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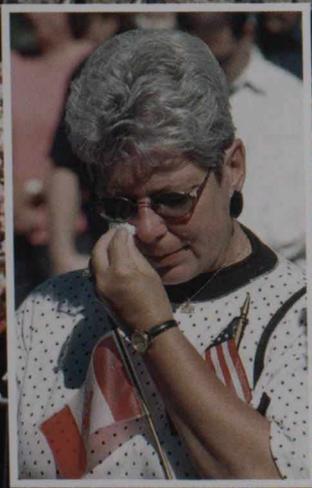
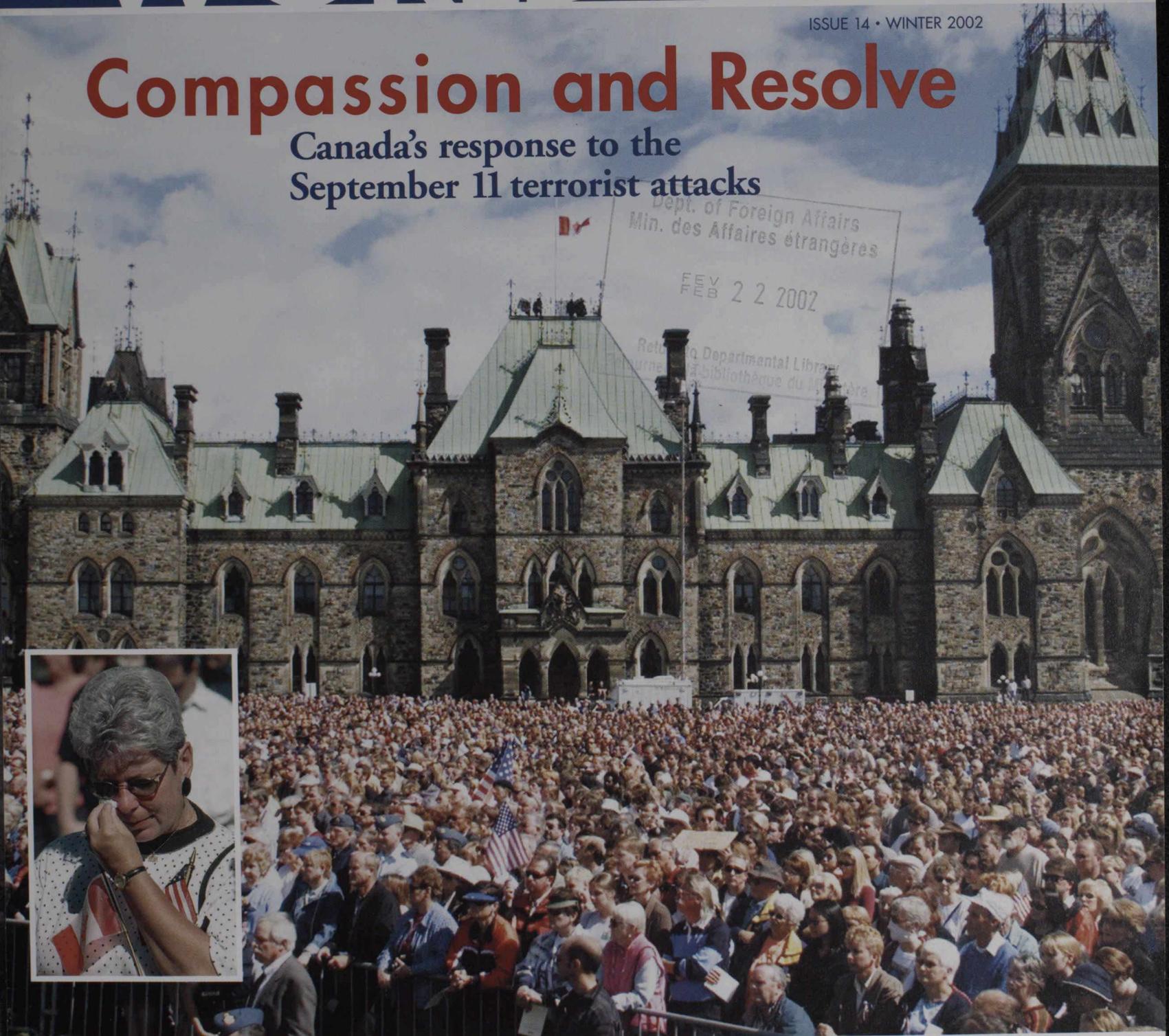
Canada

WORLD VIEW

ISSUE 14 • WINTER 2002

Compassion and Resolve

Canada's response to the
September 11 terrorist attacks



IN THIS ISSUE

About

Canada World View

Published quarterly in English and French, *Canada World View* provides an overview of current foreign policy issues and Canada's perspective on them. It also updates readers on Canadian initiatives, responses and contributions in the field of international affairs.

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Our cover

Canada's National Day of Mourning for the terrorist victims, Parliament Hill, Ottawa. Inset: A mourner in Vancouver.

photos: CANAPRESS

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CALENDAR

JANUARY

January 18-26

Foreign Affairs Minister John Manley visits Pakistan and India

January 29-30

Commonwealth Ministerial Action Group meeting
London, U.K.

January 31-February 4

World Economic Forum
New York, U.S.A.
(moved this year from Davos, Switzerland)

FEBRUARY

February 8-9

Meeting of G7 Finance Ministers and Central Bank Governors
National Capital Region, Canada

February 8-24

XIX Olympic Winter Games
Salt Lake City, U.S.A.

February 12-22

Team Canada trade mission to Russia and Germany

MARCH

March 2-5

Commonwealth Heads of Government Meeting
Coolum, Australia

March 8

International Women's Day

March 11

Commonwealth Day

March 18-22

International Conference on Financing for Development
Monterrey, Mexico

March 20

International Day of La Francophonie

March 21

International Day for the Elimination of Racism

PUTTING AN END TO TERROR

The events of September 11, 2001, in New York City, Washington, D.C., and Pennsylvania brought global strife to North America. The tragedy that unfolded that day killed an estimated 3500 people and left hundreds of others critically injured. While the attacks took place in the United States, their reverberations are being felt worldwide: the victims came from all parts of the globe, from a wide range of nationalities, religions and ethnic groups.

Canadians have been deeply affected by September 11. Television coverage made many of us eyewitnesses to the tragedy. That same day, communities and homes across Canada welcomed over 33 000 passengers as U.S. airspace was closed and flights were redirected. Later that week, 100 000 of us gathered on Parliament Hill in Ottawa for a national day of mourning; and sadly, among the victims of the devastation we counted, named and mourned 23 Canadians who had been killed.

Canada's response to the attacks was swift and vigorous. Prime Minister Jean Chrétien quickly established a new Ad Hoc Committee of Ministers on Public Security and Anti-Terrorism, headed by Foreign Affairs Minister John Manley. The Committee took immediate action, including allocating funds for new technologies and personnel to fortify Canada's security framework. Later, Budget 2001 committed an additional \$7.7 billion for this purpose.

Although we already have one of the safest aviation systems in the world, Canada has further strengthened airport and air security. In addition, the federal government tabled an omnibus bill in Parliament to equip our law enforcement and security agencies with the tools they need to shut down terrorist networks.

