

CANADA'S INTERNATIONAL POLICY STATEMENT

A Role of Pride and Influence in the World

DIPLOMACY

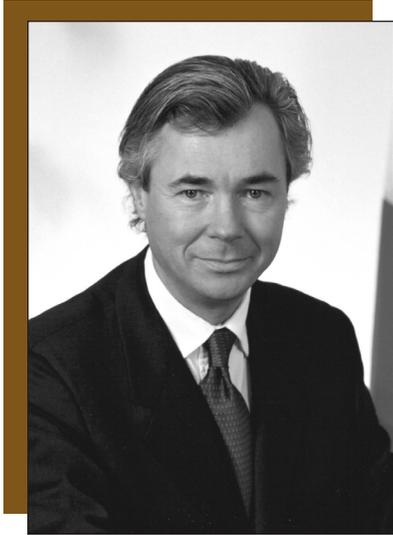
Diplomacy

Defence

Development

Commerce

MESSAGE FROM THE MINISTER



I am pleased to present this document describing how Foreign Affairs will support Canada's International Policy Statement.

I see Canada's foreign policy as an outward expression of our society. Our experience of building one voice from many cultures, many peoples and two official languages (with many more widely spoken) defines us as a country. These are the ingredients of our international personality.

In an early 21st century marked chiefly by the impact of globalization, Canada's international personality is more important than ever. Our responsibility to protect and preserve the values and interests of our own citizens requires us to be a responsible global citizen.

Foreign Affairs has an important contribution to make in this effort. Our focus will be on providing leadership with respect to Canada's international priorities and on ensuring Canadians continue to receive high-quality consular and other services.

Our priorities include the management of our relations with the United States, which are key to the security and prosperity of Canadians. Globally, we intend to pursue a new multilateralism that emphasizes effective global governance, to strengthen Canada's regional networks and to reconfigure our representation abroad to reflect the shifting distribution of global power and influence.

I am pleased to note that Foreign Affairs has received additional resources to help carry out its core responsibilities. This will enable us to deploy more diplomats abroad, to respond more quickly to crises and to pursue an active public diplomacy program that ensures Canada is better heard, seen and understood.

I look forward to hearing from Canadians and to having an ongoing dialogue on how Canada can be a valued and valuable player in world affairs.

A handwritten signature in black ink, appearing to read 'Pierre Pettigrew', with a long horizontal stroke extending to the right.

The Honourable Pierre Pettigrew
Minister of Foreign Affairs

Canada's International Policy Statement is available on-line at
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WHY FOREIGN POLICY MATTERS TO CANADIANS

Canadians have a growing stake in international developments. The food we eat, the air we breathe, and our health, safety, prosperity and quality of life are increasingly affected by what happens beyond our borders. At the same time, much of what we have accomplished at home enables us to contribute to a better world. Though of value in itself, this too is in our interest. A world that is peaceful and prosperous, in which democracy and respect for human rights flourish, is a world of opportunity for Canada and for Canadians.

Our choice is clear: we must be globally active if we are to create the society we want at home. But the anchor for our international reach remains in North America. Not only is this our neighbourhood; our chief partner, the United States, is also the sole superpower, whose role often determines success or failure on issues of concern to us. We cannot take our long-standing relationship with the United States for granted, nor our relationship with Mexico. We must ensure that our approach enables us to work with the United States and Mexico so that North America itself is globally competitive and continues to contribute to international security, prosperity and democratic, sustainable development.

Adaptation is not confined to our international policy. Because the distinction between domestic and international is less meaningful, when we think of international policy we must also think of the domestic implications. The SARS outbreak highlighted how

deeply, widely and quickly an international problem can affect our society, from health to the economy. New policy must consider closely the growing links between what occurs inside and outside our borders, on issues from immigration and human capital development, to fisheries, agriculture and national defence.

If the issues are increasingly interwoven, so too must be Canada's strategies for addressing them. We need greater coordination among the many programs and players in government involved with international issues, and modernization of our international instruments. We will have to work harder in government, and with Canadians, to ensure that we break down silos and promote a coherent, visible Canadian approach, backed with sufficient resources to take action and to get our messages across clearly. This will help to ensure that Canada remains influential on issues of concern in an increasingly competitive world.

Therefore, the sustainability and success of our international policy depends on both leadership by the Government and the active involvement of Canadians. The Government is committed to protecting and advancing the global citizenship of all Canadians, but it cannot be done without their strong involvement.

In the future, the Minister of Foreign Affairs will provide periodic updates that assess recent developments and look ahead, in light of the priorities set out in this document.

OUR PRIORITIES

MAKING A DIFFERENCE: THE NEW DIPLOMACY

Canada is well regarded internationally for its strong diplomatic vocation and active participation in today's international forums. From External Affairs Minister Lester Pearson's Nobel Peace Prize-winning role in the creation of peacekeeping, to the Ottawa Convention banning anti-personnel mines, to our central role in establishing the International Criminal Court, Canada has helped show leadership on major global issues.

Today, with so many new actors on the international stage, and facing new global challenges, from state failure to environmental sustainability or energy security, effective diplomacy is more important than ever. To be successful, our foreign policy requires more than good intentions, creative ideas or reliance on a solid reputation. It needs focus and resources. Unfortunately, while we have had a record of success, there has been an erosion in our foreign policy assets within the broader context of restoring financial health to the Government as a whole.

Our strategy is to develop a diplomacy that is adapted to a globalized world. This "new diplomacy" will reflect the fact that our domestic and international priorities are increasingly interconnected and that success demands building wide and flexible networks at home and abroad to foster innovative partnerships. The Government has already, in Budget 2005, taken important steps to reinvest in Canada's diplomatic role internationally.

Within the context of the new diplomacy, Foreign Affairs will focus on four policy priorities:

- **fostering the North American Partnership**, by supporting the revitalization of our partnership with the United States and expanding cooperation with Mexico, exploring trilateral initiatives, and devoting renewed attention to the Arctic;
- **making a distinctive contribution to Canada's efforts to help build a more secure world**, in particular with regard to failed and fragile states, counterterrorism and organized crime, the proliferation of weapons of mass destruction (WMD) and human security;
- **promoting a new multilateralism** that emphasizes global responsibilities, and a reformed multilateral system that tackles major global issues, including the environment and health, by putting results ahead of process;
- **realigning bilateral relationships and building new networks** (beyond North America) key to both our interests and values, taking into account the rise of major new players.

NEW CAPACITIES

In order to deliver on these policy priorities, Foreign Affairs will renew its capacity through re-allocation of existing resources and through the development of new strategies and instruments. The Department will:

- provide improved consular, passport and other services to Canadians, and improved security of identification documents, reflecting the greater need to help ensure the security and safety of Canadians as they play a more active international role;
- increase policy capacity, to better anticipate emerging issues and provide leadership in forging a government-wide response;
- complete an internal restructuring and consolidation of Foreign Affairs, including a more focused North America branch, a global issues branch concentrating on multilateral reform, more strategic management of bilateral relations and international security, and a stronger emphasis on strategic foreign policy development and public diplomacy;
- establish a Stabilization and Reconstruction Task Force (START) to ensure that there is longer-term planning for early responses to international crises and that the required government skills and expertise are at the ready;
- develop new program capacity, including a \$100-million Global Peace and Security Fund, to provide security assistance to failed and fragile states, as well as resources for post-conflict stabilization and recovery;

OUR PRIORITIES

- strengthen its field presence, particularly in regions of growing interest to Canada (such as Asia), and improve capacity in key third languages such as Mandarin and Arabic; and
- pursue a more robust and aggressive public diplomacy strategy, to ensure that Canada's voice and ideas are clearly heard and understood, enabling us to build the coalitions we need to achieve our goals.

Foreign Affairs will also cooperate more closely with other key partners, including federal departments with international interests, Parliament, the provinces and territories, as well as Canadian citizens. Our objective will be to renew Foreign Affairs' role as the interpreter, integrator and chief advocate of Canada's overall international effort, helping to ensure a single, coherent Canadian approach to world affairs.

A STRATEGY FOR OUR NORTH AMERICAN PARTNERSHIP

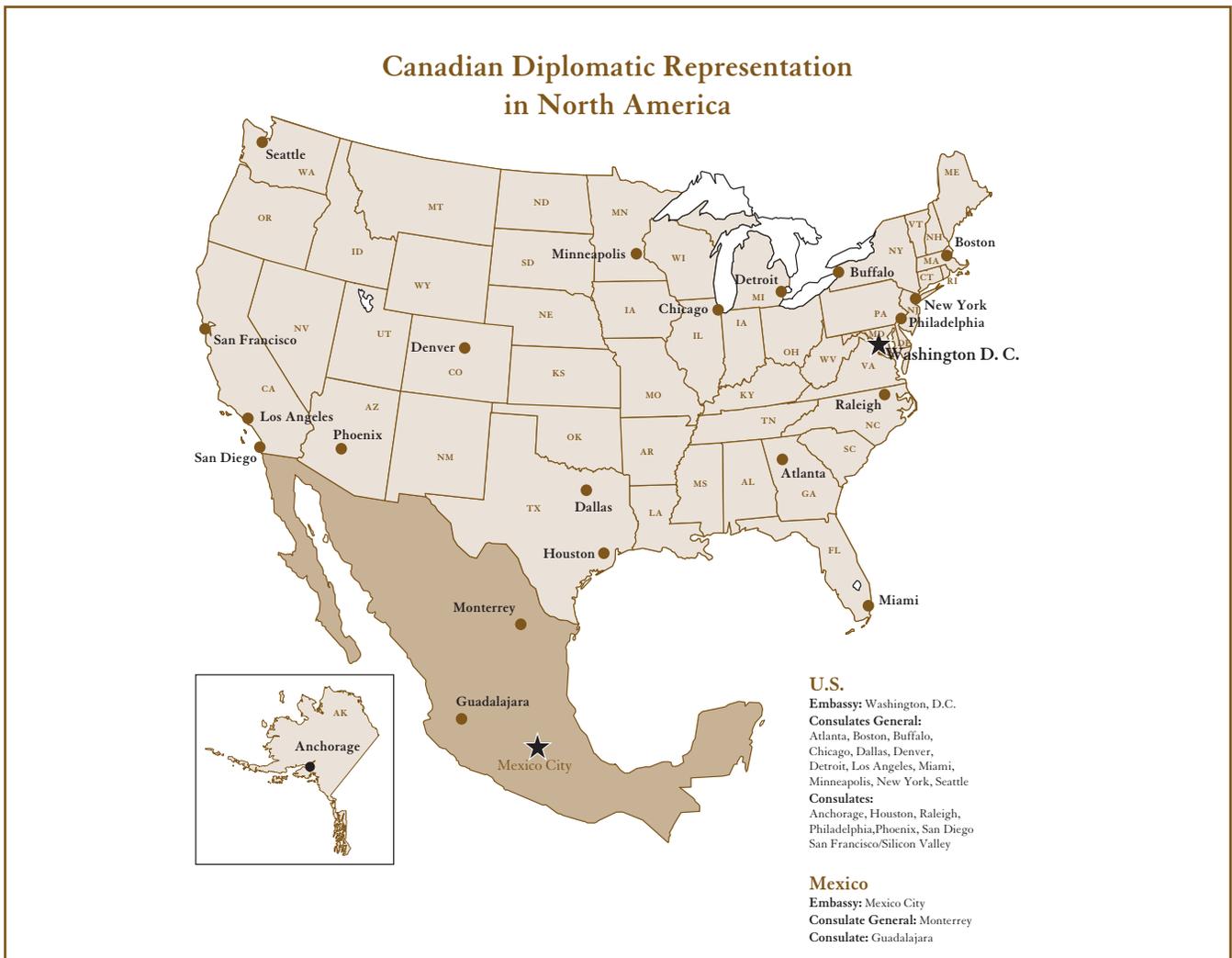
A new basis for more effective cooperation was established when the leaders of Canada, the United States and Mexico signed in March 2005 the *Security and Prosperity Partnership of North America*. It calls for mutual action on security, prosperity and quality of life, and builds on the *Canada-U.S. Joint Statement on Common Security, Common Prosperity and a New Partnership in North America* and the *Canada-Mexico Partnership*, both agreed to in 2004. The Security and Prosperity Partnership will allow Canada, the United States and Mexico to respond to a changing world through new initiatives to enhance our common security and increase the strength and competitiveness of our economies. It also seeks to deepen our cooperation with respect to the quality of life of North American citizens, through improved stewardship of the environment, food safety, and protection from infectious disease. The Security and Prosperity

Partnership sets out a workplan and minister-led working groups, which have been tasked to provide initial reports to leaders by June 2005.

