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Canada

# World View

ISSUE 26 • SUMMER 2005

## The UN at 60 Where to Now?

- *Canada's International Policy Statement: Charting a new course*
- *Opening doors in Berlin*



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## About Canada World View

*Canada World View* provides an overview of Canada's perspective on foreign policy issues and highlights the Government of Canada's international initiatives and contributions. *Canada World View* is published quarterly in English and French by Foreign Affairs Canada.

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### Our cover

Montage by Jeff Eustace.

**background:** The UN General Assembly.

*photo:* CP

**right:** Pte. Tim Brown was one of 450 Canadian peacekeepers deployed on Operation Eclipse in 2001 in support of the UN Mission in Ethiopia and Eritrea.

*photo:* MCpl. Danielle Bernier, Canadian Forces Combat Camera

# IN THIS ISSUE



*photo:* CP (David Bebee)

Teacher Jim Ferney at Ryerson Public School in Cambridge, Ontario, directs students and teachers to spell the word "peace" in the school parking lot in support of the United Nations Days of Peace in September 2001.

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# THE TEST OF HUMANITY

Paul Heinbecker is Distinguished Fellow at the Centre for International Governance Innovation and director of the Laurier Centre for Global Relations, Governance and Policy, in Waterloo. These appointments follow a career as a diplomat and senior official, including acting as chief foreign policy adviser to former prime minister Brian Mulroney. From 2000 to 2004, Mr. Heinbecker was Canada's permanent representative to the UN, where he promoted the International Criminal Court and advocated compromise on Iraq.

World leaders are failing the most fundamental test of their own humanity. Since they were told by UN Under-Secretary-General Jan Egeland in December 2003 that the situation in the Darfur region in Sudan "has quickly become one of the worst humanitarian crises in the world," tens of thousands of innocent people have died. