAN outpost by the political class simply to get him out of their hair.

Other stock characters in this Pirandello pastiche include the Trade Commissioner, the CIDA Chief, the head of Admin and Piggy Wigglesworth whose rank remains clouded but probably somewhere between Attaché and Third Secretary – so inept that Ottawa had informally decreed he should remain *en poste* "until he retires or dies whichever comes first, preferably the former".

David Holdsworth's light-hearted take on Canadian Foreign Service can be incisive. For example, his take on inspectors – "an auditor is someone who doesn't know how

to cook but drives their spouse crazy by organizing the kitchen" – has resonance with most of us.

The Ambassador's Camel is a delightful romp in an esoteric community best appreciated by practitioners – much in the way former Royal Conservatory of Music students get a kick out of the play "Two Pianos, Four Hands".

The author, David Holdsworth, retired in 2002 after a long public service career during which he experienced first-hand the funny as well as the serious sides of international life. He served as a Counsellor (Development) at the Canadian High Commission in India, as CIDA Vice-President for Asia and as Assistant Secretary to the Cabinet in the Privy Council Office. He lives in Ottawa and now divides his time between a busy management consulting practice and writing.

The book is ably buttressed by cheeky and perceptive illustrations by David's redoubtable CIDA partner, Jean-H. Guilmette, recalling the collaboration between Lawrence Durrell and V. H. Drummond in *Esprit de Corps: Sketches from Diplomatic Life*. It was published in 2010 by iUniverse Inc., and is available at www.booksonbeechwood.ca.

Bonne lecture.

African Chronicles – A Memoir

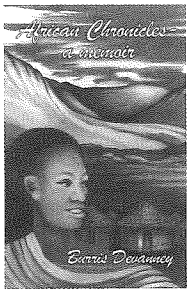
Reviewed by Hon. Rev. Walter McLean and Barbara McLean

AFRICAN CHRONICLES – A MEMOIR, by Burris Devanney, P.O. Box 36075, Halifax, N.S. B3J 3S9, New World Publishing, 2010, 445 pp.

In the 1960s the Honourable and Reverend Walter McLean was the first field director and senior advisor for CUSO in West Africa, minister of the Presbyterian Church, chaplain to the University of Nigeria, and a peace envoy between the government of Eastern Nigeria and the Federal Government. Elected MP in 1979 (Waterloo), he served in PM Brian Mulroney's Cabinet and as Canada's parliamentary delegate to the UN

General Assembly (1987–93). As the PM's Special Representative for African and Commonwealth Affairs he worked on anti-apartheid efforts with front-line states including Zimbabwe. Barbara McLean was head of the English Department and Librarian at Queen's School (for girls), Enugu, in Eastern Nigeria.

African Chronicles – a Memoir captures within its pages a love of Africa and everyday experiences with people in Rhodesia/Zimbabwe and Nigeria. A careful diarist, Burris Devanney writes about African life in all its richness. This book is more than



its title with other themes interwoven among the chronicles. The author includes detailed accounts of political events and leaders, African travel and an Epilogue on international development practice.

The title draws the reader into a personal account of the author's experiences in the mid-1960s as a young teacher in two very different parts of Africa. In August 1965, Canada's External Aid Office sent a large number of Canadian teachers to Africa, Asia and the Caribbean. Burris Devanney and his wife Louanne experienced the racial divide in the Rhodesia of 1965 at the time of the civil rights struggle in the U.S.A. External Aid teachers were paid professional salaries, unlike other Canadians who were part of volunteer programs. Contracts provided by the Canadian government included air travel vouchers to Europe for holidays and personnel were able to spend days off and vacation time in western-style accommodation within Rhodesia and Nigeria.

Burris was first posted to Tegwani, a 40-year-old mission school in southern Rhodesia. Readers are treated to descriptions of African life in Tegwani, and to moving glimpses of students and others of the school community. On November 11, 1965 the Prime Minister of Rhodesia, Ian Smith, announced a "unilateral declaration of independence" (UDI). A week later the Canadian government issued an evacuation order to citizens working in Rhodesia; Canada did not recognize the Smith regime.

Via short wave radio, External Aid teachers heard a statement by Prime Minister Pearson that he was withdrawing the High Commissioner from Rhodesia. Those listening remarked that no one had told them there was a Canadian High Commission in Salisbury, Rhodesia. There might have been poor communication between the new External Aid Office and the High Commission. It seems strange that teachers who were university graduates were unaware that the Canadian government had representatives in capital cities abroad.