In support of this continental framework, Foreign Affairs will take steps to strengthen the bilateral relationships with the United States and Mexico, and growing trilateral cooperation among the three countries. At the same time, Foreign Affairs will put renewed emphasis on the promotion of our Arctic sovereignty and circumpolar cooperation goals.

PARTNERSHIP WITH THE UNITED STATES

With our shared geography, and extensive economic, security and people-to-people ties, no two countries



A STRATEGY FOR OUR NORTH AMERICAN PARTNERSHIP

THE NAFTA ZONE

Total Population: 425 million (U.S. – 68%, Mexico – 24%, Canada – 8%)

Trade: NAFTA, with a GDP of \$17.1 trillion (US\$12 trillion), represents 34% of the world's GDP

Trade Composition: U.S. – 88% of NAFTA GDP; Canada – 7%, and Mexico – 5%

Investment: Canadian investment in the U.S. – \$92 billion; U.S. investment in Canada – \$152 billion

have more interests in common than do Canada and the United States. While each faces unique challenges, we must also recognize that the continent is becoming more inter-dependent and that we are equally affected by global issues. The time has come for us to explore how we can better cooperate to deal with the challenges posed by globalization.

Within the Canada-U.S. context, Foreign Affairs will pursue the following priorities:

- modernizing our security relationship, taking into account the evolving threats facing North America;
- identifying issues where Canada and the United States can cooperate on shared objectives globally;
- promoting further environmental cooperation; and
- getting our messages across more effectively, including through the Secretariat in our Washington Embassy.

MODERNIZING CANADA-U.S. SECURITY

Under the recent agreements with the United States, one of the key objectives is the need to ensure the coherence and effectiveness of our continental security arrangements. These will build on the model of cooperation developed under the 2001 Smart Borders Declaration and the security framework described in Canada's 2004 National Security Policy, which sets out

an integrated strategy and action plan for current and future threats.

Specific Initiatives

In collaboration with partner departments, Foreign Affairs will focus on:

- *Counterterrorism*: In 2002, Canada and the United States entered into an Agreement on Security Cooperation, which established a Bi-National Planning Group to develop coordinated contingency planning to respond to crisis scenarios, including potential terrorist attacks and natural disasters within North America. We will continue work in this Group and other processes to enhance coordination of cross-border law enforcement and counterterrorism programs; strengthen links between Canada's Integrated Threat Assessment Centre and the U.S. National Counter-Terrorism Center; build a 21st century border, pushing it outwards to interdict threats before they reach North America, while expediting the movement of low-risk people and goods; collaborate to secure shared critical infrastructure, including transportation, energy and cybernetic and communications networks; and improve the security of Canadian and U.S. passports by implementing biometric identifiers.
- *NORAD*: The North American Aerospace Defence Command (NORAD) agreement represents close to half a century of cooperation between Canada and the United States in the defence of the continent. The NORAD agreement is due for renewal in 2006. NORAD's success, based on its ability to adapt to new threats, is a testament to the value of our bilateral defence relationship, a relationship that allows both nations to pursue common security goals while respecting sovereignty. We will build on this foundation by exploring with the United States new ways in which we can enhance continental security. Canada confirmed its commitment to the bi-national command in August 2004 by amending the NORAD Agreement so that its missile warning capabilities, which have been in place for 30 years, would be made available to U.S. commands responsible for missile defence. The Government

A STRATEGY FOR OUR NORTH AMERICAN PARTNERSHIP

will further develop Canada-U.S. cooperation in other areas, involving other departments, including cooperation on maritime security as set out in the Defence document, and with regard to border issues, led by Public Safety and Emergency Preparedness.

COOPERATING ON SHARED GLOBAL OBJECTIVES

As international events increasingly affect North America, there are new opportunities for pursuing common global objectives. In many cases, we may wish to follow distinct but complementary paths, based on the different strengths of each country. For example, Canada and the United States already take this approach toward the stabilization, reconstruction and democratization of Afghanistan. Foreign Affairs will seek to promote continental collaboration on a number of key issues for Canada.

Specific Initiatives

Foreign Affairs will pursue Canada-U.S. cooperation with regard to:

- the transformation of the North Atlantic Treaty Organization (NATO) to enable it to play a more effective role in peace support operations and counterterrorism;
- the reinforcement of democracy and other shared objectives of the Summit of the Americas process;
- the development of new multilateral mechanisms, such as the proposed Peacebuilding Commission for the United Nations;
- the need to better address new health threats, including infectious diseases; and
- control of the proliferation of weapons of mass destruction (WMD).

ENVIRONMENTAL PARTNERSHIP

Canada-U.S. environmental cooperation dates back to the early 20th century, with the signing of the treaties

on migratory species and the creation of the International Joint Commission (IJC), which is responsible for boundary water management. The North American Agreement on Environmental Cooperation, concluded at the same time as NAFTA, established trilateral cooperation with the United States and Mexico. Today, we face new challenges, and there is a need to modernize our common approach. Foreign Affairs will, in close cooperation with key federal partners such as Environment Canada, as well as provincial and municipal authorities, seek new opportunities to strengthen continental cooperation in this area.

Specific Initiatives

- build on well-established Canada-U.S. relationships in air quality, and in water quantity and in quality, and strengthen cooperation on invasive species, chemicals management, climate change and Earth observation. Efforts will be undertaken to promote the clean and efficient use of energy resources, including initiatives in clean coal and renewable energy; and
- enhance the way in which these environmental partnerships are complemented by trilateral Canada-U.S.-Mexico engagement.

GETTING OUR MESSAGE ACROSS

Foreign Affairs has taken steps to bolster Canada's profile when pursuing our priorities south of the border. In addition to the Secretariat in our Washington Embassy, our Enhanced Representation Initiative (ERI), in cooperation with other departments, has led to the opening of new consulates in U.S. regions where Canadians have important interests at stake. We need to do more, however.

Effective cooperation in North America depends on mutual understanding. Even though our people-to-people ties with both countries are numerous—for example, the United States ranks as the fifth-largest single-country source of immigrants to Canada, and Mexico is now the leading source (ahead of the United States) of foreign worker flows to Canada—we are each evolving demographically. The 2000 U.S. Census

A STRATEGY FOR OUR NORTH AMERICAN PARTNERSHIP

indicated that the South and West accounted for nearly two-thirds of population growth in the United States from 1900 to 2000. Population centres, and political power, are increasingly moving away from the Canadian border.

As the countries of North America become more interdependent in economic terms, we paradoxically risk becoming less familiar with each other. To mitigate this risk, and to harness the continent's potential in an increasingly competitive global marketplace, we need to ensure that we have effective mechanisms in place to enhance dialogue between the three partners. We will seek wider participation in answering the questions facing North America, to encourage more creative thinking on the steps ahead. For example, we need to examine with our North American partners the continent's role vis-à-vis such emerging powers as China and India, or with regard to the transatlantic relationship, as the EU evolves. We should consider other issues as well, such as cultural diversity, migration and the environment.

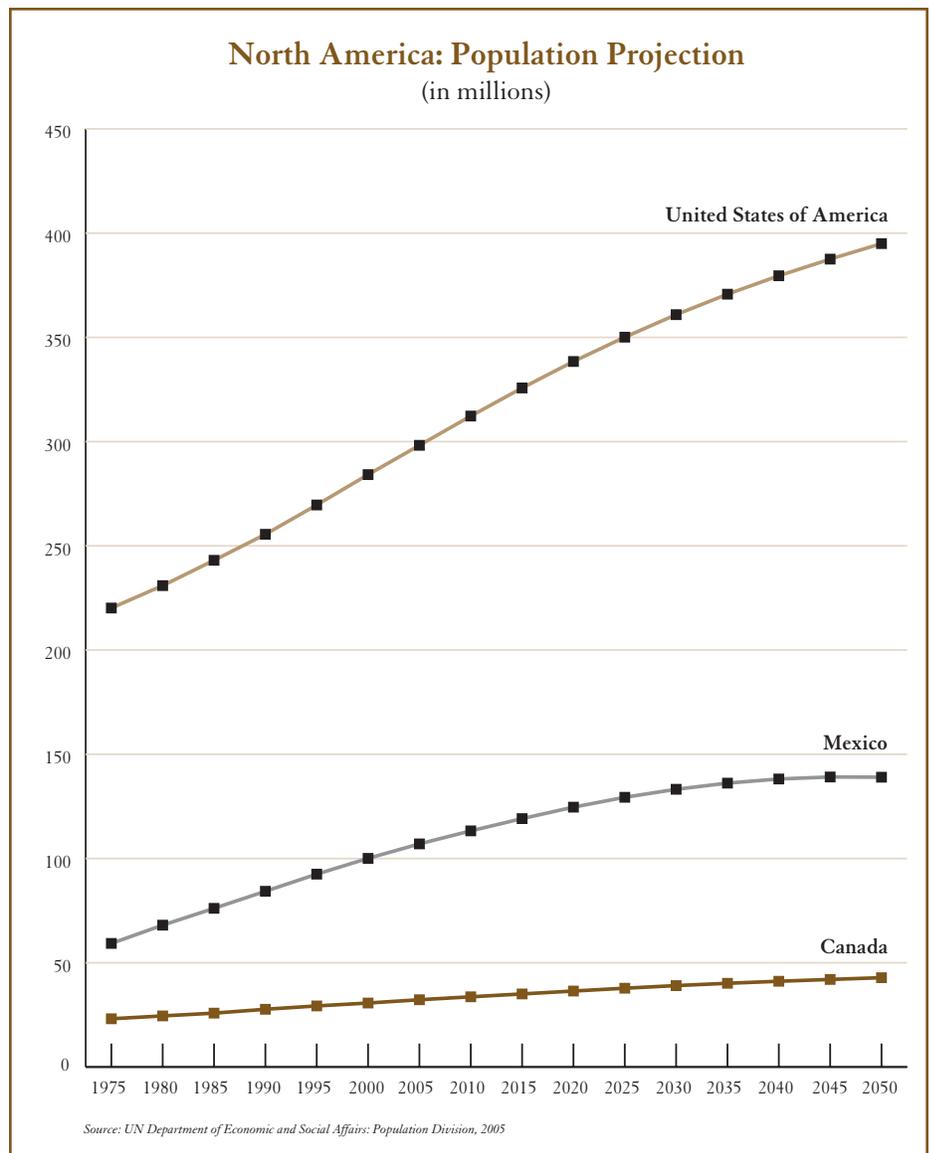
Canadians need to become more knowledgeable if we are to exercise "smart sovereignty." As noted in the House of Commons Standing Committee on Foreign Relations and International Trade report *Partners in North America*, there is surprisingly little research and policy capacity within Canada regarding our neighbours. The *Partners* report recommended that the Government take steps to promote more sophisticated policy making. Foreign Affairs will take steps to address these needs.

Specific Initiatives

- explore ways to promote a better understanding of each other's society, anticipating future challenges and enabling more

sophisticated policy making and productive cooperation, inside and outside government. This would advance the goals set out in the *Security and Prosperity Partnership*, to find ways for our citizens to live healthier, safer and more prosperous lives, and would include individuals from government, universities, the private sector and civil society;

- strengthen our public diplomacy capacity, including by raising our profile in the United States and Mexico through increased exposure of Canadian ideas, culture and innovation. This will enable us to better conduct targeted and effective advocacy in both countries; and



A STRATEGY FOR OUR NORTH AMERICAN PARTNERSHIP

- use our expanded number of missions in the United States, and the Secretariat in our Washington Embassy, as a strategic network to engage key opinion formers and decision makers.

ENHANCING RELATIONS WITH MEXICO

Mexico is of increasing importance to Canadians. The percentage increase in Canada-Mexico trade and investment since NAFTA entered into force in 1994 has been even more dramatic than the percentage increase in trade with the United States. Canada is now Mexico's second-largest export market and Mexico is Canada's sixth. In the past decade, our terms of trade have trebled in a commercial relationship that remains notably free of irritants. Our people-to-people linkages have grown as well, and in both directions. As it continues to consolidate its democratic transition, Mexico has actively sought our advice and support in modernizing its governance structures and practices. We have encouraged a growing convergence of views on foreign policy issues and greater engagement by Mexico in hemispheric and global affairs. As Canadians, we now recognize, as we perhaps did not

before, that a strong, stable Mexico is essential for the sustained prosperity and security of our neighbourhood. Under the Canada-Mexico Partnership, a forum has been established to strengthen economic cooperation and promote private and public sector dialogue. Both countries are committed to expanding ties on all levels.

ADVANCING OUR ARCTIC GOALS

The Northern Dimension of Canada's Foreign Policy provides an ongoing framework for Canada to take a leadership role in the circumpolar world. As part of the first-ever comprehensive domestic strategy for the North designed to enhance the security and prosperity of Canadians, especially northerners and Aboriginal peoples, the Government will work with the Arctic Council, circumpolar nations and other involved countries to enhance our sovereignty and protect the people and fragile environment of the Arctic. This will be done in collaboration with northerners and based on sound scientific research, with a special emphasis on exploring adaptation to the impacts of climate change. Canada will also take advantage of the International Polar Year in 2007-2008 to promote scientific knowledge and the people-to-people dimension of polar stewardship.