Canada was among the first countries that enforced new financial regulations to freeze the assets of terrorists and block terrorist fundraising, in compliance with the landmark United Nations Security Council Resolution 1373. Canada has also ratified 10 of the 12 UN counter-

terrorism conventions. Its new anti-terrorism legislation will allow it to ratify the remaining two.

Canada fully supported NATO's invocation of Article V of the 1949 North Atlantic Treaty that created the alliance. We are a key contributor to the military coalition being led by the United States. In the largest deployment of Canadian forces and equipment since the Korean War, almost 3000 men and women, plus naval and air support, have been assigned to the international military effort against Osama bin Laden, his Al Qaeda network and the Taliban in Afghanistan. Included in that number are 750 troops to be deployed to the Kandahar area by mid-February.

The global fight against terrorism is being further reinforced through the G8—of which Canada assumed the presidency in January 2002—and in organizations as diverse as the Asia Pacific Economic Cooperation forum, the Organization of American States, the Commonwealth and La Francophonie. As a member of all, Canada is uniquely placed to carry forward the message of the international coalition.

In this issue, *Canada World View* examines the Canadian response to September 11. It reviews measures taken by the Government of Canada to ensure the safety of our citizens and our borders; it assesses Canada's contribution to the international coalition; and it looks at the support, compassion and generosity shown by Canadians from coast to coast during one of the most horrific news events of our time. 🍁

photo: CANAPRESS

CANADA'S POINT MAN

Interview with Foreign Affairs Minister John Manley

On September 11, terrorists sought to sow fear, but instead they reaped outrage. Their only notable success was in galvanizing world opinion, and world leadership, against themselves. They induced neither retreat nor resignation. They have assured their own destruction. We will finish what they began, and will emerge stronger, prouder and more united than we ever have been.

—Foreign Affairs Minister John Manley
Speech to the United States
Foreign Policy Association
New York City, November 5, 2001

In the aftermath of the September 11 attacks, Foreign Affairs Minister John Manley is playing a pivotal role in Canada's response to international terrorism.

In addition to his diplomatic duties, he chairs the Ad Hoc Committee of Ministers on Public Security and Anti-Terrorism; this body is reviewing federal government policies, legislation, regulations and programs, and adjusting them to the new security environment.

Canada World View asked for the Minister's perspective on the events of September 11, and their implications for Canadians and for Canada's foreign policy.

Canada World View: Mr. Manley, where were you and what was your reaction when you learned of the attacks?

John Manley: I was on an Air Canada flight out of Frankfurt, on my way home to Canada. One of the flight attendants invited me into a little kitchen area, where I was told the terrible news. I was then taken up to the cockpit, where I was able to keep track of events by listening to a shortwave radio with headphones on. Our flight was one of the

last—possibly the last flight into Canadian airspace before it was closed, and the pilots remarked about how struck they were by the complete lack of chatter over the airwaves. It was eerie. There was nothing else in the air.

As for my reaction to the attacks, of course I was deeply, profoundly shocked. This was a cold-hearted, calculated attack on innocent people. Beyond that, it was an attack on democracy, on our way of life and our values.

Canada World View: As Chair of the Ad Hoc Cabinet Committee, you are at the centre of Canada's response to terrorism. How have you approached this task?

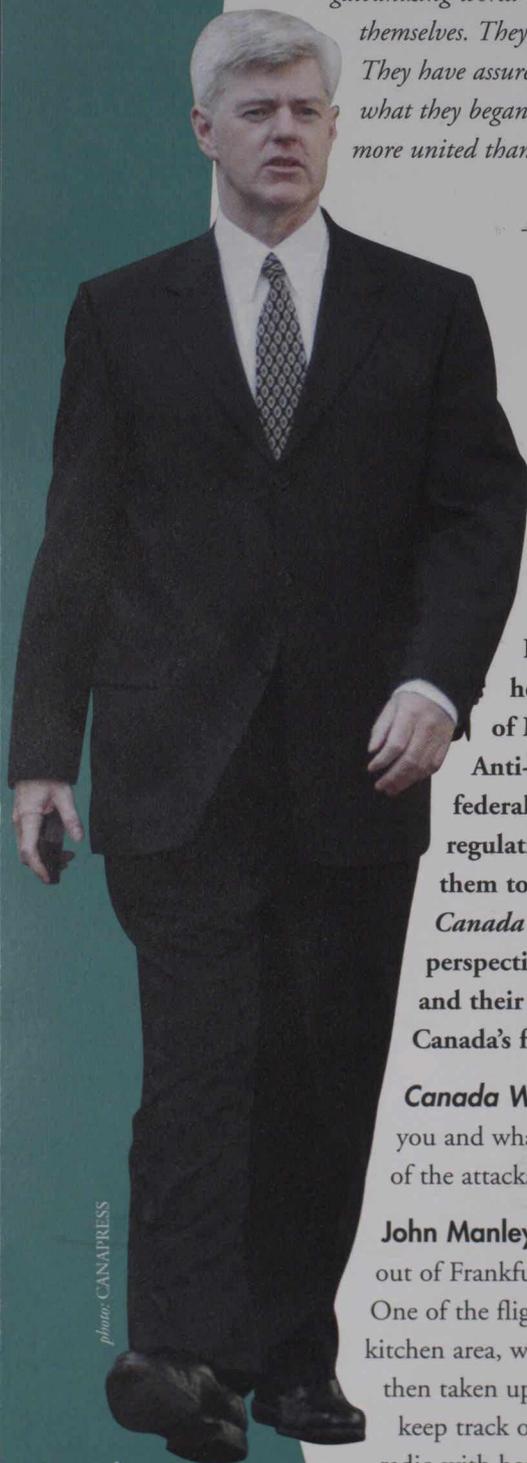
John Manley: The goal is to protect Canadians from terrorist acts. To do this, we must adapt to new and emerging threats and methods of operation. We are working to stop terrorists from getting into Canada; to develop better ways to identify, prosecute, convict and punish those who may be in our country; and to cooperate with the international community to bring terrorists to justice and address the root causes of the hatred which drives them. Another critical task is to make sure that Canada-U.S. border cooperation—which is so important to the economic security of both our countries—does not become another casualty of the events of September 11.

That's a tall order in itself, but at the same time we must do it in such a way that we never lose sight of the values and rights that Canadians hold dear. We must build in all the necessary checks and balances to preserve the free and open character of our society.

The work of the committee is well under way. The government has committed an additional \$7.7 billion in anti-terrorism initiatives [see p. 6].

Canada World View: How strong is the resolve of the international community to fight and eradicate terrorism?

John Manley: There is no doubt that international cooperation will be our most critical tool in the campaign against terrorism. This is a global problem. It's not something that can be tackled by one country alone, so we need to build on alliances. Prime Minister Chrétien has



spoken to many world leaders by telephone and in person at the Asia Pacific Economic Cooperation (APEC) Summit in Shanghai.