After leaving Tegwani, the couple went to South Africa for a short time and spent Christmas in Cape Town. They had asked

External Aid for a new assignment. After a chance meeting with a colleague who was heading to Nigeria to teach, they booked passage on a freighter bound for Lagos, Nigeria and sent a telegram to Ottawa asking the External Aid Office to identify a job posting in Nigeria. On January 5, 1966 they arrived in Lagos. In less than two weeks there was a military coup which led to tribal-religious massacres, the secession of Nigeria's Eastern Region as the sovereign Republic of Biafra and a 30-month civil war. Burris Devanney describes the events of the coup carefully.

This was the backdrop against which the author taught with several other External Aid teachers at Government College Umuahia, a well-funded school for boys in Eastern Nigeria. There is no doubt that the experience of expatriate Canadians who lived and worked in West Africa and those who lived in countries with white settler populations were very different. The assignment to Umuahia followed Burris Devanney's original assignment in Eastern Nigeria, which was to teach English at a brand new high school in a rural village, Okposi. Construction was months behind schedule and the Devanneys were anxious to begin a work assignment. Two photographs in the book of Rhodesia and of Nigeria vividly show the differences between the two countries – downtown Salisbury (on page 37) and a road scene in Nigeria (on page 328).

There were many other Canadians in Eastern Nigeria at the time. Canadian University Service Overseas (CUSO) had been established in 1961. In 1963 the first group of CUSO volunteers arrived in the Eastern Nigeria capital of Enugu and were placed in schools or hospitals. Several families from the Presbyterian Church in Canada (invited to Eastern Nigeria by the Nigerian Presbyterian Church), were resident in Enugu, Abakaliki, Umuahia, Ohafia, Calabar and other towns. CUSO volunteers and church workers were paid local salaries and provided "holiday hospitality" for one another.

By the time Burris Devanney arrived in 1966 there were more than 80 CUSO volunteers in Nigeria, most of whom worked in Eastern or Western Nigeria. Pharmacists, pastors and teachers working in partnership with the Presbyterian Church of Nigeria

were living in Umuahia and were posted to the Queen Elizabeth Hospital, the Womens' Training Centre and Trinity College. It appears that the Devanneys had no contact with them. Their main Canadian relationships were with other External Aid contract families.

Critical comments throughout the chapters on Nigeria relate to officials at the Canadian High Commission in Lagos. The External Aid teachers had high expectations of service from those officials. The Devanneys were met upon arrival in Lagos by a High Commission officer, had their way through the immigration procedure expedited and were offered hospitality and accommodation. The many criticisms by External Aid teachers do not reflect the reality that more than 600 Canadians, many of whom were working in remote locations, also required attention.

A number of Canadians in Eastern Nigeria had close relationships with African leaders in the Region and knew that the massacres and coups had led to deteriorating relationships with the rest of the country. It was true that the advice of these people was ignored by Canadian foreign service officers. As the author points out, J. Harrison Cleveland, the High Commissioner in Lagos at that time, was out of touch with the reality that war would break out, as were the American Ambassador and the British High Commissioner. They dismissed reports of the American Consul, the British Deputy High Commissioner and the CUSO senior advisor, all based in the Eastern Capital of Enugu. However, the inclusion in the book of rude critical comments about Canadian officials in Lagos was inappropriate. It added nothing to the book and diverted from its largely respectful tone.

In the years before the arrival of External Aid teachers at Government College, Umuahia, a number of FS officers posted in Lagos visited the Eastern Region and sought advice from Canadians living there. High Commissioner Tom Carter, First Secretaries Douglas Small and Andre Couvrette, officers David Rose and Art Wright, trade officers Gordon Mintenko, Bob Food and others were competent, thoughtful and greatly appreciated by Canadians working in Nigeria. After the Biafran declaration of independence at the end of May 1967, Robert Sterling, Second Secretary from the

Canadian High Commission, spent the next month in Enugu assisting with the evacuation of Canadians.

The Nigeria section of *African Chronicles* – a *Memoir* ends with an evacuation for the Devanneys and many others after civil war broke out in mid-1967. As happened to fellow Canadians, the author's possessions were destroyed on the docks of Port Harcourt. The suffering of Biafrans went on for 30 months. The section on

Canadian aid from NGO's to Biafra through the flights of Canairielief and pressure on the Canadian government to send aid and to recognize Biafra is a story in itself. Its inclusion is appreciated. Interestingly, External Affairs Minister the Hon. Mitchell Sharp announced Canada's recognition of Biafra on the day the war ended.