Today war between major powers seems more remote than ever. The threats we face now are different—from non-state actors such as terrorists to new infectious diseases. Increasingly, they are beyond the control of any one country. Where states pose threats today—for example, those developing nuclear weapons—they often operate beyond the constraints of international law. We need new strategies to influence their behaviour. In addition, many countries today threaten us—and their own citizens—not because of their strength, but because of their fragility. Their collapse creates humanitarian tragedy and poses wider security threats, including to Canadians. These challenges, which increasingly transcend national boundaries, demand more than ever that governments work multilaterally to find durable solutions.

The Government is responding to these challenges on a number of fronts. *Securing an Open Society: Canada's National Security Policy* (NSP), released in 2004, puts forward a framework for action. The NSP focuses primarily on domestic and North American strategies, including intelligence, emergency planning and management, public health, transport and border security.

At the international level, Canada remains firmly committed to the United Nations as the cornerstone of the multilateral system, and to action under its auspices. However, our multilateral institutions are under strain. Canada's "Responsibilities Agenda" advocates new international commitment to the ideals that the UN Charter represents. As such, the Government welcomed the 2004 UN High Level Panel Report, *A More Secure World*, and the 2005 UN Secretary-General's report, *In Larger Freedom*, which together lay out an ambitious reform agenda, integrating security and development issues, and calling for institutional renewal.

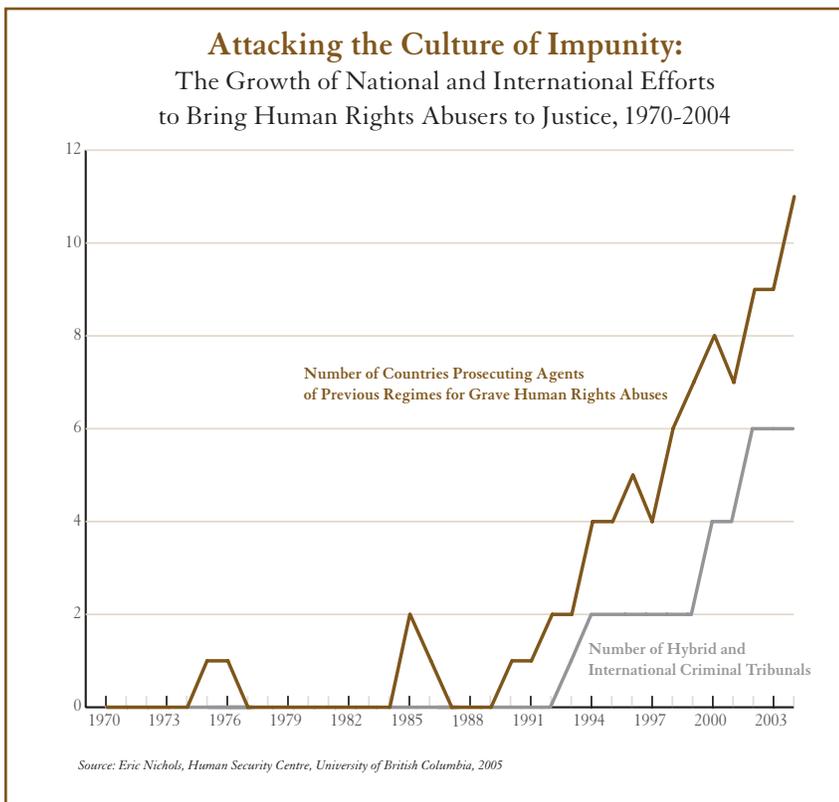
Foreign Affairs' leadership on international security policy will contribute to the following Government priorities in particular:

- dealing with failed and fragile states;
- countering terrorism and organized crime;
- combatting the proliferation of weapons of mass destruction (WMD); and
- promoting human security.

FAILED AND FRAGILE STATES: THE NEW CHALLENGE

Among the emerging threats we face are those resulting from a large number of weak, ineffectively governed states. Our strategy to address the multiple challenges posed by failed and fragile states is focused, first and foremost, on prevention, through development strategies, support for human rights and democracy, diplomacy to prevent conflict, and contributions to build human security.

Recent conflicts and emergencies have taught us that we need to develop an integrated approach in responding to international crises when they occur, so that military operations and civilian assistance form part of a coherent operational plan. Military intervention has to be rapid, so as to stabilize the



RESPONSIBILITY TO PROTECT

The Responsibility to Protect report of the International Commission on Intervention and State Sovereignty sets out criteria for international intervention in cases where there is large-scale loss of life or ethnic cleansing, or where these conditions are imminent.

The Responsibility to Protect initiative will demand a long-term commitment to advance international rules and the international community's sense of obligation to intervene to prevent widespread atrocities.

situation on the ground and restore security for the local population, and our armed forces must be equipped for the multiple and changing tasks that are essential in this more complex environment. Set out in the accompanying Defence document is a fundamental restructuring of our military operations, including the creation of a unified "Canada Command." The Canadian Forces will also be expanded, to permit Canada to play a significant role in peace support operations.

The stabilization of post-conflict societies needs to be followed by the re-establishment of effective public institutions—law enforcement and judicial systems, education and health care, functioning legislatures and regulatory regimes. This will set the stage for long-term economic development, through international assistance and private sector initiatives.

Canada's experiences in the Balkans, Afghanistan, Haiti and, most recently, in the Indian Ocean tsunami clearly demonstrate the importance of a well-coordinated and rapid response to international crises. Canada's diplomatic, defence and developmental ("3D") efforts in Afghanistan have increased Canada's profile and influence on key international peace and security issues. Our significant support to NATO in its first non-European operation has solidified the Alliance's role as a capable and increasingly outward-looking transatlantic security organization. Our presence has facilitated progress on a number of issues, including the launch of a soon-to-be-completed process of the cantonment of heavy weapons in Afghanistan, the same weapons that were used to destroy much of the country's physical infrastructure in the past. We have also played a significant role in supporting free and fair elections and have been lauded for our approach to Afghanistan's development by supporting Afghan-led national reconstruction programs and priorities. Most

importantly, Canadian efforts—alongside those of our allies—have meaningfully contributed to Afghanistan's transition toward democracy, stability and self-sufficiency. We are building upon this success by assuming a leading role in the Kandahar region through the deployment of a Provincial Reconstruction Team in August 2005.

The speed with which we intervene, together with the right mix of assistance, can be crucial in saving lives in a crisis situation. Darfur is the latest example of a crisis that requires concerted international action. The security and human rights situation in Darfur remains severe, with serious human rights violations continuing to be committed by government forces, militias and rebel groups. The African Union-led peace talks among the parties to the conflict have been stalled since adjourning on December 23, 2004. The rebel groups continue to boycott the talks until the security situation improves on the ground. Since January, there has been a lull in military operations. Nonetheless, security remains fragile—a major security incident could easily set back both the security and humanitarian situation.

Canada is adopting a "whole of Sudan" strategy, whereby activities targeted to specific regions, such as Darfur, are developed and implemented within the context of their impact throughout Sudan. Canada's activities in Darfur are based on the 3D approach involving diplomatic activity, development and humanitarian aid, and support for improving the security situation through defence and civilian police involvement. Since 2000, Canada has contributed \$70 million in humanitarian aid and \$20 million in support to the African Union mission in Sudan, which is deployed in Darfur. Our contribution to the African Union includes helicopter support, which is considered the backbone of the operation, critical military and civilian police staff support to assist in planning, and

military equipment for the African Union troops. Canada is examining the scope for a bigger role in the Darfur crisis. This could include acting as a catalyst for international action by focusing effort and resources on some critical areas of diplomatic activity to reinvigorate the peace process; reinforcing the African Union mission in Sudan in critical areas such as helicopter support and technical advice; advancing the protection of civilians through additional commitments for humanitarian, peacebuilding and reconstruction needs; and supporting the implementation of the UN Security Council resolution on the International Criminal Court.

Specific Initiatives

- to better meet the need of responding quickly to international crises, the Government will establish an ongoing Stabilization and Reconstruction Task Force (START) in Foreign Affairs, to gauge the extent of crises and consolidate the Government's response. START will draw together expertise

across government and will work closely with counterpart task forces now being formed by partner countries such as the United States; and

- as set out in its 2005 Budget, the Government is committing \$100 million annually over five years to a Global Peace and Security Fund (GPSF) under the authority of the Minister of Foreign Affairs. The Fund will support urgent contributions to crisis response operations, as well as measures to ensure lasting human security such as the eradication of anti-personnel mines.

Canadian diplomacy, backed by new capacities and investments in defence, development and trade, will enable Canada to make a difference in regions and on issues of concern. Our new, integrated approach will bring together all of our instruments to produce results and to make a difference.

The changes we are making at home to better enable us to deal with failed and fragile states need to be

STABILIZATION AND RECONSTRUCTION TASK FORCE (START)

Why do we need it?

- As many as 50 states are dangerously weak or failing, leading to more frequent humanitarian disasters. We must be better equipped to address crises.
- Complex emergencies of the recent past (e.g. in Afghanistan, Haiti, the Balkans) have taught us that not only must civilian and military instruments work closely together but also that we must have a more effective working relationship among our civilian instruments. We need to move much more rapidly to put in place a suite of actions (including policing, de-mining, re-establishment of courts) to protect people comprehensively and enable them to rebuild their lives quickly.

What would it achieve?

- START will result in better planning and preparation across government for crises in fragile and failing states.
- It will promote faster, more efficient coordination and action of Canada's response to support stabilization and reconstruction.
- It will provide more effective support for the UN and other international organizations in addressing crises.

How will it work?

- Located in Foreign Affairs, with staff drawn from Foreign Affairs and other departments whose expertise is needed to ensure coherent government responses to international crises, START will conduct planning and develop rapid and coordinated government responses to crises as they occur.

THE GLOBAL PARTNERSHIP

Canada's major security undertaking with Russia is our involvement in the Global Partnership Against the Spread of Weapons and Materials of Mass Destruction, administered by Foreign Affairs. This program was designed by the G8 in 2002 in response to the serious threat posed by the vast quantities (40,000 tonnes) of nuclear, radiological and chemical weapons in the former Soviet stockpile, and the threats these would represent in the hands of terrorists.

Canada is a leading architect and supporter of the Global Partnership, with a commitment of \$1 billion over 10 years.

mirrored at the international level. The international community is still not sufficiently well organized to execute complex peacebuilding operations, nor is there a consensus on when the UN must intervene to deal with an international crisis. The UN's recent reports conclude that post-conflict operations have too often been characterized by ill-coordinated and overlapping bilateral and UN programs, preventing the best use of scarce resources. But we also need agreement on new rules so that the international community can intervene more swiftly and effectively to protect civilians against massive harm—including genocide, war crimes and crimes against humanity—when states fail to carry out their fundamental responsibility to protect their own people.

Specific Initiatives

- Foreign Affairs will promote action on the Responsibility to Protect at the UN and it will continue to pursue its efforts to gain wide acceptance of this concept. In particular, it will work for a UN Security Council resolution adopting guidelines governing the use of force in internal conflicts, as recommended in *The Responsibility to Protect* report; and
- to more rapidly and effectively build peace in conflict and post-conflict situations, Foreign Affairs will cooperate with like-minded countries to support the creation of a civilian Peacebuilding Commission within the UN, in line with the UN High Level Panel's recent recommendations. Reporting to the UN Security Council, this Commission would lead in the re-establishment of order and governance in post-conflict and failed states, allowing the UN to rapidly draw together

relevant expertise from across the UN system. A peacebuilding support office within the UN Secretariat could provide capacity for faster and more effective peacebuilding operations.

Canada retains a strong interest to work with the UN wherever possible in responding to international crises. But while the UN will continue to have an essential role in providing legitimacy to international operations, the most practical solution in some cases will involve regional players. Regional organizations and countries have the greatest stake in the stability of their neighbourhoods, and therefore often have a greater incentive to commit the resources needed for stabilization and peacebuilding. As the UN's recent reports recommend, the UN should establish new framework agreements with regional organizations to facilitate their ability to mount peace support operations. An excellent model in this respect is NATO, given its close cooperation with the UN in the Balkans and Afghanistan.

Specific Initiative

- Foreign Affairs will work with regional organizations to assist failed and fragile states. This includes NATO's transformation to meet new threats, given its proven capacity to combat terrorism and help stabilize countries and regions at risk. Where NATO is not engaged, we will cooperate with other regional players, notably the European Union, the African Union and the Organization of American States, in the areas of conflict resolution, and capacity building for peacekeeping and peacebuilding.