I've also spent a great deal of time on the telephone since September 11 talking to my counterparts. I held meetings in the Middle East in October, and recently I was in New York City for the UN General Assembly. There I met with G8 colleagues as well as representatives of Pakistan, India, key Islamic countries and members of the Rio Group of Latin American nations. I used these meetings strategically for coalition building.

The overwhelming majority of countries around the globe are committed to fighting terrorism. We've seen unprecedented solidarity encompassing different geographic regions, religions, ethnic groups, political systems and levels of development. That solidarity was most recently demonstrated in an important UN Security Council resolution of

November 12, backing the political transition and humanitarian and security efforts in Afghanistan. That's why it's so crucial to build and nurture the coalition and the resolve to end terrorism. Canada is investing a great deal of effort to do so, and I'm confident this solidarity will hold.

Canada World View: Who is Canada working with to build international support against terrorism?

John Manley: Continued coalition-building in the international community is essential. To this end, Canada is working hard with many other countries to ensure the widest coalition possible.

The UN is and will undoubtedly continue playing a key role in resolving this crisis, and we applaud the unity of purpose shown by the Security Council since

September 11. As you know, Canada is busy implementing its UN obligations and working hard to promote the widest possible adherence by other countries. This includes progress toward a new, comprehensive UN counterterrorism convention.

The fight against terrorism is being further strengthened through NATO and the G8—of which Canada assumed the presidency in January 2002—and in organizations as diverse as APEC, the Commonwealth and

La Francophonie. As a member of all of these, Canada is uniquely placed to carry forward the message of the coalition.

And don't forget, with only 12 ratifications to go (as of December 31), the International Criminal Court will play an enormous part in the global fight to eliminate impunity for the most serious crimes known to humankind—including terrorism that amounts to genocide, crimes against humanity or war crimes.

Canada World View:

Canada's involvement in the military campaign against terrorism has been criticized in some quarters. How do you answer those critics?

John Manley: The decision to contribute Canadian Forces personnel and assets was not made lightly. But we believe that it is the right thing to do. Canada is a peace-loving nation, but our history shows that we will stand and fight where necessary to defend our values. We fully backed the invocation of NATO's Article V on self-defence, which states that an attack against one NATO member is an attack against all. As Prime Minister Chrétien said: "We have not picked this fight, but we will finish it, and finish it well." ♣



Foreign Affairs Minister John Manley (right) and U.S. Homeland Security Director Tom Ridge prepare to sign a declaration for the creation of a Smart Border for the 21st century between Canada and the United States, Ottawa, December 12.

Heading off the terrorist threat

CANADA TAKES DECISIVE ACTION

In the weeks and months following the September 11 attacks, the Government of Canada announced wide-ranging measures to counter the global threat of terrorism.

Prime Minister Jean Chrétien quickly established the Ad Hoc Committee of Ministers on Public Security and Anti-Terrorism, chaired by Foreign Affairs Minister John Manley. It is reviewing government policies, legislation, regulations and programs. The aim is to strengthen all aspects of Canada's approach to fighting terrorism and ensuring public security.

The government is rapidly implementing its anti-terrorism plan. This has five key objectives:

- to prevent terrorists from entering Canada;
- to protect Canadians from terrorist acts;
- to bring forward tools for identifying, prosecuting, convicting and punishing terrorists;
- to keep the Canada-U.S. border secure and open to legitimate trade; and
- to work with the international community to bring terrorists to justice and address the root causes of terrorism.

Since the terrorist attacks, the government has acted in support of this plan by committing an additional \$7.7 billion over the next five years to keep Canada safe, terrorists out and our borders open.

Measures include major investments to equip and deploy more intelligence and front-line investigative personnel; to boost inter-agency coordination and marine security; to improve screening of immigrants, refugee claimants and visitors (including detention and removals); to upgrade infrastructure protection and emergency preparedness and response, and contribute to an expanded anti-terrorism capacity for the military; to create a new air security organization; to enhance policing and assign armed undercover police officers to Canadian aircraft; to purchase explosives detection equipment; to strengthen Canada's ability to address threats of chemical, biological, radiological and nuclear attack; and to enhance border security and improve the infrastructure that supports the legitimate flow of goods and people across the Canada-U.S. border.

More people, technology and capacity

In the wake of September 11, Canada put in place an array of immediate measures, including enhanced policing, security and intelligence. Among the measures: the fast-tracking of a fraud-resistant permanent resident card for new immigrants; more front-end security screening for refugee claimants; increased detention capacity and deportation activity; hiring of new staff to enforce upgraded security at ports of entry; redeployment of over 2000 federal police officers to national security duties; purchases of antibiotics to increase the national emergency stockpile system; purchases of detection equipment and other enhancements for the national network of laboratories; and technology upgrades, equipment purchases and training with a view to preventing, detecting and responding to existing and emerging national security threats and cross-border criminal activities.

Budget 2001, announced on December 10, further underscores the Government of Canada's commitment to fighting terrorism and reinforcing public and economic security.

Strengthening laws

Since September 11, the Government of Canada has introduced key pieces of legislation to fight terrorism. The cornerstone of our domestic action is the Anti-Terrorism Act, which became law on December 18.

It is designed to:

- identify, prosecute, convict and punish terrorists;
- provide new investigative tools to law enforcement and security agencies; and
- ensure that Canadian values of respect and fairness are preserved through stronger laws against hate crimes and propaganda.

The Act includes the following measures:

- defining and designating terrorist groups and activities;
- tougher sentences for terrorism offences;



- making it a crime to knowingly participate in, facilitate or contribute to a terrorist group;
- making it a crime to knowingly collect or give funds in order to carry out terrorism;
- making it easier to use electronic surveillance against terrorist groups; and
- within carefully defined limits, allowing the arrest and detention of suspected terrorists and imposing conditions on their release, in order to prevent terrorist acts and save lives.

Provisions under the Act will come into force after implementation measures have been arranged with the provinces, territories, police and others responsible for law enforcement.

The Public Safety Act and amendments to the Aeronautics Act, which also became law on December 18, will amend some 19 federal laws, further strengthening the government's ability to protect Canadians and prevent terrorist attacks. Highlights include:

- security requirements for the design or construction of aircraft, airports and facilities;
- screening of people and goods entering restricted areas;
- making it an offence to engage in any behaviour that endangers the safety or security of a flight or persons on board;
- requiring air carriers or those operating aviation reservation systems to provide basic information on

- specific passengers or flights when this is needed for security purposes; and
- amendments to the Immigration Act that will help speed implementation of measures, including the suspension or termination of refugee determination proceedings if there are reasonable grounds to believe a claimant is a terrorist, a war criminal or a senior official of a government engaged in terrorist activities.

Creating a Smart Border

On December 12, Minister Manley and U.S. Homeland Security Director Tom Ridge signed a declaration for the creation of a Smart Border for the 21st century between Canada and the United States.