The bibliography is impressive, as are the many rich quotations, literary and historical. Devanney read widely and

carefully. Quotations from Col. Philip Efiog's book and descriptions of his escape from Northern Nigeria after the massacres of 1966 are riveting. He travelled on foot in disguise from safe house to safe house. We were in the home of Philip Efiog's cousin Chief N.U. Akpan (Chief Secretary – Deputy Minister – to the Government of Eastern Nigeria), when the Colonel appeared in disguise at the end of the last leg of his long, difficult journey.

The Defence of the Realm: The Authorized History of MI5 *The Secret History of MI6: 1909–1949* *GCHQ: The Uncensored Story of Britain's Most Secret Intelligence*

Reviewed by Kurt F. Jensen

THE DEFENCE OF THE REALM: THE AUTHORIZED HISTORY OF MI5, by Christopher Andrew. Toronto: Viking, 2009, 1032 pp, \$45.00; **THE SECRET HISTORY OF MI6: 1909–1949**, by Keith Jeffery. New York: Penguin Press, 2010, 810 pp, \$50.00; **GCHQ: THE UNCENSORED STORY OF BRITAIN'S MOST SECRET INTELLIGENCE AGENCY**, by Richard J. Aldrich. London: Harper Press, 2010, 666 pp, \$22.95 (paper).

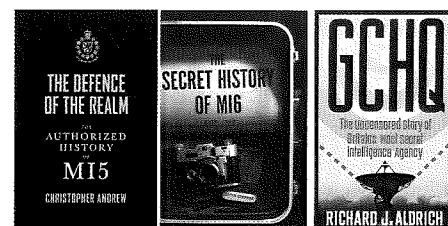
Kurt Jensen is a retired Foreign Service officer who dealt extensively with Foreign Intelligence. Adjunct Professor at Carleton University, he teaches on intelligence; his recent book, Cautious Beginnings, tells the early history of Canadian foreign intelligence involvement.

Three exceptional books were published in the past year on British intelligence. Logging in at 600 to 1,000 pages each, these are not for the faint of heart. However, they are a must-read for those who want to understand the world of British intelligence. Each covers a separate agency: the British Security Service (MI5), the Secret Intelligence Service (SIS or MI6), and the GCHQ or the SIGINT (Signals Intelligence) service. Each was written by acknowledged academic experts in intelligence.

Two books, on MI5 and MI6 respectively, enjoyed full access to agency files, something entirely unheard of. That provides them with an aura of authority

which does not always apply to literature on intelligence (often "tell all" stories reflecting selected leaks from individuals with agendas to authors with agendas). Aldrich's on the British Signals Intelligence Agency (GCHQ) is unique, reflecting the wealth of material which has been declassified over the years or managed to enter the public domain. He demonstrates the success of diligent "data mining", uncovering nuggets to tell a compelling story when collated and interpreted correctly. He acknowledges that a significant contribution resulted from a recent British effort to enhance intelligence accountability by releasing and declassifying records and making them available to researchers. These books cover the prime British intelligence organizations but not the Service units, Defence Intelligence Staff, or the Joint Intelligence Committee (the JIC was partly covered in a recent excellent book on the machinery of intelligence in Britain).

Aldrich's book on the GCHQ tells the story of the most secret of secret services, the signals intelligence sector, from which there are, in fact, few secrets. Less glamorous than the James Bonds of MI6 and MI5 services, GCHQ is the realm of geeks. Rather than dapper tuxedos one is apt to find blue jeans and flannel shirts in the halls of the "Doughnut", GCHQ's new circular headquarters at Cheltenham which opened in 2003 and proved too small even before it was completed. He tells the story of SIGINT from its early days and its



dramatic contribution to victory in World War II, information that only became available decades later. He describes the bureaucratic machinations to ensure success while a penurious government sought to curb escalating costs.

GCHQ's story is told mostly through case histories. The successes in World War II have been recounted elsewhere although Aldrich is a superb historian who places these early years of GCHQ in greater government and historical context. More fascinating is the postwar period on which less has been published. He highlights successes and failures including the Berlin tunnel, an operation whose success is still being debated (from the British perspective), as well as various collection efforts from diplomatic sites, and the successes on the Soviet invasion of Afghanistan.