COUNTERTERRORISM AND ORGANIZED CRIME

Within the broader context of the Government's counterterrorism strategy, Foreign Affairs makes a unique contribution. The first line of defence in countering terrorist recruitment is the promotion of accountable, democratic governments that respect human rights, allow for peaceful dissent, take action to fulfill the aspirations of their people and respect diversity. The promotion of human rights and democracy will remain a core responsibility for the Department.

Foreign Affairs will also continue to promote international efforts to counteract terrorist organizations and their support networks. The G8, NATO and the UN are developing additional counterterrorism capabilities, and we will push for the full implementation of the international conventions on terrorism, in particular to deny financing to terrorist organizations.

Specific Initiatives

- consistent with the initiatives identified in the NSP, Foreign Affairs will increase its diplomatic contribution and capacity, including through civilian security assistance programs, for those states seeking help to fight terrorism. We will provide these countries technical assistance through an annual \$15 million counterterrorism capacity-building program; and
- we will actively support the resolution of regional disputes that are exploited by terrorists to mobilize their adherents, and use public diplomacy (for example, academic exchanges, civil society dialogue) to build alliances with political moderates in societies threatened by extremism.

Terrorist organizations often rely on the proceeds of international crime and criminal methods to support their activities. As our world becomes more interconnected, global criminal networks have sprung up that are involved in the narcotics trade, the smuggling of migrants, trafficking in persons, the illicit trade in weapons, money laundering, identity theft, commercial fraud, extortion and cyber-crime. Civil wars in fragile states have been exacerbated by the illicit

import of weapons and the illegal export of natural resources such as diamonds, timber and other highly valued resources.

Specific Initiative

- to confront the new risks posed by transnational organized crime, such as trafficking in people and arms, money laundering and identity theft, Foreign Affairs will cooperate with all orders of government in implementing the NSP measures in this area. We will also work to strengthen multilateral cooperation, including through the Financial Action Task Force, which improves standards in international financial transactions, engaging both states and the private sector.

WEAPONS OF MASS DESTRUCTION: COMBATTING PROLIFERATION

The difficulties faced by international legal regimes in controlling WMD have become acute in recent years. Irresponsible states who are in possession of WMD or who pursue their development, and the possibility that WMD will one day fall into the hands of terrorists, demand a concerted international response. Strengthening international export control regimes, as well as the ability of countries to enforce effective and comprehensive export controls on proliferation-sensitive technologies, remains a Government priority.

Specific Initiatives

- Foreign Affairs will play a major role in pursuing Canada's strategy, including through the use of our participation in the G8, the International Atomic Energy Agency (IAEA) and the Proliferation Security Initiative. The Nuclear Non-Proliferation Treaty Review Conference in 2005 will provide an opportunity to develop fresh multilateral approaches, strengthening the Treaty's commitment to non-proliferation, disarmament and the peaceful uses of nuclear energy. We will also pursue a strategy to reinforce compliance and verification mechanisms for WMD, reflecting our comparative advantage in key technology sectors; and

BUILDING A MORE SECURE WORLD

- Foreign Affairs will seek to expand its contribution to the G8's Global Partnership Against the Spread of Weapons and Materials of Mass Destruction to include other countries willing to support the Partnership's goals; it will work to reinvigorate the Conference on Disarmament in Geneva to move forward talks on the Prevention of an Arms Race in Outer Space.

HUMAN SECURITY: RENEWING CANADIAN LEADERSHIP

Canada has provided international leadership in the development of the human security agenda. Human security goes beyond traditional security concepts, based on defending the state, to focus instead on protecting the individual. Prominent successes include the banning of landmines, helping end the practice of using child soldiers in conflicts, and the creation of the International Criminal Court to deal with genocide, war crimes and crimes against humanity. But pressing issues remain. For instance, each year more than 500,000 people are killed by the 640 million small arms and light weapons in the world today.

Related to this is the importance of tackling the financial bases of conflict. Over the past decade, civil wars have increasingly been driven by economic rather than political agendas. Whether through diamonds in Sierra Leone and Angola, tropical timber in Liberia and Cambodia, or narcotics in Colombia and Afghanistan, profit rather than political power is a growing motive behind violent conflict.

Canada currently holds the Chair of the Kimberley Process, which is proving an effective multilateral mechanism for combatting the trade in conflict diamonds in Africa and ensuring the credibility of a

multibillion-dollar industry. The process is largely motivated by the desire to prevent and resolve violent conflicts and end the unnecessary suffering of innocent civilians, both of which are central to Canada's human security agenda.

Multilateral organizations have become key forums for advancing the human security agenda internationally. For example, while la Francophonie started very much as a cultural and educational institution with a strong emphasis on the development needs of its poorer members, in recent years the institution has become more active on political and security issues. Biannual Francophone Summits have heightened the political influence of la Francophonie. In November 2004, in Ouagadougou, Burkina Faso, the Prime Minister proposed that a meeting of foreign ministers of la Francophonie be held on conflict prevention and human security, thus confirming the fundamental change in the broad orientation of this institution.

Specific Initiative

- Foreign Affairs will renew action on the human security agenda by giving fresh impetus to international action on controlling the illicit flow of small arms into conflict zones, including urban areas. We will also help remove the financial incentives to conflict by pursuing international agreements to halt the illicit trade in certain resources that sustain and exacerbate armed conflict; and will press for the development of new multilateral mechanisms to bring to justice those who profit from these activities, whether warlords, organized criminal organizations or complicit companies. We will further explore the comparative advantages of various multilateral forums in pursuing the human security agenda.

GLOBAL ISSUES: PROMOTING A NEW MULTILATERALISM

The recent outpouring of support by Canadians for tsunami disaster relief in Asia highlights the strong humanitarian traditions that characterize our society and our foreign policy. The help we provide developing countries, whether through development assistance, access to our market, or debt relief, is another reflection of our values. At the same time, we must also recognize that we have a vital interest in ensuring that the developing world becomes healthier, safer and more prosperous. It is here that five-sixths of humanity resides, where almost all population growth will occur, especially in cities, and where economic dynamism is taking hold. But it is also here that most poverty exists, where we will see the greatest environmental and health issues arise—including new infectious diseases—and where conflict, including terrorism, will continue to occur unless we act now, and much more effectively than in the past.

Canada has long understood that multilateral cooperation is essential if the world is to make progress in preventing and ending conflict, promoting sustainable development and enabling commerce. Today, multilateral cooperation that is focused on results is more important than ever. It is the only option open to us if we are to successfully tackle emerging global issues, to protect people around the world against violence, and to give them the opportunity to build prosperous, fulfilling lives.

This focus on results underpins Canada's "Responsibilities Agenda," introduced by the Prime Minister at the 2004 UN General Assembly session. It is aimed at encouraging concrete action by the international community to meet our five most pressing, shared responsibilities: to protect civilians

AN UNEQUAL WORLD

Of the world's 6 billion people, there remain 2.8 billion people living on less than US\$2/day.

The richest 5% of the world's population have incomes 114 times greater than those of the poorest 5%, while the richest 1% receive as much annually as the poorest 57%.

– UNDP Human Development Report, 2002

A MORE SECURE WORLD

In 2004, the UN High Level Panel on Threats, Challenges and Change released its report *A More Secure World: Our Shared Responsibility*. The Panel argues that "today more than ever before, threats are interrelated and a threat to one is a threat to all." The Panel deals with the following clusters of threats: war between states; poverty; infectious diseases; environmental degradation; intra-state conflict; the spread of nuclear and other weapons of mass destruction; terrorism; and transnational organized crime. It also proposes reforms for the principal organs of the UN, including models for Security Council reform.

from conflict; to control weapons of mass destruction; to advance human rights; to promote genuine development (in part through greater trade); and to preserve the global commons.

As the only truly global organization, the United Nations has a unique opportunity to take action on these five responsibilities. Key to success is the UN's reform agenda. This includes benchmarks for combatting poverty through the Millennium Development Goals (MDGs), and the recommendations of both the report of the High Level Panel *A More Secure World* and the report of the Secretary-General *In Larger Freedom*, which deal with security, development and human rights issues.

That said, finding international consensus on the way ahead will be difficult. Canada, guided by the Responsibilities Agenda, will do its part. Foreign Affairs will have a key role in pursuing a new multilateralism that:

- advances democracy through good governance, human rights protection and respect for diversity;
- supports more effective sustainable development strategies;
- strengthens international development, including health policy coordination; and
- streamlines and modernizes our multilateral diplomacy for greater effectiveness.

GLOBAL ISSUES: PROMOTING A NEW MULTILATERALISM

PROMOTING DEMOCRACY THROUGH GOOD GOVERNANCE, HUMAN RIGHTS PROTECTION AND RESPECT FOR DIVERSITY

Canada has an excellent reputation for providing assistance to help develop capacity at the state level to strengthen democratic institutions. This includes support for human rights commissions, for free and fair elections, and for the establishment of effective democratic institutions. Canada also supports civil society watchdogs, such as free and independent news media and non-governmental organizations (NGOs) that are active in human rights advocacy. The international community increasingly recognizes the importance of these efforts for democratic development around the world.

We can have still greater impact. To that end, the Government has established the Canada Corps to strengthen Canada's contribution to human rights, democracy and good governance internationally. CIDA will be playing a lead role in this effort.

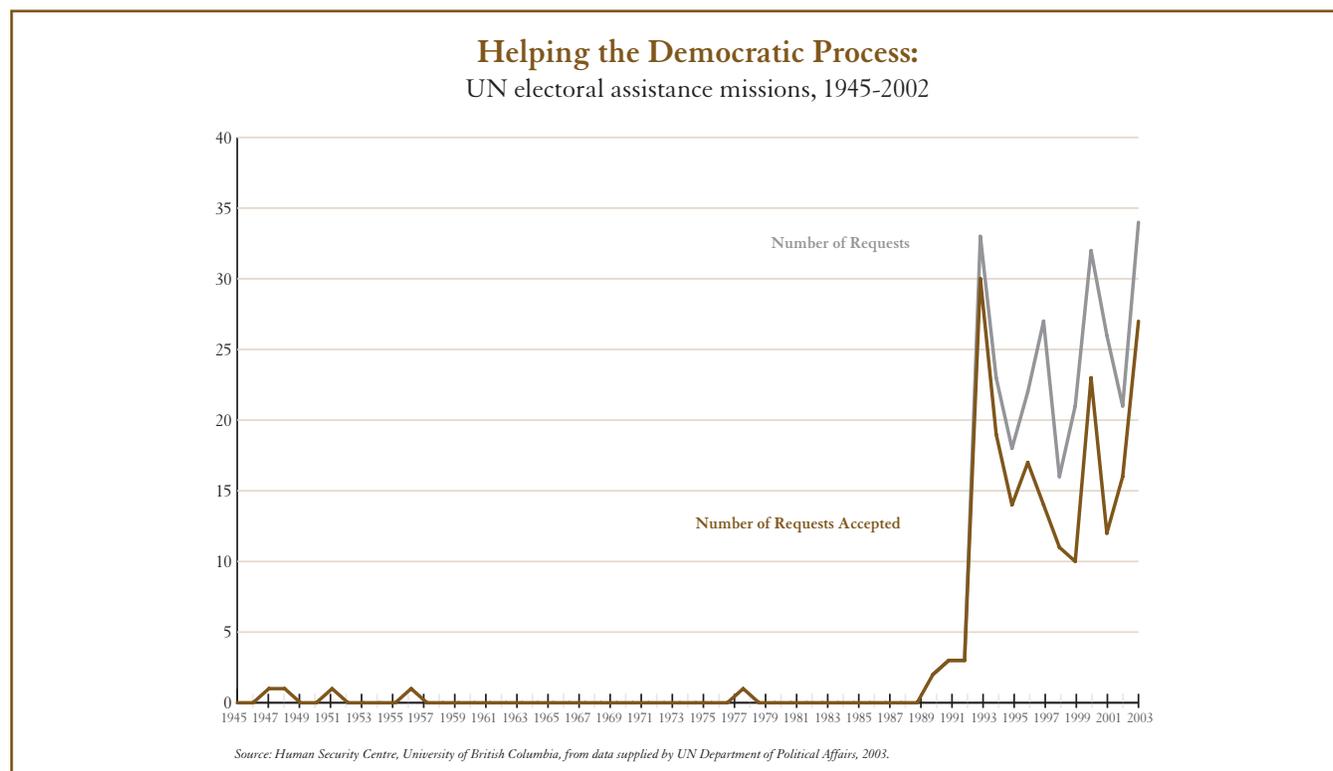
At the same time, there is a range of organizations within Canada that have been established at arm's-

length from the Government or Parliament to promote democratic governance internationally. Each of them has established expertise and credibility in specific areas: for example, Rights and Democracy promotes human rights globally, while the Parliamentary Centre helps countries build effective parliamentary institutions. Elections Canada contributes to the holding of elections, as it did in Iraq, while the International Development Research Centre supports democratic governance.