The Declaration outlines a 30-point Action Plan for the two countries to collaborate in identifying and addressing security risks, while efficiently expediting the legitimate flow of people and goods back and forth across the Canada-U.S. border. Innovative examples include:

- establishing a secure system to allow low-risk frequent travellers to move efficiently across the border;
- establishing complementary systems for commercial processing of goods;
- establishing secure procedures to clear goods away from the border;
- relieving congestion at key crossing points by investing reciprocally in border infrastructure;

HMCS *Preserver* trails HMCS *Charlottetown* (top) and HMCS *Iroquois* (middle) out of Halifax harbour in October. The ships are on their way to their stations in the vicinity of the Arabian Sea as part of the international campaign against terrorism.

photo: CANAPRESS



- identifying technological solutions that will help speed trade across the border, such as electronic container seals; and
- increasing the number of control officers overseas and reviewing visitor visa policies.

Placing immigration control officers overseas is a Canadian innovation that has been successfully adopted by other governments. In the past six years, Canadian officers abroad have stopped more than 33 000 people with false documents before they boarded planes bound for North America. More than 8 300 people were stopped last year alone.

Other elements of the Action Plan are intended to strengthen coordination between enforcement agencies in Canada and the United States in addressing common security threats.

Rooting out terrorists

Canadian law enforcement, security and intelligence organizations are currently participating in the largest international investigation in history to root out and dismantle terrorist networks in all their forms, wherever they exist.

In swift compliance with the landmark UN Security Council Resolution 1373, Canada acted to freeze the assets of those who commit or facilitate terrorist acts, and to prohibit the provision and collection of funds for terrorist activities. To mid-December, Canadian financial institutions had frozen the \$344 000 associated with the 22 accounts designated under the UN Suppression of Terrorism Regulations.

Canada has also ratified 10 of the 12 UN counter-terrorism conventions. The new Anti-Terrorism Act will allow it to ratify the remaining two.

Further, since September 11 the Government of Canada has invested an additional \$63 million in the Financial Transaction Reports Analysis Centre of Canada. The investment will be used to expand the Centre's capacity to stop the funding of terrorists.

Military contribution

Canada has committed direct military support to the U.S.-led international coalition conducting the global

campaign against terrorism. Under Operation Apollo, the Government of Canada has contributed:

- nearly 3 000 men and women of the Canadian Forces, including a 750-strong Light Infantry Battle Group deploying by mid-February to the Kandahar area of Afghanistan as part of a U.S. Army task force;
- a Canadian Naval Task Group (two frigates, a destroyer and a supply ship) on station in the Arabian Sea;
- a Canadian frigate integrated with a U.S. Carrier Battle Group; and
- Canadian aircraft to conduct airlifts in the region.

Diplomatic activities

Canada is working hard with other countries, individually and multilaterally, to broaden the international coalition to fight terrorism; strengthen the interim administration of Afghanistan and ensure that it is broadly representative, accountable, stable and multi-ethnic; and support reconstruction efforts in that country.

Canada belongs to the G8 (of which it currently holds the presidency), NATO, the United Nations, the Commonwealth, La Francophonie and the Organization of American States. As a member of these and other international organizations, Canada is uniquely positioned to advance the anti-terrorism agenda at summits and other key meetings.

Providing humanitarian relief

Canada is deeply concerned about the humanitarian crisis in Afghanistan. Since September 11 it has provided \$16 million in emergency assistance to that country. This is in addition to the more than \$12 million contributed in 2001 before the crisis, and some \$160 million given over the past 10 years.

Canada has also announced new measures to assist Pakistan in stabilizing its economy and dealing with the influx of Afghan refugees. The measures include the conversion of up to \$447 million in outstanding loans, owed by Pakistan to the Canadian International Development Agency, for social sector development programming.

The government committed an additional \$100 million in Budget 2001 for humanitarian and development assistance in Afghanistan. 🍁

BETWEEN FRIENDS: THE CANADA-U.S. CONNECTION

The days following the horrific attacks on the United States highlighted as never before the close links joining Canadians and their American neighbours.

But the relations were not always so friendly. There was a time when they were strained and bitter, when the United States posed a military threat to Canada. In 1775, for instance, American revolutionary troops captured Montreal and almost took Quebec City as well. Some 30 years later in the hard-fought War of 1812, U.S. armies almost gained control of Upper and Lower Canada. The fear of further invasion was in fact a decisive element prompting the move toward Canadian Confederation in 1867.

Turning point

Yet from these perilous beginnings has emerged one of the most harmonious bilateral partnerships ever.

A major turning point came during the Second World War, when Canadian Prime Minister William Lyon MacKenzie King and U.S. President Franklin D. Roosevelt signed the 1940 Ogdensburg Agreement; this committed the then-neutral United States to come to the protection of Canada if it was attacked.

The former uneasy neighbours were now steadfast allies.

Canada and the United States now have a long and distinguished history of shared values, institutions and rights. While the two systems of government differ, our common political culture—based on pluralism and freedom of speech—continues to serve as a model for many countries the world over. Canadians and Americans alike prize democracy, the rule of law and the market economy, and they have stood together to defend these principles.

A unique partnership

Today, two-way relations between our countries are all-encompassing and almost every aspect of Canada's national life has some kind of involvement with the United States. Business, civil society and a shared culture—ranging from education to the media, from sports to music—have laid the groundwork for successful cooperation. Bringing understanding and vitality to the relationship are myriad personal friendships, professional links and family ties.

Canada and the United States enjoy an economic partnership unique in the world. The two countries are joined by the longest unmilitarized border, measuring some 8900 kilometres; it is crossed each year by 200 million people, and each day by goods worth over \$1.9 billion. We are each other's largest trading partner, and two-way trade has more than doubled since 1989. Our comprehensive relationships also support more than 2 million jobs in each country. These are essential inputs into both our economies.

There have been occasional strains over differences on issues such as acid rain, climate change or softwood lumber; but consultation and compromise have enabled Canada and the United States to negotiate key accords. Dispute settlement mechanisms in treaties and agreements ensure that problems are identified and resolved through conciliation and diplomacy. Thanks to World Trade Organization and North American Free Trade Agreement dispute settlement mechanisms, more than 95 percent of our trade with the United States is trouble-free.

September 11 and after

Since the tragic events of September 11, the world has changed. But one thing remains constant: the closeness of the Canada-U.S. relationship. As Prime Minister Jean Chrétien and President George W. Bush have said, we're family.

Canadians and Americans have in common a multitude of interests, alliances, goals and aspirations going beyond any other relationship existing between two states anywhere. This is the partnership that will enable us to meet the global challenge of terrorism. 🍁

