

individuals, and organizations. The notion is to develop "team Canada" formations for overseas deployments in multilateral coalitions.

In the future, when military, police, diplomatic, and NGO elements are required for a mission, they should be fashioned, organized, equipped, and trained according to a national plan. Each contingent should be assembled in Canada prior to deployment to allow individuals to work together preparing to conduct a unified Canadian mission. Although some might worry that NGOs would not wish to relinquish their independence by joining a government-sponsored mission, there are surely a combination of incentives that governments can offer to encourage their participation in a national effort. However, the point relevant to this essay is that Canada cannot advance this or any other new ideas if we are locked into departmental structures that seem inevitably prone to thwart them. Only by developing the requisite unified bureaucracy first, will we be able to move into a different way of looking at and efficiently managing Canada's international commitments²⁰.

The requisite unified bureaucracy, perhaps a National Security Agency (NSA), ought to be composed of two main elements: a permanent staff drawn from appropriate department agencies, the Canadian Forces, and the RCMP; and a National Security Operations Centre to maintain intelligence and data concerning ongoing operations and to act as a communications hub for government. The director of this NSA should report to the Clerk of the Privy Council and have direct and easy access to departments and other agencies that provide resources for Canada's overseas operations.

who would its Minister be?

Significant Canadian efforts in coalitions might best be controlled through the establishment of a national entity deployed to the theatre. It should function as a coordinating committee headed by a senior diplomat (who might be in the region or specially appointed for the operation), the national commander of deployed Canadian Forces, and appropriate representatives from police, NGOs, and Canadian agencies in-theatre. This permanent committee should be supported as necessary by an inter-agency staff along with logistical resources. Its main purpose would be to coordinate Canadian efforts in the field, and to ensure that the NSA receives routinely one comprehensive report from the source rather than summary information from several separated departments. Although this committee should not be empowered to direct operations or to interfere in communications between parent organizations in Canada and their units in the field, the mere fact that policy and means would be coordinated near the scene of the action would enhance the effectiveness of both.

CANADA AND COALITIONS: PRINCIPLES, NORMS, AND RULES

General Dwight D. Eisenhower concluded after the Second World War that "the first and most enduring lesson of the Mediterranean and European campaigns was the proof that war can be waged effectively by a coalition." It is a notion that turns on its head centuries of military and political lore.

²⁰. A particular model of this type of "unified bureaucracy" was recently formed in DND. Under an "all hazards approach," the MND created the Office of Critical Infrastructure Protection and Emergency Preparedness, under an associated deputy minister of national defence. See, Margaret Purdy, "What Is the Office of Critical Infrastructure Protection and Emergency Preparedness?" *National Network News*, 8, 2 (Summer 2001): pp. 21-23.