Specific Initiative

- in order to leverage the impact of these groups internationally, to promote sharing of best practices, to build synergies among them, and to better publicize this work to Canadians, Foreign Affairs, with CIDA and CIDA's Canada Corps, will promote greater outreach and dialogue with both government and non-governmental actors in this area.

Key to our promotion of the new multilateralism is the strengthening of international human rights institutions. The level of commitment by all countries to the Universal Declaration of Human Rights and other foundation human rights documents is still insufficient.



GLOBAL ISSUES: PROMOTING A NEW MULTILATERALISM

Canada will vigorously promote the UN Secretary-General's new proposal to elevate the status of the office of the UN High Commissioner for Human Rights and to create a stronger, more effective Human Rights Council in place of the existing Human Rights Commission. This will help ensure that the UN is forthright in condemning abuses and encouraging progress on the ground, and that it has the capacity to do so based on monitoring and informed reports where abuses are occurring.

Specific Initiatives

- build support for the proposed Human Rights Council;
- continue our strong support for the new International Criminal Court, and for the war crimes tribunals for Rwanda and the former Yugoslavia; we will provide \$500,000 for the Court's newly established mandate to investigate and prosecute crimes against humanity in Darfur, Sudan;
- provide \$5 million to the High Commissioner's office to strengthen its monitoring capacity on the ground;
- support the establishment of a Global Centre for Pluralism in cooperation with the Aga Khan Foundation of Canada. The Centre would be located in Canada and would promote pluralism globally; and
- work within the Commonwealth, la Francophonie, the Organization for Security and Cooperation in Europe (OSCE) and the OAS to encourage these organizations to take a more active role in protecting human rights within member countries, including strengthening the capacity of these organizations to take action on human rights abuses.

A key challenge in promoting good governance is to respond to those who argue that democracy and human rights are "Western," not universal norms. The spread of democracy and respect for human rights across the world has shown that these have universal appeal, irrespective of culture. Canada can play a role in demonstrating how institutions can be shaped to ensure

that universal standards are respected, while upholding cultural, ethnic and religious expression. We can do this in part by showcasing Canada's diversity internationally, including through arts and culture.

Specific Initiative

- with the support of the Forum of Federations, and the involvement of Canadian cities, which have wide experience to share on managing diversity, Foreign Affairs will foster a dialogue on best practices in local governance and will promote cultural diversity through development of a new convention through the United Nations Educational, Scientific and Cultural Organization (UNESCO).

PROMOTING SUSTAINABLE DEVELOPMENT

Good governance is key to sustainable development as well. Poorly managed economic growth can, among other things, lead to worsening environmental problems. Indeed, economic competitiveness is increasingly a function of effective environmental practices. Increased multilateral collaboration is essential to ensuring these practices are adopted and implemented. Working with Environment Canada and other Canadian actors, Foreign Affairs will pursue a new multilateralism that focuses on climate change, oceans, sustainable cities and better multilateral environmental coordination.

Global issues such as these require global networks, bringing together experts, governments and civil society to provide answers and to build consensus on the ways forward.

Foreign Affairs will work jointly with Environment Canada and other concerned departments to:

- improve international environmental governance by ensuring full implementation of new and existing agreements and by strengthening the mandates of existing organizations, including the UN Environment Programme (UNEP); and
- develop a comprehensive, effective and coherent system of multilateral environmental agreements and bilateral cooperation agreements with

GLOBAL ISSUES: PROMOTING A NEW MULTILATERALISM

countries key to Canada's (and the world's) environmental quality.

There is compelling evidence that climate change will affect water availability, agriculture, forests and sea levels; that it will cause extreme weather events, large-scale migration and loss of biodiversity; and that it will change the patterns of disease outbreaks. In our continuing effort to deal with the effects of climate change, the Government will deliver on Canada's commitment to the Kyoto Protocol in a way that produces results, while maintaining a strong and growing economy. Canada's recently updated climate change plan sets out a series of initiatives to enable Canada to meet its obligation under the Kyoto Protocol to reduce its greenhouse gas emissions by 6 percent from 1990 levels (the Protocol baseline year).

Canada will also host the 11th Meeting of the Conference of the Parties (CoP 11) of the United Nations Framework Convention on Climate Change (UNFCCC) in Montreal late in 2005. This will be the first Meeting of the Parties to the Kyoto Protocol since it entered into force and will focus on a new international climate change agreement to succeed the Kyoto Protocol after 2012. At this meeting and throughout its Presidency of the UNFCCC in 2006, Canada will work with other countries, including the United States and developing countries that are major emitters of greenhouse gases, to lay the foundation for a robust long-term global climate-change regime.

Specific Initiative

- working with Environment Canada, Foreign Affairs will seek to build international support for a robust long-term global climate-change regime; and as the host of the Clean Development Mechanism and Joint Implementation Office (CDM/JI), facilitate the approval of Canadian projects abroad, facilitate the acquisition of credits from these projects, and improve the operations of the international CDM Executive Board to make the Kyoto Protocol project mechanisms more effective.

Global overfishing seriously threatens marine resources worldwide, including those of importance to Canada. The international regimes and organizations that govern

world fisheries require reform and modernization. To ensure stewardship of this vital element of the global commons, the Government will work to strengthen the international fisheries management regime and foster its effective and broad implementation. The Government is convening a global conference to address overfishing as a key part of our strategy.

Specific Initiative

- Foreign Affairs, with the Department of Fisheries and Oceans, will press for the reform of international fisheries governance, through the convening of a global conference to address overfishing. In tandem, we will pursue multilateral efforts to bring the United Nations Fish Agreement into general use and build support for effective regional and worldwide fisheries management regimes.

As urbanization, especially in the developing world, accelerates, Canada can share its experience and expertise with developing countries in such areas as urban management and planning. This will assist the development of sustainable cities and contribute to the achievement of the Millennium Development Goals.

Specific Initiative

- Foreign Affairs will work with other federal departments, as well as with organizations such as the Federation of Canadian Municipalities, to promote sustainable cities and strengthen local governance in the developing world. We will also utilize the 2006 World Urban Forum, a UN-Habitat event in Vancouver, to advance the sustainable cities agenda. With other departments, we will promote the sharing of experiences on housing and infrastructure, environment, governance and finance, and improving human security.

SUPPORT FOR GLOBAL DEVELOPMENT AND HEALTH

Canada also has an important role to play on international economic development questions, where a new multilateralism is critically needed. In September 2005, leaders of developed and developing countries

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REPORT OF THE UN SECRETARY-GENERAL: *IN LARGER FREEDOM: TOWARDS DEVELOPMENT, SECURITY AND HUMAN RIGHTS FOR ALL*

In March 2005, UN Secretary-General Kofi Annan issued a report containing proposals for UN reform to be considered for adoption by world leaders at a UN summit in September 2005. Drawing upon the UN High Level Panel report and Jeffrey Sachs' millennium project report, *In Larger Freedom* presents an integrated approach that views development, security and human rights as interconnected. It offers over 40 proposals in those three areas as well as on UN renewal. As the Secretary-General put it, "The world must advance the causes of security, development and human rights together, otherwise none will succeed." Prime Minister Martin welcomed the report, which he noted was "a bold call to action and a blueprint to strengthen the capacity and effectiveness of the UN."

will hold a summit to assess progress in meeting the UN Millennium Development Goals. CIDA will play a leading role on this challenge, but Foreign Affairs will utilize our membership in the G8 and other forums to promote the broader development agenda of debt relief, private sector partnerships and other tools to build local development capacity. Foreign Affairs will cooperate with CIDA on the needs of Africa, ensuring that our development strategies are supportive of our overall relationship with developing countries and regions.

Foreign Affairs will also play an important role through our Canada Fund for Local Initiatives (CFLI). This is a flexible and responsive aid mechanism for Canadian embassies and high commissions to make direct contributions to local organizations for small-scale development projects. Foreign Affairs will strategically manage a smaller and refocused CFLI program to support Canada's local presence in countries where this is important to Canadian foreign policy interests.

Health has emerged as a critical international issue, with economic, security and development dimensions. Avian flu, the HIV/AIDS pandemic and efforts to prevent and control outbreaks of new diseases all demand strong multilateral action. Foreign Affairs is already playing a key role. For example, because of its network in Asia, it was able to make a major contribution to coordinating Canada's response to the SARS crisis in 2003.

Specific Initiative

- The Department will, through its network of missions abroad, contribute to the Government's initiative to enhance the early warning of new

diseases (including avian flu), while developing analytic capacity on infectious diseases. The planned strengthening of our field presence in Asia will contribute to this goal. We will also promote multilateral and bilateral cooperation on health, and work with CIDA, Health Canada, the Canadian Public Health Agency, and international agencies in the prevention and control of disease.

STREAMLINING AND MODERNIZING CANADA'S MULTILATERAL DIPLOMACY

The substantive agenda on global issues described above is daunting. But it will be impossible to achieve without an effective means to deliver it: reformed and more focused multilateral cooperation. In some ways, multilateral cooperation has become a victim of its own success. Multilateral forums, which were originally designed for a relatively small group of countries accustomed to working closely together, work less well now with four times as many members. This has been accompanied by rapid growth in the rules to be administered. (Canada, for example, became party to 145 new multilateral agreements in the last decade alone.) As a result, the UN General Assembly and many other multilateral bodies are bogged down in procedure and formality, handicapping their ability to act effectively. There is overlap and inconsistency—for example, no single organization or agreement is responsible for the oceans.

Moreover, issues that were not high on the international agenda decades ago are now critical, such as climate change, fragile states, terrorism and internally displaced

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persons. In some important areas, new international law or norms are needed to address changing conditions and rising expectations for the treatment of people. Major gaps exist, especially in areas of security, such as humanitarian intervention. Regional organizations have grown in importance recently, but many lack the capacity to deliver development and security. Much work is needed to sort out mandates and to ensure that multilateral institutions work better on their own and in cooperation with one another. New institutions, formal or informal, and reform of the mandate of existing bodies may be necessary.

As noted above, to meet these needs across the multilateral system, the Prime Minister has identified five areas where Canada intends to advance the international agenda:

- first, the “Responsibility to Protect,” to hold governments accountable for how they treat their people, and to intervene if necessary to prevent a humanitarian catastrophe;
- second, the “Responsibility to Deny,” to prevent terrorists and irresponsible governments from acquiring weapons of mass destruction that could destroy millions of innocent people;
- third, the “Responsibility to Respect,” to build lives of freedom for all people, based on the fundamental human rights of every man, woman and child on earth;
- fourth, the “Responsibility to Build,” to make sure our economic assistance programs provide the tools that ordinary people really need to get on with their own development; and
- fifth, the “Responsibility to the Future,” to ensure sustainable development for future generations through better management of global public goods.

Renewal of the multilateral system is a vast project that engages not just states and multilateral institutions but also international networks of citizens. Through innovative partnerships, Canada should be at the forefront of reform, acting as a pathfinder in developing flexible answers to the multilateral challenges we face, and building consensus on the way forward. Foreign Affairs’ multilateral diplomacy will reflect this ambition.

Specific Initiatives

- support UN reform, especially in areas identified by our Responsibilities Agenda. A strong foundation for reform is contained in recent reports from the UN High Level Panel and UN Secretary-General. Foreign Affairs will pursue a strategy aimed at building international support for the practical, achievable recommendations they contain;
- devote particular attention to the G8, our most influential membership, as it increasingly becomes a key international driver in advancing development and security issues, and as it focuses on dialogue with other countries and regions, including China, India, Brazil, Africa and the broader Middle East;
- building on the G20 Finance Ministers’ group, promote a meeting at the level of leaders, an L20, to ensure that emerging issues and issues not dealt with elsewhere in a single forum receive high-level political attention; we will work to build support for this new initiative, recognizing that this may take time;
- give greater support to UN agencies that are both key to our interests and can be effective. For example, promote the upgrade of the UN Environment Programme so that it can better coordinate international action on sustainable development;
- help build the capacity of regional organizations such as the African Union to address conflict in their neighbourhoods (e.g. in Sudan). As the UN’s recent reports recommend, standing arrangements between the UN and regional security organizations could make for faster and more effective action in humanitarian crises; and
- utilize our diverse memberships in other global and regional organizations such as the Commonwealth, the Organization of American States (OAS), the Asia-Pacific Economic Cooperation (APEC) forum and la Francophonie to create networks in support of our objectives, especially in the area of human rights, democracy and respect for diversity. The hosting of the 12th Summit of la Francophonie in

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Quebec City in 2008 will provide an opportunity to lead within that forum.