Aldrich concludes that the overall record for Britain's SIGINT in anticipating and predicting the surprises of the Cold War was "at best mediocre." The Russian invasion of Czechoslovakia, the Arab-Israeli War of 1973, the Chinese attack on Vietnam in 1979, and the Soviet intervention in Poland in 1980 all came unexpectedly. This also was true of the July 2005 London

terrorist bombing. There are reasons for these failures. Money is one of the biggest. Intelligence work is expensive and funding has to be sufficient even in times of relative peace and tranquility. Technological advances are equally important. The very best of the IT geniuses regrettably find their rewards in industry, not in government service.

Christopher Andrew's book on the British Security Service (MI5, established in 1909) is the result of MI5's decision to mark its centenary with a study of its history based on full access to its files. Andrew, one of Britain's foremost historians on intelligence, was given "virtually unrestricted access..." While there was obviously information about sources and methods which could not be revealed, he received assurances that no attempt would be made to change any of his judgments.

A difficult challenge facing MI5 was to foresee changing priorities to national security. There also were many successes and failures. The "double cross" system in World War II, when MI5 effectively controlled German espionage in Britain,

had a direct and discernible impact on the outcome of the war. The significant and critical infiltration by Soviet intelligence of British intelligence probably affected the evolution of the Cold War, although general Soviet distrust of its own agents, particularly during the Stalin era, likely mitigated the harm to the West. Andrew argues that the lack of long-term perspectives hampered the effectiveness of MI5 in understanding the relationship between intelligence and policy in the Soviet Union and in the Service's response to the Northern Ireland Troubles.

Keith Jeffery's history of the Secret Intelligence Service (SIS or MI6) only covers the period 1909-49. While fully understandable, this is unfortunate. With its official existence only relatively recently acknowledged, MI6 periodically purged its operational files when they were no longer needed. As a collection agency it saw little need to retain old operational material. The lack of complete archival material had a negative impact on the breadth of Jeffery's study (although some material, recognized as historically significant, was retained).

Much of this history is based on headquarters administrative records, material found in the files of other departments, and various memoirs prepared by retired members of the service. Jeffery faced more stringent security requirements than did Andrew and admits the need to "omit some significant and important SIS stories." The paucity of operational files, and the focus solely on collection, also prevented him from tracking intelligence and determining how it was used.

A clear measure of SIS success, Jeffery suggests, was its survival. There were few friends in Whitehall in the early years and a host of adversaries in the intelligence agencies of the armed services who all thought they could do better. The book reflects how small the organization was for most of its existence. As well, it is striking how many of its staff in the early years were "second-raters", generally underpaid and often not very effective. The overall performance of MI6 is very mixed. There were some notable successes, but a great many failures as well. During World War II, MI6 performed less well than would have been expected. Most of its intelligence assets were wound up by the Germans in 1939. A perception of wartime success by MI6 owes a great deal to its control of SIGINT which earned access and support from Winston Churchill.

Intelligence is a strange business made stranger by its own myth making. Its bureaucracy, as the three books clearly show, consumes vast resources. Fights for resources are continuous and hampered by lack of understanding elsewhere in government of the contribution of intelligence, a craft which does not respond well to being turned on like a tap in times of crisis. Within the intelligence world one sees in these books the lack of a historical perspective by the operators of what has gone before but might still be of importance; the absence of historical continuity is damning. Most troubling was the ongoing request for resources the lack of which often contributed to mediocrity. These books underscore that downsizing comes at a high price when intelligence of national importance is required. ☺

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Enter the Annotator

More puzzling orientalism from A Aalto

With the implementation of *Tactical Review II*, HQ has gone beyond a traditional focus on financial restraint and personnel reduction, to a new focus on policy conformity through interactive commentary applied by central agencies on all written materials. With some reluctance, **bout** has agreed that the A Aalto puzzle can act as a first pilot for this project, subject to reconsideration. This issue's review is conducted by **The Annotator**.*

* In the immortal words of Spiro T. Agnew, "OK you slobs, the picnic's over!"

Liebnitz poked at his centipede carpaccio with peeled eel, saying to Manitoba Jones, "I can see why they call this place 'Chew's Well' – a fair warning." He scowled at the restaurant's neo-neo-Confucian¹ decor. "And where's Bugbyte? She hasn't been the same since she came back from that unexplained vacation babbling about future shock. Now she wants a meeting outside the office."