For more information on Canada-U.S. relations, visit: <http://www.can-am.gc.ca>

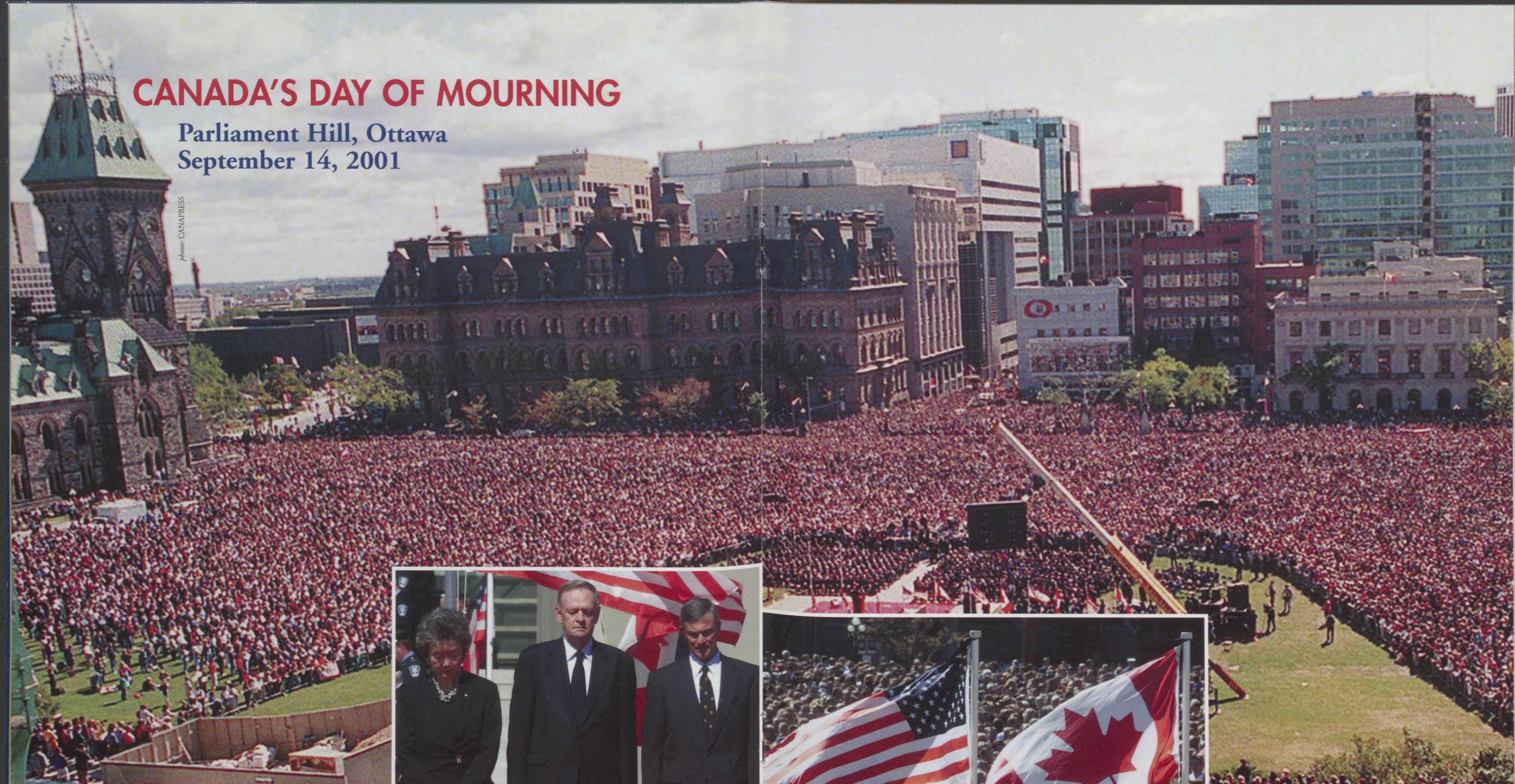


photo: CANAPRESS

CANADA'S DAY OF MOURNING

Parliament Hill, Ottawa
September 14, 2001

photo: CANAPRESS



From left, Governor General Adrienne Clarkson, Prime Minister Jean Chrétien and U.S. Ambassador to Canada Paul Cellucci observe three minutes of silence at Canada's National Day of Mourning. Some 100 000 people overflowed the site at the noon ceremony.





"TRAGEDY WILL BRING OUR TWO COUNTRIES CLOSER,"

says Canada's Ambassador to the United States

Canada World View:

Ambassador Kergin, when you took up your duties in Washington in October 2000, you certainly did not expect that, less than one year later, you would become a front-line witness to the kind of tragedy that struck the United States on September 11. What was your first reaction?

Michael Kergin: Like millions of other people in North America and around the world, I was absolutely horrified by the images of hijacked commercial jetliners hitting the twin towers of the World Trade

Center in New York. I was all the more shocked when reports came in that the Pentagon had also been hit—we could see the smoke from the Embassy—and that a plane that had crashed near Pittsburgh was originally aimed at the White House in Washington.

Canada World View:

Has September 11 changed the nature of the Canada-U.S. relationship in any way?

Michael Kergin: The Canada-U.S. relationship is as steadfast today as ever and the fundamentals of the relationship will remain the same. These include our enormous trade

(\$1.9 billion daily), the defence relationship, the very close cooperation on security issues, customs, immigration, intelligence sharing, and all those areas where we have a closer relationship with the United States than any other country in the world—although much more discreet in some ways.

However, as a result of the attacks, our relationship is likely to take a slightly different shape and to become even closer. What has changed since September 11 is that

What we need is not so much a perimeter of security as a zone of confidence around North America. —Ambassador Michael F. Kergin

we are now facing a long-term struggle to protect a way of life which many of us had taken too much for granted. Now we must work hard to maintain our open and multicultural societies against the threat of terrorism. This will be quite a test and teamwork will be the name of the game in rising to the challenge.

Canada World View: How will we achieve both openness and security? Are we talking about closer integration between our two countries or just closer cooperation on key issues such as terrorism, cross-border movements of people and goods, and common security?

Michael Kergin: The key to success will be ongoing cooperation and compatibility between regulatory and enforcement agencies on both sides of the border. On the security side, because we occupy the same continent and because we are both under the threat of an invisible, highly organized enemy which can strike out in very unpredictable ways against our populations, it is obvious our cooperation will increase.

Having said this, we don't need closer integration with the United

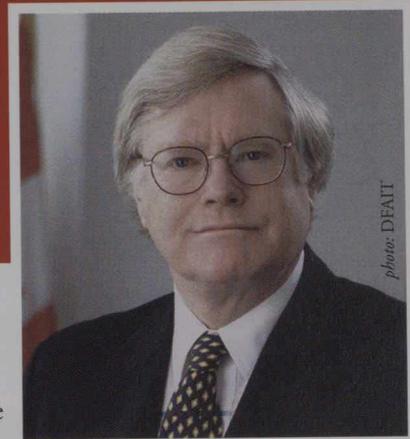
States to reinforce our common security. For example, we can still have our own legislation and regulations

relating to immigration, and the Americans can have their own legislation and regulations. They're not that different anyway. But the question is, are we sure that the people coming through are consistent with what both countries consider admissible? If there are doubts, by sharing information we can better screen out criminals and people associated with terrorists, which neither country wants.

The key question here is, are we enforcing our legislation and regulations in an efficient way? If we have doubts about each other, then we run the risk of having to put up walls at the border. But if we ensure, through

MICHAEL F. KERGIN

joined the Department of External Affairs in 1967, and has degrees from the University of Toronto and Oxford University. He served as Canada's Ambassador to Cuba from 1986 to 1989, and was Foreign Policy Adviser to the Prime Minister from 1998 until his appointment as Ambassador to the United States in 2000.



closer cooperation and information sharing, that we both enforce the regulations properly, the need for putting up a barrier between Canada and the United States disappears.