A truly effective and credible Security Council must be central to UN reform efforts. Canada has long emphasized the urgency of reforming the methods of work of this key body. During its most recent tenure on the Council in 1999-2000, Canada devoted considerable effort to increasing its transparency and accountability. We continue to believe that reform of the Council must primarily focus on enhancing its effectiveness. This is why Canada has always opposed new permanent members and new vetoes. We support more efficient working methods and do not believe that an increase in permanent members would serve the interests of the UN as a whole, nor that it would enhance the effectiveness of the Security Council. This position is

one of principle, independent of the merits of any specific country's candidacy for permanent membership. That said, we do agree that the membership of the Security Council should more clearly represent the international community of the 21st century.

Specific Initiative

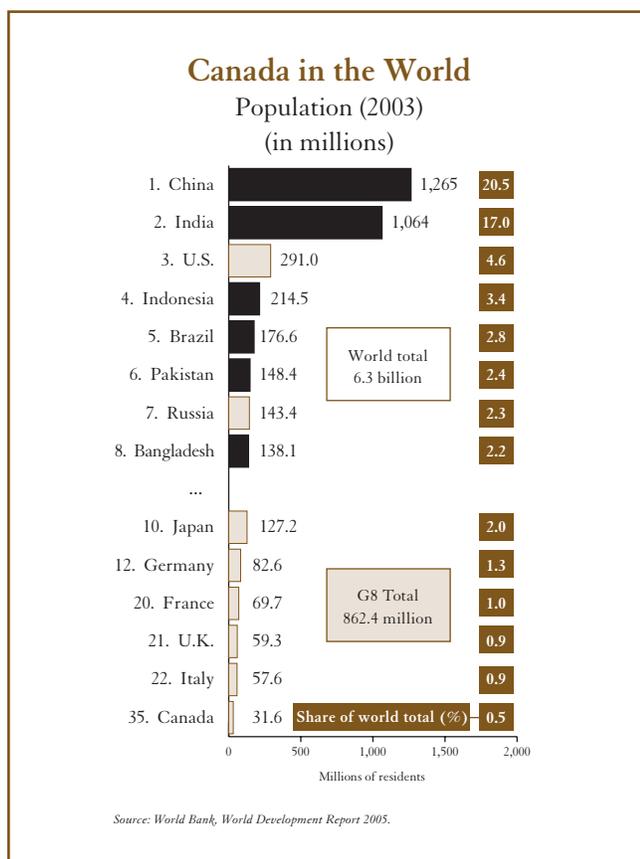
- Canada will propose longer, renewable elected terms (for example, four years) to provide for continuity and depth of experience on issues before the Council. A requirement for regional support for these elected longer terms would encourage potential Security Council members to maintain their credentials as good international citizens.

STRENGTHENING CANADA'S OVERSEAS NETWORKS

Although Canada has global interests, our diplomatic reach is limited. There are almost 200 countries in the world. We cannot be everywhere if we want to make a significant difference on the priorities that have been described in the preceding pages. In order to pursue these priorities effectively, Foreign Affairs' new diplomacy will reflect changes to the way we prioritize our engagement in regions beyond our continent.

- Current and emerging global actors:** These are composed of two sub-groups: the first are Canada's partners, along with the United States, in the G8 (i.e. France, Germany, Italy, Japan, Russia, the United Kingdom) with whom Canada has a well-established history of cooperation. It is essential that Canada maintain "full-service" relations with all of them, as well as with the EU, which is an important strategic partner. The second sub-group includes the new powers in the developing world, such as China, India and Brazil. Canada needs to build relationships with them to better reflect our growing interests.

- Pathfinder states:** A growing number of countries exercise influence regionally, have established niche areas of global influence, or are being emulated for their successful experiments with domestic and international policy. These nations often welcome stronger partnerships with Canada, with whom they perceive a common interest in a progressive international agenda. Responding positively to this interest will position Canada to advance shared bilateral objectives. As well, partnerships with pathfinders will advance our goals in the regions, or multilaterally on global issues and on the human security agenda.
- Failed and fragile states:** These states need help and can become incubators of threats to Canada's security and well-being. Unfortunately, they are too numerous for Canada to provide major contributions in each case. Our focus, therefore, will reflect Canada's case-by-case assessment of where we can be of most use and where our interests and values are most engaged.
- Regional (and sub-regional) approaches:** Diplomacy continues to rest primarily on state-to-state relations and multilateral negotiations, but regions and sub-regions are emerging as actors in their own right. Many of these are dynamic zones of economic growth where Canadian interests are high or increasing—for example, Northeast and Southeast Asia and parts of Latin America. Others, such as East Africa, South Asia, Central America and the Caribbean, are linked to us by a long history of trade, cultural and people-to-people ties. Still others, such as the Middle East, are critical regional "hotspots" where peace and security are vital for broader global stability. Canada recognizes the opportunities formal and informal regionalism offers. In practical terms, this will mean providing greater support to selected regional initiatives and organizations, where they possess a particular comparative advantage in addressing an issue.



In light of this prioritization, set out below are details on how our new diplomacy will be applied regionally, focusing on why each region (other than North America, dealt with separately) matters to Canada from a foreign policy perspective (specific issues related to trade and commerce, development and defence are

STRENGTHENING CANADA'S OVERSEAS NETWORKS

covered in the respective documents from International Trade, CIDA and DND).

EUROPE

Our relations with Europe remain a cornerstone of Canadian foreign policy. But this is a dynamic region of the world, and we must adapt to take into account Europe's evolution.

For Canada, relations with Europe are increasingly the story of relations with the European Union. An economic superpower now tied with the United States as the world's biggest economy, the EU is emerging as a major global player on other fronts as well, such as development and security, as its integration deepens and its membership expands. While many European countries remain outside the EU, most have agreements that link them closely to it or are preparing for eventual membership. And while bilateral relations with EU member states (particularly our European partners in the G8) remain important in their own right, Canada's approach to them must take into account their role within the EU.

The EU is a strategic partner for Canada. Our historical, political, cultural and economic ties to

Europe, and our shared values, make us natural allies. Our relationship is key to Canadian prosperity, and to success in advancing our Responsibilities Agenda in the rest of the world, including our collective responsibility to protect civilians from violent conflict and to control WMD. Shared recognition of the need for effective multilateral solutions will enable Canada to work with Europeans through the many organizations—from the UN to NATO and the Organization for Security and Cooperation in Europe (OSCE) to the World Trade Organization—in which we are active together. To advance our relationship, Canada and the EU adopted a Partnership Agenda in 2004, intensifying linkages across a wide range of areas of common interest.

Canada's involvement in the Balkans, to which we have committed 12 years of military, diplomatic and development assistance, representing our largest stabilization and reconstruction effort in the 1990s, illustrates our commitment to working with Europe on common security goals, as did our major contribution to ensuring the success of Ukraine's election. While NATO remains the cornerstone of transatlantic defence and security relations, we also support the EU's development of a European Security and Defence Policy (ESDP) to strengthen its role in crisis management in Europe and beyond, where NATO is not engaged. We have begun to cooperate with the EU under the ESDP, committing police and military to the EU's first security mission in Bosnia. In addition to working together in forums such as the G8, Canada is cooperating with European allies to better protect our common security against terrorist and health-related threats.

Protecting the global environment is also a shared concern. We will continue to engage the EU vigorously on such issues as overfishing and the management of ocean resources. The search for alternative sources of energy is the subject of academic and scientific cooperation between Canada and the EU, and we are collaborating on new measures to fight climate change.

Russia, a permanent UN Security Council member, G8 partner, and an energy giant, is a key global player with which we are expanding relations across the full range of our interests. Russia's first presidency of the G8, in 2006, will provide a fresh opportunity to advance common objectives globally on security, development, governance and environmental issues.

THE EU AT A GLANCE

25 member states

Population – 454 million (North America, including Mexico – 427 million)

Tied with U.S. as the world's biggest economy (GDP – \$15.4 trillion; Canada – \$1.2 trillion)

Provides 50% of the world's official development assistance (ODA)

World's largest foreign direct investor; EU direct investment in Canada – \$97 billion

Canadian direct investment in the EU – \$109 billion (30% of total Canadian investment abroad)

Canadian annual exports to the EU – \$23 billion

Canadian annual imports from the EU – \$40 billion

STRENGTHENING CANADA'S OVERSEAS NETWORKS

Canada welcomed Russia's ratification of the Kyoto Protocol, which allows the agreement to come into force internationally. Canada and Russia are developing a strong partnership in helping manage the circumpolar Arctic, through the eight-country Arctic Council and bilaterally, as part of the Northern Dimension of Canada's Foreign Policy.

Since 1991, Canada has also committed over \$225 million in support of governance projects in Russia, especially for projects related to rule of law and respect for human rights.

ASIA PACIFIC

The Asia Pacific region is the most politically and economically diverse in the world. Two of the largest and most dynamic economies, China and India, are located here, as well as the world's second-largest national economy, Japan. Foreign Affairs will lead in the development of cross-Government strategies to more effectively engage these key partners.

ASIA PACIFIC AT A GLANCE

38 countries

Population – Over 3 billion people (the world's most populous region, close to 60% of the global population).

Economy – 27% of world economic output. In a generation, three of the four largest national economies will be in Asia (Japan, China and India).

Canadian exports to Asia Pacific – \$21 billion

Canadian imports from Asia Pacific – \$54 billion

Canadian direct investment in Asia Pacific – \$32 billion

Asia Pacific direct investment in Canada – \$18 billion

Canadian official development assistance to Asia Pacific – \$288 million

Immigration – 52% of Canada's immigrants came from Asia Pacific. Roughly 10% of Canadians have family origins in the region

At the same time, several of the world's potentially most dangerous places are in the region: the Korean Peninsula and the South China Sea, for example. In each of these, nuclear weapons-capable states are involved. Terrorism is a serious problem from Afghanistan to the Philippines, and some states are fragile, suffering from internal conflicts.

The Asia Pacific region varies tremendously in political, economic and social development: for example, India is the world's largest democracy; many countries, such as Indonesia, are building democracy; while others (Burma) are struggling under repressive regimes or coping with insurgency (Nepal).

The region has other important dimensions for Canada. In recent years, more than 50 percent of new immigrants to Canada have come from here, mostly from China and India. Today, a significant and growing percentage of Canadians with roots in Asia are developing an ever-broadening range of ties, giving Canada privileged access to the region.

Successful relations with the region are key to Canada's foreign policy objectives, from the Responsibilities Agenda to our ability to forge a new multilateralism.

Canada is taking an active role in non-proliferation, counterterrorism, peacebuilding and conflict prevention initiatives in the Asia Pacific region. In Afghanistan, we continue to make a major contribution to stabilization and democratic development. Canada works closely with allies on the problem of nuclear proliferation in the region, through the G8 and the IAEA. Also, as a member of the Proliferation Security Initiative, Canada is one of 16 participating countries working to prevent and interdict illicit trafficking of WMD and related technologies, whether they move by land, air or sea.

Canada will continue to partner with like-minded countries such as Australia, New Zealand and Japan to promote democracy, human rights and human security, including through assistance to human rights commissions and NGOs.

Non-traditional security threats, such as SARS and avian flu, have also arisen in the Asia Pacific region, and are of direct concern to Canada. We are addressing these issues through multilateral processes, especially through the World Health Organization.

STRENGTHENING CANADA'S OVERSEAS NETWORKS

Efforts to protect the global environment can only be successful if Asia Pacific contributes to solutions. The enormity of this challenge is demonstrated by the rising figure for car ownership in China, which increased 70 percent in 2002 alone. Foreign Affairs is negotiating agreements with several Asian countries, including China, to facilitate use of the Clean Development Mechanism of the Kyoto Protocol to promote investments that reduce emissions while generating credits under the Protocol. The region's increasingly valuable capacities in science and technology could make a major contribution to addressing both environmental and other issues. Foreign Affairs will work actively to help facilitate linkages between Canadian institutions and their Asia Pacific counterparts in these areas, including through the Vancouver-based and federally supported Asia Pacific Foundation, which received a \$50 million endowment in Budget 2005.

LATIN AMERICA AND THE CARIBBEAN

Canada shares with Latin America and the Caribbean common goals that support Canada's Responsibilities Agenda, in particular, strengthening democracy, good governance and human rights within the region, while building genuine development to overcome poverty.

Since the early 1990s, the region has made important strides in establishing democracy, protecting human rights and building good governance. This has contributed to increased stability and security. Formerly conflict-torn areas, such as parts of Central America, have made much progress. The principal remaining security concerns are Haiti and Colombia. Haiti is the poorest country of the Western Hemisphere. Most of its 8.3 million inhabitants live on less than US\$1 per day, a situation worsened by political and social unrest.