From behind the eponymous well, Bugbyte appeared with a small oriental man in saffron robes, led to the table by the night-spot's owner, Ah Chew.² Bugbyte introduced her companion. "My partner Effie works for the private detective Shamus Dikk. This man is a client with a big problem. It has international aspects and Dikk's local, so he thought you'd be in a better position to handle it. Oh, and did I mention that it could mean the end of the world?"³

The man in saffron beamed and said, "My name is Yi Xing, I am a monk and a

scientist by profession and I have a small flaw in my biography. I was born in 683, died in 727 and have since been mostly resting on Mount Tiantai. But I was able to assist the August Personage of Jade last year in the minor problem of a lost star, and he has summoned me again." Liebnitz pushed away his carpaccio⁴ and said, "Bugbyte wouldn't have introduced you without a good reason. What's the problem?"

"To explain that, I will need to say something about ancient Chinese geology. There is a theory, recorded by the Prince of Huai Nan in the second century BC, but certainly older. It holds that the great moving spirit of qi transmutes itself over centuries to produce specific minerals, which over more centuries change into specific colours of mercury, which then transmute to specific metals, which change into great dragons of specific colours and directions, which eventually sink into the earth and continue the cycle. This, you understand, is a simplified version."

Even Bugbyte looked a bit dazed. The monk continued. "The transmutations envisaged in this system are largely metaphorical. Unfortunately, they are not entirely so. A strong enough Taoist alchemist can set the process rolling and it will proceed without him, creating a local reality outside the rules of science in the world at large. Things get sticky when the dragons appear. They are 50 metres long, invulnerable to all weapons and highly predatory. As I said, they 'eventually' depart – but that can be hundreds of years later. There won't be much left of Earth by then, and the Jade Emperor has grown fond of you."

Liebnitz coughed. "Why the sudden rush?" Yi Xing went on. "Each of the first three transmutations takes 500 years. The step that yields the dragon takes 1,000. Now, in 490 BC, an apprentice alchemist named Wang Bubu⁵ managed to initiate the transformation by accident.⁶ Once started, there was no way to stop it – and only one

1 A mixture of filial piety and dialectical materialism, with a side of tofu.

2 Anyone who said "gesundheit" at this point should turn themselves in to the PC police immediately.

3 Up until now, no — get a grip.

4 Not without relief, I'm sure.

5 aka "Wang Oops".

6 He was actually trying to perfect the platypus catapult.

man cared about some hypothetical dragon scheduled to appear 25 centuries later. Which is in about an hour, by the way.”

“That man was Marquis Yi of Zeng, a minor state in what is now Hubei province. An alchemist himself, Yi worked out a way to send the dragon to the Yellow Springs, the Taoist hades, as soon as it appeared, by exposing it to the sound of specially-tuned stone chimes played on a specific scale and base frequency. He had the chimes carved and they were buried with him when he died in 433 BC. Over the years, the knowledge of his work was lost to all but a few. But when his tomb was “accidentally” discovered in 1977, I knew that something was stirring.”⁷

“The problem was that his instructions for the chimes were not in the tomb.⁸ They had been stolen by Wang Bubu’s grandson and descended in his family for generations until inadvertently used to wrap left-over Sea Cucumber Surprise⁹ during the late Ming dynasty.”

“Heaven was stymied until an acolyte saw a photo in the IHT about a palace in the Maghreb that had been shelled in the recent battles. Behind the victorious rebels was a wall from which ancient tapestries had been knocked loose. Faintly visible in Tifnagh Berber script was a lead to the long-lost instructions. A branch of Wang’s family had emigrated and taken a copy, which they encoded in the decor of certain rooms in the palace. Working out the encoding will determine two crucial facts. First, the nature of the dragon, so we know what we will face. Secondly, the scale and base frequency that can defeat it.”

“This was where the Jade Emperor called me in. The palace had been nearly destroyed and the rooms were in chaos. The first thing needed was an accurate record of their former contents. I hired a man named Tailor Zonal-Sewage, who offered his help free. He worked quickly, then vanished with all the information

he had gathered. He also took a gold ingot, which was significant, since the Tifnagh message said the room with the gold also contained the information needed on the dragon.”

“I reconstructed some of Tailor’s findings from papers in his garbage, but the information is partial and I am not good at such things. Mr. Dikk says that you people are – can you help me? Here are my notes.”