In my discussions with U.S. officials and Members of Congress, there has never been any indication of dissatisfaction with Canadian legislation as being somehow complacent about threats to the United States, nor has there been any discussion to the effect that they would want us to change our legislation. Although some isolated voices (usually ill-informed Canadian "talking heads") suggested that Canada was a haven for terrorists, the general sentiment in the U.S. administration is that they are pleased with the way we handle security issues, particularly those of common concern.

No two countries work more closely toward the common goal of ensuring the safety of their citizens against terrorism than do Canada

and the United States. The Royal Canadian Mounted Police, the Canadian Security Intelligence Service, local police, and customs, immigration and transport officials work with their American counterparts every day, 365 days a year. U.S. authorities have praised the work of all these Canadian agencies in the aftermath of September 11. This cooperation will not only continue but get closer.

Canada World View: Canada and the United States share the longest undefended border in the world. Isn't it likely that crossing the border will be more difficult than it was before the attacks? If so, what could be the long-term consequences for Canada's economy?

Michael Kergin: Our two economies are extremely integrated. Any action that would hamper the free flow of goods and people (with some 200 million people crossing

the border each year) would have disastrous consequences for Canada's economy. That is why we have to manage our common border intelligently.

We are currently cooperating in developing new ways to differentiate the low risk from the high risk. We want to ensure that people or goods which have uncertain or dubious provenance cannot cross the border and are directed to the proper authorities, while those which pose no risk can cross with a minimum of inconvenience. The resources that would be freed, particularly by using new information technologies, could then be used to prevent dubious people or goods from entering North America. What we need here is not so much a "perimeter of security" as a "zone of confidence" around North America. I'm confident we'll be able to achieve it. 🍁

The day after the attacks, trucks were backed up 27 kilometres from the U.S. border on Highway 402 at Reeces Corners, southern Ontario. Heightened security checks slowed cross-border traffic to a trickle.



From Ground Zero to coalition building

CANADA'S DIPLOMATS GEAR UP

It was just before 9:00 A.M. on September 11 when Serge Paquette glanced at one of the many television monitors in the Operations Centre of Canada's Department of Foreign Affairs and International Trade in Ottawa. Like millions of others around the world, he was dumbstruck by what he saw.

When the second airliner hit New York's World Trade Center 20 minutes later, the Deputy Director for Emergency Services knew he was about to face his biggest crisis.

International disasters that affect Canadians abroad—usually natural

disasters such as hurricanes or earthquakes—are dealt with routinely by Mr. Paquette's emergency services staff. The Consular Affairs Bureau is accustomed to coordinating evacuations and repatriations, and contacting friends and relatives of those involved. But nothing so unexpected and destructive as this had ever happened before.

By 10:00 A.M., Mr. Paquette was in the first of many task force meetings on handling the crisis. By midday, all Canadian embassies and high commissions were ordered into emergency 24-hour-service mode.

The top priority was to help citizens affected by the tragedy. Teams worked around the clock answering telephone calls from distressed friends and family, locating those lost at Ground Zero (the attack site in New York), and assisting Canadians abroad who had been grounded by the ban on air travel.

On the first day, the 15 telephone lines in the Operations Centre received 5500 calls. Over the course of the next two weeks, a total of 24 000 calls were dealt with.

"The fundamental reason for our existence is the well-being of Canadians when they're out of the country," says Gar Pardy, Director General of Consular Services. "On September 11, the safety of Canadians was our one objective. Everything else stopped."

Ground Zero

In New York, the lion's share of the work fell to the staff at the Canadian Consulate General. Their immediate task was to find out whether Canadians had been on any of the hijacked planes or in the World Trade Center.

On any given day, up to 200 000 Canadians may be in New York City, working, shopping or visiting tourist sites like the Statue of Liberty or the World Trade Center. Consulate staff feared that Canadians could well be among the 5000 missing. In addition, many Canadian citizens who lived in the



photo: CANAPRESS

The ruins of the World Trade Center in New York



Department of Foreign Affairs and International Trade, Ottawa



Canada's Embassy in Washington, D.C.



Canada's Consulate General in New York City

photos: DFAIT

vicinity of the twin towers had become instantly homeless as a result of the attacks.

Consulate staff immediately set up a buddy system, arranging for homeless Canadians to find shelter with fellow citizens in New York. Some wanted to return to Canada as soon as possible but could not retrieve their passport or citizenship papers; staff provided special documentation permitting them to re-enter the country.

At first over 700 Canadians were thought to be among the victims. However, after exhaustive efforts to locate those thought missing, the numbers quickly fell.

New York Consul General Michael Phillips assigned the detective work of locating the missing to Brian Schumacher, Deputy Consul General and Senior Trade Commissioner. He led a team made up of staff from all sections of the Consulate. Also assisting were volunteers from Canada's Permanent Mission to the United Nations and the Quebec delegation in New York.

Every day, the team checked lists of potential and known victims at crisis management centres and hospitals. At the Consulate's request, telephone companies and banks contacted Canadians who were their customers and asked them to get in touch with Consulate officials.

"What was most rewarding was the door-to-door search parties we organized with our colleagues at the D el egation du Qu ebec," says Ian

Burchett, Consul (Investment). "It really lifted our spirits to get a phone call saying that the person we were looking for was safe, having received our little notes that we had left at their home."

"We worked day and night to locate people," adds Brian Schumacher. "We'd leave at 11:00 P.M. and feel good that we had indeed found 18 people who were missing. Then we'd come in the next morning and find that more calls to DFAIT overnight had added another 12 names to the list."

Within days it was clear to Consulate staff that Canadians had in fact died in the attacks on the World Trade Center. Family members started to arrive in New York. They had to be looked after, as did the specialists who came to help the Consulate help the families. In the end, 23 Canadians are presumed dead.

"During this time, our staff—some of whom lost family members and friends—had to set aside their own fears and safety concerns," notes Management and Consular Officer Andr e Laporte.

"It was extraordinary," says Michael Phillips. "There were many versatile people who could shift gears from their regular jobs to help out."

Coalition building

With the stranded, the homeless and the families of Canadian victims being cared for as much as possible, diplomatic efforts immediately turned to other fronts.

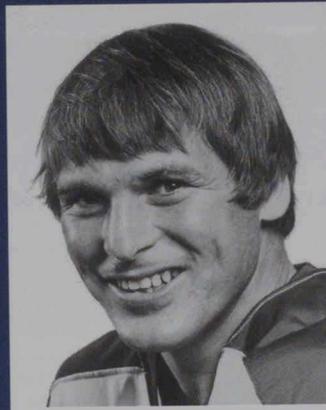


photo: CANAPRESS

Canadian Garnet (Ace) Bailey, director of pro scouting for the National Hockey League's Los Angeles Kings. A native of Lloydminster, Saskatchewan, and a former player for the Washington Capitals, Bailey was on board one of the planes that crashed into the World Trade Center.

Like no other event before it, September 11 crystallized the need for building an international response to fight terrorism. Canadian diplomats swung into action, using their wealth of experience in fostering multilateral action and reaching out bilaterally to other countries.

"The political coalition will be the bedrock of our effort and this is where Canada will be investing most of its work," says one senior diplomat.