Canada has played a leadership role in the UN-mandated stabilization force in Haiti with the deployment of Canadian forces. We support the ongoing peace support operation and are contributing through the deployment of police officers. As a fellow member of la Francophonie, and with a large Haitian community, Canada will continue to support Haiti's reconstruction and development.

LATIN AMERICA AND THE CARIBBEAN AT A GLANCE

33 countries (including Mexico)

Population – 545 million (Canadian and U.S. populations total 326 million)

Aggregate GDP – \$2 trillion (Canadian and U.S. combined GDP – \$14 trillion)

Immigration to Canada – one in nine foreign-born Canadians was born in Latin America or the Caribbean (about 600,000 of 5 million)

Canada's growing regional participation – we participate within Latin America and Caribbean countries in the Summit of the Americas process, the OAS and its specialized agencies, the Inter-American Development Bank, Inter-American Institute for Cooperation on Agriculture, Pan-American Health Organization and Inter-American Defence Forums

Other principal security concerns in the region are transnational crime, including illicit trafficking in small arms, light weapons and narcotics. Canada's counter-narcotics efforts are primarily channelled through the OAS anti-narcotics commission and the UN Office on Drugs and Crime, where Canada champions a comprehensive approach seeking to reduce both the supply of drugs (through enforcement) and demand (through prevention, education and treatment). Through our human security program, we are actively addressing the issue of the illicit flow of small arms, which undermine stability, particularly in many of the region's urban areas. To build health security, Canada is partnering with the Pan American Health Organization, and like-minded countries, to halt the spread of pandemics such as HIV/AIDS.

While uneven economic performance in Latin America and the Caribbean has caused some to question the benefits of the democratic and free-market reforms of recent years, democracy continues to be the common value that defines almost the entire hemisphere. Some Latin American and Caribbean countries are still in transition, building good governance and social development; others are leading in establishing new regional standards for democracy. Cuba remains an exception to this progress in democracy, and Canada

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will continue its policy of engagement with Cuba across the full range of bilateral issues, including on human rights. Brazil stands out as an emerging regional giant, with whom trade and investment are growing priorities. Canada and Brazil will work more closely on shared regional and global interests.

Where human rights abuses continue, Canada will speak out, and work with democratically elected governments to strengthen all aspects of democratic governance and human rights. A key event in building regional consensus on democracy was the 2001 Quebec City Summit of the Americas, which led to the creation of the Inter-American Democratic Charter. Canada supports the theme for the 2005 Summit of the Americas, "Creating Jobs to Combat Poverty and Strengthen Democratic Governance."

At the Quebec Summit, leaders also committed themselves to advancing negotiations within the OAS on the proposed American Declaration of the Rights of Indigenous Peoples. In 2002, Canada established the Indigenous Peoples Partnership Program, which aims to promote the establishment or reinforcement of partnerships between Aboriginal entities in Canada and indigenous entities in Latin America and the Caribbean. Foreign Affairs will pursue the Partnership Program, in cooperation with Aboriginal leaders in Canada.

MIDDLE EAST AND NORTH AFRICA

Canada's interest in this region is driven by our sense of responsibility to help establish democracy, peace and security. Specifically, this includes addressing terrorism, helping to resolve regional conflicts, contributing to post-conflict peacebuilding, and working to halt the proliferation of WMD. The region challenges Canada to work with local populations to promote democracy and good governance, and alleviate poverty, while respecting human rights and cultural diversity.

Despite the Israeli-Palestinian dispute and violence in Iraq, as well as concerns over WMD and missile development in the region, there are some hopeful signs. In particular, the widespread commitment of the international community to support progress toward peace between the Israelis and Palestinians offers hope

MIDDLE EAST AND NORTH AFRICA AT A GLANCE

20 countries and territories, from Mauritania to Iran

Population – 336 million

Regional GDP – \$1.2 trillion (roughly equivalent to Canada's GDP)

Immigration – 20% of immigrants to Canada are from the region, with Iran the largest single-country source

Canada's official development assistance – about \$50 million per year. This region hosts our second-largest development cooperation program in the world, \$300 million for the reconstruction in Iraq

that this long-standing problem may be resolved. As a friend of both the Israelis and Palestinians, the Government will offer support to the Palestinian Authority leadership and population to enable the Authority to restore security, and economic and social development, coincident with Israeli withdrawal from Gaza and parts of the West Bank. In doing so, our hope is that sustained progress will permit a return to the Roadmap for Peace in the Middle East, and eventually a resumption of negotiations on a comprehensive settlement to the Arab-Israeli dispute. Popular support for democracy in Lebanon is another encouraging development.

A broad commitment to stabilization and reconstruction in Iraq is necessary to ensure sustained progress in renewing the institutions of the Iraqi state, in restoring security, and in establishing democracy. The Government will continue its program of support for Iraqi reconstruction and development, to which it has committed \$300 million. Our aim is to promote the emergence of an independent, stable and democratic Iraq, at peace with its neighbours and participating fully in regional and international affairs, including the global economy. Canada has recently assumed chairmanship of the Donors Committee of the International Reconstruction Fund Facility for Iraq, and will use its position to encourage the improved coordination of assistance, and better targeting of Iraqi priorities. We stand ready to assist Iraqis as they move to draft a new constitution, should they seek assistance. The

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Government intends to engage actively with the new Iraqi government, through naming an ambassador (initially non-resident) and opening an embassy as soon as possible.

At the G8 Sea Island Summit in June 2004, Canada agreed to work closely with its partners on a range of initiatives in the Middle East and North Africa, especially counterterrorism, transportation networks security, and non-proliferation (through the IAEA). The G8 leaders, who met with the Arab League and other regional leaders at the G8 Summit in 2004, also agreed to undertake the Broader Middle East and North Africa (BMENA) initiative, which proposes a partnership to improve conditions for people in the region and, in so doing, looks to create an environment in which peace and stability can take hold.

According to the UN Development Programme's Arab Human Development Reports, the development problems in the region are not based primarily on a lack of resources, but on a shortage of three essentials: freedom, knowledge and gender equality. In response to these reports and the conclusions of other studies by groups from the region, the G8's BMENA initiative seeks to build a partnership with governments and civil society in the region to address democracy and governance, literacy, gender equality and human rights. Canada will be a full partner in delivering on the initiative, including through participation in the Forum for the Future process, a foreign minister-level venue to implement reform in partnership with representatives from the region.

Canada is also active in improving the lives of people in the region in other ways, including through our chairmanship of the UN Refugee Working Group, which deals with Palestinian refugee issues, and participation in the Amman-based Human Security Centre, jointly established by Canada and Jordan.

SUB-SAHARAN AFRICA

Canada's primary interest is to help reverse the region's social, economic and political marginalization, and to drastically improve all indices of African development, peace and security, and governance. Instability in the

region causes massive harm to its people: Africa has more internally displaced people than the rest of the world combined. Wars in Africa, including in the Democratic Republic of Congo, are estimated to have been responsible for three to five million deaths over the last few years. According to the World Bank, in 2004 there were 17 conflicts occurring in Africa. This also makes the region a potentially attractive base for transnational criminal activity and terrorism. Progress has been made (an end to war in Angola and Sierra Leone, for example), but the current situation in Sudan provides an illustration of the fragility of that progress. Despite the signing of several power-sharing agreements to end the country's lengthy north-south civil war, Sudan's western Darfur region continues to be wracked by violence and the suffering of innocent civilians.

Contributing to a successful resolution of Africa's problems is a key feature of Canada's international policy. We have been a strong advocate of African issues in the multilateral forums to which we belong, including the Commonwealth, la Francophonie and the UN. Beginning with the 2002 Kananaskis Summit, African issues have featured prominently on the G8 agenda. Foreign Affairs contributes to the G8 Africa Action Plan in support of the New Partnership for Africa's Development, launched at Kananaskis, including through a senior officer who acts as the Prime Minister's G8 Personal Representative on these issues. Through these and other means, including working

SUB-SAHARAN AFRICA AT A GLANCE

45 countries in the region

Population – 733 million (11% of world total)

GDP – \$600 billion (roughly half that of Canada, or 1% of global GDP)

Immigration – just under 4% of immigrants to Canada come from this region; (major countries of origin – Somalia, South Africa)

Health – as many as 27 million are living with HIV/AIDS (about 4% of total population in the region); 7 out of every 10 people infected worldwide with HIV/AIDS live in Africa

STRENGTHENING CANADA'S OVERSEAS NETWORKS

with regional “pathfinders” such as South Africa, Foreign Affairs will pursue a new, more flexible and effective multilateralism with Africans to achieve common goals.

Canada takes very seriously its responsibility to prevent and deal with the consequences of the humanitarian catastrophes that have bedevilled the African continent. From Congo (in the early 1960s) to Ethiopia and Eritrea (2000-2002), many of the largest Canadian deployments of peacekeepers have taken place in sub-Saharan Africa. Canada continues to lead efforts on the Responsibility to Protect initiative at the UN, aiming to provide higher standards and clear guidelines for international interventions on humanitarian grounds—an important issue for Africa. In the G8 context, Canada supports increasing the capacity of regional organizations, such as the African Union (AU), to conduct peace support operations. In this connection, we have committed \$20 million to support the efforts of the AU in Darfur. The new Global Peace and Security Fund will enable

Foreign Affairs to play a stronger, more effective role in leading the civilian response to conflict.

With regard to the recent elections in Zimbabwe, Canada—like a great number of other countries—considers that these were not held in an environment conducive to a free and fair expression of the will of Zimbabweans. In spite of some improvements, the results were tainted by a climate of fear and intimidation, fuelled by widespread human rights violations. Across the region, Canada will continue to advocate democratic reform, supported by the \$500 million Canada Fund for Africa. In so doing, Canada will work with key countries such as South Africa—which alone comprises 40 percent of sub-Saharan Africa’s GDP—to help us better achieve our common goals in the region. As well, the Canada Corps will enable Canadians to take an active part in helping to strengthen governance and the protection of human rights in Africa.

Foreign Affairs is taking a new approach to representing Canadian interests abroad. Because international and domestic issues are increasingly interconnected, many departments within the federal government, as well as other levels of government, are players in promoting Canada's international agenda. Achieving our international objectives requires the active participation of business and civil society, as Canadians themselves are international actors in their own right. This extensive international involvement adds breadth to Canada's overall influence in the world.

But it raises two issues for Foreign Affairs: how to better support the diverse interests of these many new players, while at the same time creating foreign policy coherence across and among levels of government. The "new diplomacy" reflects the fact that our domestic and international objectives are increasingly intertwined, requiring both sophisticated networking and focused leadership at home and abroad.

FOREIGN AFFAIRS TODAY: A SNAPSHOT

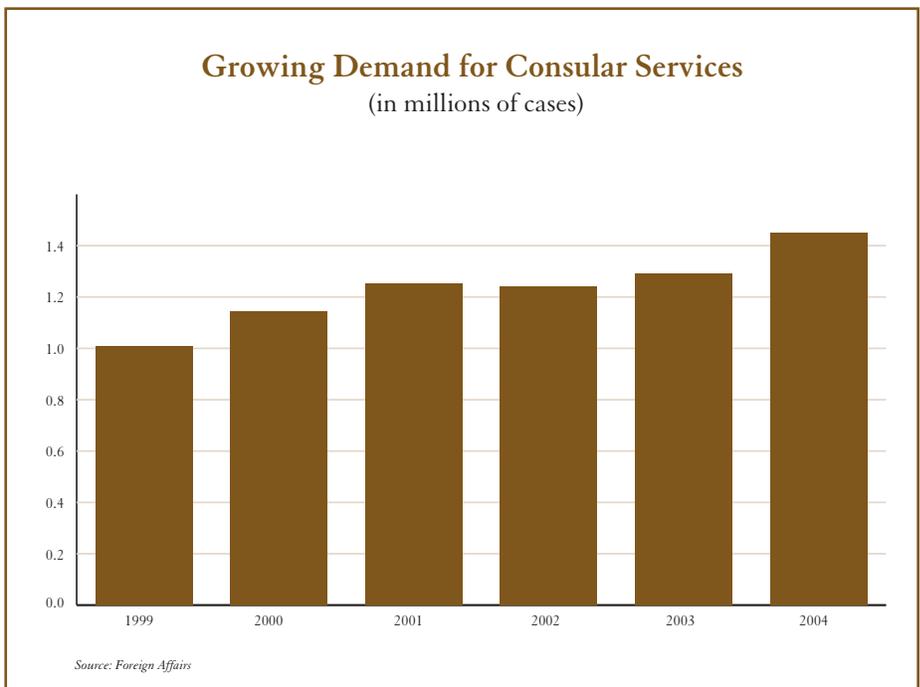
Foreign Affairs is a highly professional and globally engaged institution with bilateral missions, consulates and satellite offices in 113 countries, eight multilateral missions, approximately 6,000 employees, and an annual budget of \$1.7 billion, of which almost \$1 billion is spent abroad and \$500 million consists of assessed contributions to multilateral organizations. Foreign Affairs diplomats actively influence international developments in line with Canada's interests and values. Foreign Affairs administers 2,267 international treaties, and offers high-quality services to Canadians, including, in 2004, issuance of 2.5 million passports in Canada, and assistance in 62,000 consular cases involving Canadians abroad.