Liebnitz glanced at Bugbyte, coughed and said, “I don’t suppose it would do any harm to look at the data. Without saying that I accept what you claim, of course.” He examined the paper. “I can work this out, but I’ll need a copy of the floor plan of the palace – before it was shelled.” The monk nodded and then...vanished. Liebnitz blinked. Manitoba Jones fell off his chair backward, somersaulted over the salad bar, bounced off an obese man in a lobster bib (who fell into a flaming *crème brûlée*) and disappeared down the well,¹⁰ before re-appearing swiftly and taking a bow to general applause.¹¹

In the confusion, Yi Xing was able to reappear unnoticed in his chair. Liebnitz gave him an appraising look and said, “Translocation? Interesting.” The monk smiled innocently and handed him the plan.

Each of five rooms (dining room, salon, receiving room, great hall and library) contains a different mineral sample, an ingot of a different metal, a hanging scroll giving a different position on the Chinese musical scale and a bell sounding a different note in the Chinese 12-tone system. Each is also haunted by the spirit of a dragon associated with a different colour and direction. On the floor plan, north is at the top and doors are indicated with a small blank rectangle.

1. The room with the malachite sample and the lead ingot shares a wall with the library.

2. The southern red dragon haunts the great hall; the sky-blue dragon and Gu Xian bell are in the salon.
3. The room (not at a corner of the palace) that has the Da Cu bell is haunted by the dragon of the centre.
4. From the dining room, which is haunted by the black dragon and contains the Zhi scroll, you can go through one door to the room haunted by the western dragon and containing the Yi Ze bell, or through a different door to the room with the copper ingot and the Gong scroll.
5. Starting from the room haunted by the white dragon, the room with the grindstone sample is to the west, the room with the Nan Lu bell to the south and the room haunted by the eastern dragon to the east.
6. You can walk through the five rooms one after the other directly and without backtracking in this order: the room with the realgar sample, the room with the Yu scroll, the room with the arsenolite sample, the room haunted by the northern dragon and the room with the cinnabar sample.
7. The room with the Jue scroll and the silver ingot, like the room with the iron ingot and the Wu Yi bell, have doors onto the terrace. The room with the Shang scroll and the yellow dragon does not.

After a few minutes, the logician said, “OK, I know the room from which the gold ingot is missing, and its other contents.” The monk looked over Liebnitz’s solution, blinked and asked, “Since you have been so helpful, would you and your friends be willing to join me for the endgame? I can translocate four.”

Getting nods from Bugbyte and Manitoba Jones, Liebnitz agreed. At once, they were in a dimly-lit underground room,¹² a heavy sarcophagus in the middle of the floor and a long rack of L-shaped

7 Hopefully not the Marquis.

8 Maybe you *can* take it with you.

9 The surprise is that some people will eat it.

10 The man certainly knows how to make an exit.

11 Although not, presumably, from the man in the flaming lobster bib.

12 Nicely stiffing Ah Chew for the bill.

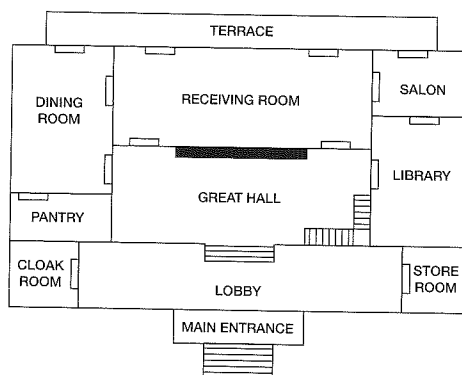
	LIBRARY	SALON	GREAT HALL	RECEIVING ROOM	DINING ROOM
MINERAL					
METAL					
DRAGON COLOUR					
DRAGON DIRECTION					
MUSIC SCALE (SCROLL)					
MUSIC BASE (BELL)					

stone chimes hanging from a rack along one side. Picking up two mallets with cloth-covered heads, the monk explained, “The Marquis built his tomb on the site of Wang’s workshop, where the dragon would appear at the spell’s culmination. If I strike the right chimes with these hammers, it should banish the beast.”

Intoning an incantation, he took down a long scroll from the wall, revealing a niche in which lay a large tripod with a mass of gold dust whirling around a naked flame above its centre.