One of the first—and strongest—anti-terrorism messages emerged from the North Atlantic Treaty Organization, when it invoked Article V of its Charter for the first time in the alliance's more than 50-year history. Canada strongly supported NATO's move and pledged direct military support. Canada's contribution, called Operation Apollo, includes naval vessels as well as air surveillance and transport units for the war against terrorism.

Canadian officials also set to work immediately with other countries and organizations on an intense diplomatic campaign to build broad support for fighting terrorism. These organizations include the G8, the Organization of American States, the Asia Pacific Economic Cooperation forum, the Commonwealth, La Francophonie and, most important, the United Nations. With Canadian support and leadership, all have taken a tough anti-terrorism stand through leaders' statements, resolutions, action plans and other measures. Along with economic issues and Africa, anti-terrorism will figure prominently on the agenda of the G8 during Canada's presidency this year.

"The United Nations has a unique and indispensable role to play," Foreign Affairs Minister John Manley told the UN General Assembly on November 10. "While the campaign against terrorism will be conducted through coalitions of different state actors, alliances and organizations, this is where it must ultimately all come together in its political, diplo-

matic, legal, economic, humanitarian and security dimensions."

Accordingly, Canadian diplomats are actively supporting the role of the United Nations.

On September 28, the UN Security Council passed Resolution 1373, which calls on states to take specific steps that will choke the flow of funds to terrorists and sever their support networks. Canada welcomed this resolution and has implemented many of its provisions. In a first report to the UN Counter-Terrorism Committee, submitted on December 14, Canada outlined substantial actions it has taken to combat terrorism.

Canadian diplomats are also completing the ratification of the Convention Against Terrorist Bombing and the Convention for the Suppression of Financing of Terrorism. This will make Canada full party to all 12 existing UN counterterrorism conventions. Negotiations are under way on the 13th convention, the Comprehensive Convention Against International Terrorism. That convention will ensure that all terrorist acts are condemned under international law.

Finally, diplomatic efforts are continuing on making the International Criminal Court a reality; only 12 more ratifications are still needed (as of December 31). The creation of the court will represent an extremely significant step in the ongoing struggle to eliminate impunity for the worst crimes known to humankind. ♣

CANADA LOVES NEW YORK

In an outpouring of affection for America's largest city, thousands of Canadians converged on New York for the December 1 weekend.

By car, bus, train and plane, they headed for the "Canada Loves New York" rally—a show of solidarity with a community still reeling from the devastating attacks of last September. The brainchild of Senator Jerry Grafstein of Toronto, the private-sector event was organized by volunteer groups in Canada and New York.

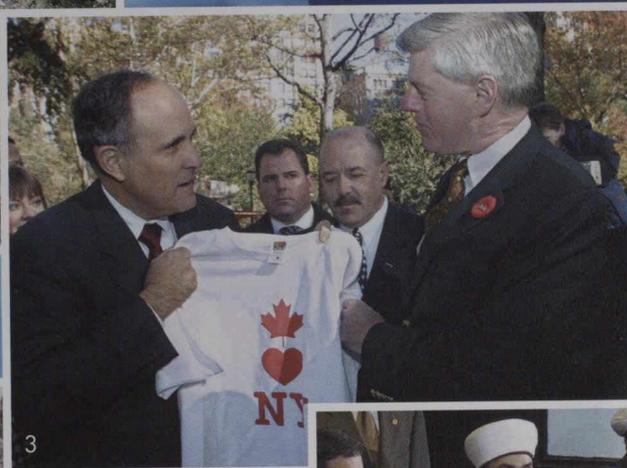
The national anthem of Canada rang through the streets of Manhattan as singing crowds made their way to the Roseland Ballroom. There 2500 filled the hall for speeches by prominent figures—including Canada's Prime Minister Jean Chrétien—and musical performances by leading Canadian artists. Thousands more watched the event on a giant screen outside.

New York Mayor Rudolph Giuliani called the rally a "wonderful display of friendship" and presented Mr. Chrétien with a proclamation declaring December 1 "Canada Loves New York Day." "This is a truly overwhelming response by the people of Canada," said Mr. Giuliani.

The Prime Minister paid tribute to the rescue workers, firefighters and police officers who had risked and, in many cases, lost their lives as they helped save others from the collapse of the World Trade Center towers. Mr. Chrétien called the city "a symbol of endless courage—and that is, my friends, why Canada loves New York."

Shoulder to Shoulder

photos: CANAPRESS



1. In front of the U.S. Embassy in Ottawa a few days after the attacks. For an entire city block the railings were covered with flowers and messages of condolence.

2. In front of Station One in Toronto, Ontario, firefighters observe three minutes of silence in memory of the 200 New York firefighters who died in the rubble of the World Trade Center.

3. At Veterans' Day ceremony in New York City, Foreign Affairs Minister Manley (right) presents "Canada Loves NY" T-shirt to New York Mayor Rudolph Giuliani.

4. In Calgary, Alberta, police motorcycles lead a candlelight vigil and march in remembrance of victims of the attacks.

5. At St. James United Church in downtown Montreal, Quebec, religious leaders attend an interfaith service in memory of the terrorist victims.

6. At Exhibition Park in Halifax, Nova Scotia, Red Cross volunteers prepare over 1500 make-shift beds for the thousands of travellers whose flights were diverted to that city.

7. Master Corporal Craig Pomeroy kisses his 22-month-old granddaughter Brianna before his ship, HMCS *Preserver*, sails from Halifax, Nova Scotia, for the Persian Gulf.

OUT OF HORROR SHINE DECENCY AND GOODNESS

The people of Halifax, Nova Scotia, have long been familiar with tragedy. Traditionally many of them earn their living in precarious conditions at sea, and perhaps this is why Haligonians have always been able to respond to disaster with heroism and generosity. The city buried victims of the *Titanic* in 1912; it weathered the great Halifax Explosion of 1917 and the 1998 Swissair crash. And on September 11, Halifax once again showed its strength.

Shortly after the terrorist attacks on that day, American authorities shut down U.S. airspace and asked Canada to play host to a throng of accidental tourists. In all, 224 planes were diverted to Canada, carrying over 33 000 passengers in need of refuge and solace.

By 4:30 P.M. on the 11th, Halifax International Airport had become a parking lot for more than 40 diverted planes, and 8000 distressed and bewildered passengers needed to be housed, fed and comforted. With open arms and hearts, the citizens of Halifax welcomed strangers into their homes. They offered sustenance and, more important, emotional support to people of many nationalities, most of whom at first were unaware of why their travel had been interrupted. Churches donated space and cots for weary travellers. Volunteers organized soup kitchens and set up 1500 makeshift beds at Exhibition Park.

One of the passengers diverted to Halifax was noted Harvard University

professor and author Stephen Jay Gould. In an article in the *Globe and Mail* on September 20, he wrote, "You responded immediately, unanimously, unstintingly and with all conceivable goodness, when no real danger, but merely fear and sub-



Céline Dion sings at a benefit concert of Quebec artists in Montreal on September 28. One week earlier she performed at a nationwide live telethon in New York in support of the victims' families.

stantial inconvenience, dogged your refugees for a few days. Our lives did not depend upon you, but you gave us everything nonetheless. We . . . are forever in your debt, and all humanity glows in the light of your unselfish goodness."