However, key areas need attention if Foreign Affairs is to address the evolving challenges that have been identified throughout this document.

First, Foreign Affairs has become disproportionately headquarters-heavy due to previous spending reductions. While the G8 average is around 50 percent of foreign ministry employees posted abroad at any one time, Canada has no more than 25 percent on posting. As a result, our overseas resources are spread thin in regions where we have increasing security, economic and political interests. This means that our most valued asset—the overseas networks that influence developments in our favour and provide the kind of inside information that allows Canada to anticipate and shape international events—is eroding.

Other departments have become more active abroad, a reflection of the importance of international developments for the domestic agenda for which these departments are responsible. Today, Canada's missions abroad host 15 government departments, six agencies and three provinces. In total, only 23 percent of the over 1,600 Canadian government personnel in missions abroad are officers from Foreign Affairs. This means that speaking with one voice internationally is a pressing issue.

Similarly, the policy capacity of Foreign Affairs needs to be rebuilt. Foreign policy leadership is key to bringing coherence to the international activity of the Government as a whole, to anticipating change and to advancing innovative solutions to the many challenges we face.



TRANSFORMING FOREIGN AFFAIRS

There is also an acute requirement for skills suited to the new international environment, including language skills with difficult third languages such as Arabic and Mandarin. Australia spends over three times what Canada does per officer on language training on a comparative basis; New Zealand, almost nine times.

As Canadians become more active internationally, Foreign Affairs must bolster its consular services, especially to cope with tragedies such as the Indian Ocean tsunami, and to deal with the reality of the activities of Canadians in dangerous regions. Passport services must be improved both to provide better service and to ensure that strict security is maintained.

Key Initiative

- To deal with these challenges, Foreign Affairs will implement a plan for renewal and transformation consisting of a renewed mandate; a rebuilt policy capacity and ability to ensure government-wide foreign policy coherence; a strengthened global presence; structural changes and an enhanced departmental toolkit; and better service to Canadians, especially timely consular support.

CHANGING THE WAY WE DELIVER FOREIGN POLICY

Our challenge will be to reflect both evolving international demands and the need to give more precision to the international relations role in government generally, given the ever-growing links between domestic and foreign policy issues. This will clarify Foreign Affairs' role as:

- interpreter of international events and trends for the Government and for Canadians, recognizing the growing importance of globalization;
- articulator of a distinctive Canadian international policy;
- integrator of Canada's international agenda and representation abroad;
- chief advocate of Canada's values and interests abroad;

- provider of improved consular and passport services to Canadians; and
- steward of public funds, charged with delivering common services abroad on behalf of all Government departments.

REBUILDING POLICY CAPACITY AND PROMOTING COHERENCE

Foreign Affairs will provide leadership across government on international matters, both within and outside Canada. To do so, it will lead in both the formulation of Canada's overall international policy, and the interdepartmental development of "whole-of-government" strategies. These strategies will set annual benchmarks, flowing from the priorities of the IPS. For our country strategies, for example, leadership by Foreign Affairs will bring together Government-wide resources to create a concerted Canadian message and targeted programming. It will be done in conjunction with arm's-length organizations active in-country, with provinces and cities, and with Canadian NGOs, business and civil society. The Foreign Affairs leadership role will be supported by increased policy capacity at headquarters and abroad.

We will enhance our policy capacity to take into account both the increased complexity in Canada's international relations, and the need to work more closely with other parts of government, including those with specialized international expertise. A strengthened policy planning capacity will provide better forecasting and policy leadership across Government, the development of more in-depth foreign policy options for the Government, and expanded influence internationally through wider contact with the policy-making community in nations key to our interests.

While the international environment is increasingly complex, international law, organizations and diplomacy continue to be based on state-to-state relations. Effective coordination of international relations is of particular importance for federal states given the growing international involvement of sub-national governments. For Canada, like other countries, foreign policy and the management of our bilateral relations requires that we speak and act internationally with a single, unified voice.

As such, the Government will continue its leadership in exercising its constitutional responsibility to manage Canada's foreign policy and relations. In this effort, the Government will continue to build on decades of strong intergovernmental cooperation in international relations. As the number of international agreements and negotiations touching areas of sole or shared jurisdiction with provinces grows, Canada has developed treaty consultation procedures and negotiating processes to ensure it effectively represents Canadian interests from all regions and sectors. Where international practice permits, provincial and territorial representatives are frequently invited to participate on Canadian delegations to meetings of international organizations when the discussion concerns a shared or provincial subject matter.

On occasion, provincial and territorial representatives are invited by the head of the Canadian delegation to present aspects of the Canadian position to international conferences. Whether on fisheries, cultural diversity, human rights or other issues, Canada's position has been strengthened by the collaborative participation and expertise of provincial and territorial officials on Canadian delegations. Another illustration of Canada's flexible, evolving federalism is the number of intergovernmental arrangements concluded between the two orders of government, in areas such as education, la Francophonie and immigration. These accommodate the different needs and interests of the regions of Canada, while respecting the requirement for one coherent voice abroad.

Canada's effectiveness abroad depends on continuing this coordinated partnership between the two orders of government, and on unity in purpose and action. In cooperation with other departments, Foreign Affairs is committed to working more closely with provinces and territories to strengthen—where possible and relevant—current notification, information sharing, consultative and participatory intergovernmental mechanisms. Nowhere will this commitment be more strongly expressed than through stronger collaboration with provincial and territorial governments in advocating Canadian interests in the United States, especially using the new Secretariat in our Washington Embassy.

Given the number of government departments and agencies represented at missions abroad, and the growing range of other Canadian interests and actors active internationally, we will place more emphasis on empowering our ambassadors and other heads of mission to coordinate Canada's actions and be the authoritative voice of Canada in-country and in multilateral forums. They will be responsible as well for the implementation of the new whole-of-government country and regional strategies, and will be given an enhanced role in delivering Canada's messages internationally and domestically, supported through a strengthened public diplomacy program.

To ensure that Foreign Affairs has the right skills at the right time, appointment to senior positions will be opened to competition from other departments as well as to qualified Canadians from outside the public service.

A STRENGTHENED GLOBAL PRESENCE

Foreign Affairs will ensure that its presence in the world is realigned to support the priorities in the IPS. This will involve:

- reconfiguring our network of missions, to ensure a stronger presence in regions where our interests are growing (such as Asia and the Middle East), in partnership with other departments operating abroad;
- taking steps to reverse the imbalance between officers based in Ottawa and in missions abroad. Budget 2005 has allocated \$42 million to Foreign Affairs over the next five years for this purpose, to ensure that the Government has sufficient overseas presence to advocate Canadian interests and to properly inform decision making at home;
- placing a new emphasis on difficult third-language training, so that our officers are better equipped in the new international environment; and
- ensuring that our people, and our embassies and missions, are secure in the post-9/11 environment. Budget 2005 has allocated \$59 million in support of this objective.

TRANSFORMING FOREIGN AFFAIRS

PUBLIC DIPLOMACY

Modern diplomacy is increasingly public diplomacy. Public diplomacy is about projecting a coherent and influential voice to all those who have influence within a society—not just within its government. Canada’s credibility and influence abroad will be built not only by Government action but by Canadians themselves—artists, teachers, students, travellers, researchers, experts and young people—interacting with people abroad. Public diplomacy includes cultural events, conferences, trade shows, youth travel, foreign students in Canada, Canadian studies abroad and visits of opinion leaders. All this cultivates long-term relationships, dialogue and understanding abroad, underpins our advocacy and increases our influence.

Public diplomacy is also crucial to achieving our foreign policy goals. By persuading others as to the value of our proposals and strategies, or by engaging in cross-cultural dialogue, we can take important steps in furthering shared objectives of importance to Canadians.

STRUCTURAL CHANGES AND AN ENHANCED TOOLKIT

Foreign Affairs is being restructured and is building enhanced program capacity to reflect the conclusions of the International Policy Statement. We want to ensure that we have the right tools to deliver a coherent and effective foreign policy across government and effective representation abroad. We also want to ensure that we get both the domestic business climate and our international economic relations right while providing the services that Canadian businesses need. To this end, the Government will establish an advisory and consultative process to consider how these objectives can best be achieved, in light of issues raised in Parliament and by stakeholders. Regarding the restructuring of the international relations role, changes will be most visible in the new branches, described below, and in what they emphasize.

- North America, reflecting the importance of this region to Canada, and the need for a more coordinated Canadian approach, particularly toward the United States;
- international security, featuring added attention to such issues as failed states, counterterrorism and proliferation of WMD;
- global issues, with a focus on the new multilateralism, and stronger international economic and social policy capacity;
- bilateral relations, aimed at enabling Foreign

Affairs to more easily move resources between countries and regions to reflect changing priorities, and at facilitating departmental leadership in promoting “whole-of-Canada” approaches abroad; and

- strategic policy and public diplomacy, targeting the need for more policy depth and coherence, and for a greater capacity to get Canada’s messages across.

We will also reinvest in our public diplomacy and make it central to our work. This will help Canadians to promote themselves overseas through arts and culture; access to information (including Web sites and resource material); journalist visits; international expositions and events; and youth mobility and connectivity.

In addition, we will use public diplomacy as part of targeted advocacy campaigns to support Canadian interests and values. We will also modernize Canada’s image abroad, in cooperation with Canadians. For example, not only is the arts and cultural sector economically important in its own right (worth \$38 billion to our economy, with exports totalling almost \$5 billion annually), but it also plays a special role in attracting others to the Canadian perspective and in opening doors for Canadians in other sectors.

As part of its public diplomacy focus and in partnership with provinces, Foreign Affairs will also emphasize the importance of international education strategies. We will work to ensure that Canada’s colleges and universities are internationally networked, including in the developing world, and that we do more to both

attract international students and provide our students with more opportunities to gain international educational experience.

BETTER SERVICE FOR CANADIANS

As Canadians play a growing role internationally, including in unstable regions, there is a growing need for them to have reliable access to services, including fast and efficient consular support.

The Canadian passport commands consideration and respect. To maintain and enhance this reputation, and to ensure that foreign governments acknowledge and abide by internationally recognized standards of treatment of this valuable document, the Government will continue to invest in its passport system. New security features will keep the Canadian passport among the most secure and advanced in the world.

It is important that Canadians understand they have the primary responsibility to ensure that they take all necessary precautions when travelling abroad. The Consular Affairs Bureau has recently revised its travel

information policies and practices, using state-of-the-art electronic communication systems to ensure that prospective travellers have the most relevant and timely information, presented in a manner consistent with the terminologies and sources of other countries and travel organizations. We will create a Consular Consultative Board, made up of non-governmental participants, to discuss information and issues that have an impact on consular services. Foreign Affairs is committed to ensuring that Canadians travel with the confidence that the Government will be there to assist them with adequate and timely consular service in emergency situations, and to act in their interests in dealing with foreign authorities to the maximum extent possible under bilateral agreements and international law.

Finally, in the midst of the information age, it is also important that Canadians have ample access to information on ways in which the Government can directly support them as they travel, do business or learn abroad. Foreign Affairs is continually taking steps to improve the 24/7 service that has been in place for some time to make it easier for travellers to communicate their problems from anywhere in the world and receive advice on the spot.

CONCLUSION

The foregoing sets out an action plan for Foreign Affairs that does two things: it identifies the policy priorities for our new diplomacy, and it describes the capacities and tools we need to accomplish them in today's fast-paced world. These priorities are an expression of Canada's international identity, an identity that is itself evolving as our country changes and grows.

This international identity is an expression of both our interests and our values as a people. A peaceful and prosperous world, one that respects human rights and reveres democracy, is both in our interest and a reflection of broadly shared values. Indeed, these are the principles that characterize our social fabric and our body politic, as they do in most Western societies. But

there is one asset that we bring to the table that enables us to play a particular role in the world—our deeply held respect for diversity. This is an increasingly valuable commodity as our world shrinks to become, truly, a global village.

Our strengths and assets, which have grown out of our unique history, and which characterize us as a nation, have led us to take a practical approach to overcoming differences and to finding a middle way. This is the essence of Canadian diplomacy, and will remain so for the future: a pragmatic, action-oriented approach that seeks solutions and builds consensus on some of the most intractable yet pressing issues of the day.