Then a slender man with a pencil-thin moustache slipped into the sepulchre. Yi Xing calmly said, “I expected as much, Tailor Zonal-Sewage!” “Rialto Sleazewagon!”¹³ cried Bugbyte. “Yes,” the man sneered. “And I have plans of my own for that dragon. Wang Bubu was my distant ancestor and the family legends say that a direct descendent can control the beast, using the gold from the original crucible in the spell. This ingot, which I took from the palace, contains that gold. Finally, my chance to rule the world!”¹⁴ And you’re not going to stop me.” He drew an automatic from his pocket and levelled it at them.

A sound like distant thunder came from the niche, growing louder and louder, as an actinic light began to pulse. With Sleazewagon’s attention distracted, the monk stepped silently to the rack of chimes, shielded by the sarcophagus. Sleazewagon lurched over to the tripod, brandishing his ingot and snarling words of power as the brightly glowing head of a classic Chinese dragon began to emerge,



richly scaled and fiery-eyed. The human and the dragon froze face to face in a contest of wills that Sleazewagon was clearly losing, the dragon slowly but surely pushing out from the niche.

A gentle hum began to fill the room, growing deeper and stronger as new overtones were added. Liebnitz turned to see Yi Xing tapping expertly at certain of the chimes, his face a mask of concentration. The eerie hum grew louder and sweeter. For the first time the dragon faltered. Desperate to break free, it raked the ingot from the human’s hand and inhaled deeply. But too late. The monk whirled around and struck a final hard blow on a large chime hung separately. Its deep resonance struck the dragon like a punch. It wavered and faded from sight, only a ghost-fire washing Sleazewagon’s face.

The arch-villain took off like a shot, closely followed by Manitoba Jones. A few minutes later, Jones returned, dragging the dripping man. “He nearly got away, but slipped and skidded into an underground river. I checked the floor. What toppled

him was a footnote¹⁵ in the middle of the passage. As I ran to nab him, I saw a tall, thin shadowy figure disappear around the floor plan, giving a funny laugh.”¹⁶

Folding his hands into the sleeves of his robe, Yi Xing bowed to the three from the Centre and said, “May your deeds earn you rapid release from the Great Wheel. For now, as the Buddha says, all’s well that ends.”

Can you duplicate Liebnitz’s feat by identifying the room with the golden ingot, the dragon (identified by colour and direction) that the team manages to thwart, and the musical scale and note (scroll and bell) used to subdue it? To choose a winner, **bout de papier** will draw from a hat containing the names of everyone submitting a correct answer by the deadline of November 28, 2011. The prize will be a book autographed by A Aalto. Not necessary to win, but can you also fill in the chart? ☺

Free-lance prestidigitator A Aalto is expected to return to Canada this summer (kicking and screaming). Yi Xing and Marquis Yi were both real people (although as far as is known, they have been resting easy in their tombs on Mount Tiantai and in Suizhou respectively). Kudos to Pratchett, the footnote master. The dragon mythology is recorded in the chapter on geology in Needham’s history of Chinese science. The ruined palace in the Maghreb is from the IHT of August 8. The floor plan is a simplification of the one of the Dedinje royal palaces in Belgrade.¹⁷ Stone chimes sound eerier than words can describe.

13 Anagrams are so *passé*, *n’est-ce pas*?

14 A man who has clearly been paying no attention to the shape the world is in.

15 “Banana peel”.

16 “Bwah-hah-hah” — always a favourite of mine.

17 This guy apparently does no original work — clearly senior management material.

Death and taxis: The inevitable Shamus Dikk investigation

Answers to Vol. 25, No. 4

NO WINNER (ALAS)

TAXIS IN PHOTO	WEST END				EAST END
CAB #	1845	7764	6652	5540	9817
COLOUR	Checker	Yellow	Black	Red	Silver
PASSENGER	Trash Tempura	McIgor Suitlace	Carmen Obligatta	Rudolph Regenschirm	Terpsichore Friml
SITE FOUND	Hackenbush	Ptomaine Row	Pocahontas Falls	Outer Innertz	Outer Innertz
CLUE	Burnt cork	Rose-Marie DVD	Red leather scraps	PADI/NAUI cards	Iridescent feathers

The villain is McIGOR SUITLACE and he is to be found in ICELAND. The spelled-out reference by King's ghost is to Eyjafjallajökull, the volcano that erupted so violently starting in April of last year. That links to the volcano-RCMP reference early in the scrambled radio broadcast, which links to the DVD of *Rose-Marie* (the quintessential hokey Mountie movie) found by the kid in Suitlace's taxi. The composer Rudolf Friml wrote an operetta of the same name, but that was an accidental red herring.

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