Good neighbours from coast to coast

Countless acts of kindness were performed by people across Canada. In St. John's, Newfoundland, 4000 volunteers cared for 4400 passengers from 27 flights. Not far away, the small city of Gander—with a

population of some 10 000—took in 6595 people arriving in 38 aircraft. It and the surrounding communities closed schools, meeting halls and other gathering places, and converted these into mass lodging areas with cots and sleeping bags. In gratitude to the warm-hearted people of Lewisporte—located about 45 kilometres from Gander—the passengers of diverted Delta Airlines Flight 15 from Frankfurt set up a trust fund to send a local high school student to university. On their flight back to Atlanta, Georgia, they collected some \$20 000.

Thirty-four planes were diverted to Vancouver, British Columbia. Hotels near Vancouver International Airport made available every bedroom, and converted ballrooms and conference rooms into makeshift dormitories. When still more beds were needed, the staff of the Best Western Richmond Inn became "bed-traffic controllers," booking hotel rooms in locations as far away as Whistler and Chilliwack.

Canadians also demonstrated kindness and support to those directly affected by the tragedy. In the days immediately following September 11, Canadians lined up for hours to donate blood. They organized events such as benefit concerts and raffles across the country to raise funds for the victims. In Windsor, Ontario, Rebecca Deans (age 7) and her brother Jamie (age 4) set up a roadside fruit stand selling pears from the family tree to raise money for the victims. They collected \$21.40.

In Prince Edward Island, Cheryl Boyle and her friends baked over 200 apple pies and sent them to a restaurant serving relief workers at Ground Zero. High-rigging Mohawks from the Oka Reserve in Quebec joined with some 200 other Canadian ironworkers to dismantle the structure of the World Trade Center, which they had helped erect years before.

Close to \$3 million was forwarded to the U.S. United Way's September 11 Fund through a special donor service set up by Canada's United Way/Centraide. The Canadian Red Cross launched a U.S. appeal, which raised \$10 million in less than six weeks for initial emergency relief and support, and for long-term psychological and social help to the estimated 50 000 directly affected individuals, including relief workers.

In praise of heroes

Vancouver firefighters initiated a fundraising campaign for the families of their dead "brothers" in New York. The people of Vancouver responded, donating \$600 000 within 12 hours. Stockbrokers offered hundred-dollar bills, schoolchildren emptied their piggy banks and a University of British Columbia student handed over his bus fare.

The cheque was presented at an emotional ceremony at the Canadian Consulate General in mid-Manhattan, where burly, uniformed New York

and Vancouver firefighters openly wept and hugged each other.

Beyond cash donations and assistance to stranded passengers, professional skills were offered to the New York victims of September 11.

The Salvation Army provided personnel and volunteers to work at and near Ground Zero. So did the Canadian Red Cross, which sent 77 highly trained and mostly volunteer individuals from its disaster response team. Team members left their regular jobs in nursing, firefighting or counselling to work three-week shifts in the ruins of the World Trade Center. Team member Linda Hendrie helped the American Red Cross dispense emergency funds so that survivors could meet initial needs, such as paying utility bills or buying food and clothing.

Ontario's chief and deputy coroners worked with victims' families and Canadian Consulate General staff in New York, as did counsellors from Quebec. "We acted as a kind of conduit," says Dr. James Young, Ontario's Chief Coroner. "We were a source of counsel and expertise,

helping Consulate staff deal with the families, New York authorities and media."

Their expertise ensured that full information was provided to the appropriate authorities, and this helped maximize the chances that a loved one would be identified. In addition, they explained the recovery operations under way, and this helped families understand the probability of the death of husbands or wives, sons or daughters; it also helped them acknowledge the still-harsher reality that the remains of their loved ones might never be found. At the last count, 23 Canadian victims are presumed dead.

There were innumerable gestures of compassion, kindness, generosity and courage in the aftermath of the events of September 11. They demonstrate that out of agonizing horror the human capacity for decency and goodness can shine, crossing borders, nationalities, religions and ethnic groups. Canadians rallied to show their American neighbours that they cared, that a friend in need is a friend indeed. 🍁



In London, Ontario, Kim Nichols gives blood as Morgan Nichols (top) and Maddie Speller look on.



photos: CANAPRESS

Participants in the six-day, 130-mile "Alberta Rides for America" approach the Canada-U.S. border south of Cardston, Alberta. The riders brought \$35 000 in a saddlebag and well over \$15 000 in pledges for the Red Cross.

DID YOU KNOW THAT ...

When the United States closed its airspace to all traffic following the September 11 terrorist attacks, over 33 000 stranded, anxious passengers landed in Canada on 224 international flights diverted to our territory. The small city of Gander, Newfoundland, with a population of some 10 000, took in 6595 people arriving in 38 aircraft.

On the day of the terrorist attacks, the 15 telephone lines in the Operations Centre of the Department of Foreign Affairs and International Trade in Ottawa received 5500 calls. Over the next two weeks a total of 24 000 calls were dealt with.

During the year 2000, some 48.6 million non-resident travellers (including almost 44 million U.S. residents) entered Canada; most were on business or tourism trips, and some entered the country more than once. Arriving by air were some 4.4 million residents of the United States and 3.8 million residents of other countries.

Measures announced by the Government of Canada since September 11 to counter terrorism and enhance national security across the country, at the border and other ports of entry, involve expenditures totalling an additional \$7.7 billion.

Some 1.8 million Canadian passports were issued during the fiscal year 2000/01, an increase of almost 9 percent over the previous year. There are currently approximately 8 million valid passports in circulation. On average, some 870 passports are issued every working hour of the day.

About 87 percent of Canada's exports go to the United States, while 25 percent of U.S. exports come to Canada. Trade between the two countries amounts to \$1.9 billion every day.

Before September 11, Canada had already ratified 10 of the 12 United Nations counterterrorism conventions. Its new Anti-Terrorism Act will allow it to ratify the remaining two.

Nearly 3000 Canadian Forces personnel have been deployed to the international coalition formed to conduct the global campaign against terrorism. The Canadian contingent includes four frigates, one destroyer, one supply ship, Sea King helicopters, two Aurora maritime patrol aircraft, three Hercules aircraft, one Airbus and a contingent from the special operations unit Joint Task Force Two. Some 750 troops are to be on the ground in Afghanistan by mid-February.

Canada and the United States share the longest undefended border in the world. It stretches 5061 kilometres on land and 3832 kilometres over water. Every year the border is crossed by some 200 million people and 20 million commercial shipments. Trucks transport about 80 percent of all goods that cross the border.

Among the national security measures announced since September 11 is the allocation of \$79 million to buy advanced explosives detection systems and related state-of-the-art electronic security capabilities for screening carry-on and checked baggage at Canadian airports. The money will be used as well to hire more airport security inspectors, buy X-ray machines for better screening of goods, and purchase fingerprint card conversion technology.

CANADA'S CAMPAIGN AGAINST TERRORISM

Use the Web site of the Department of Foreign Affairs and International Trade as your gateway to all the information you need on Canada's campaign against international terrorism:

<http://www.dfait-maeci.gc.ca>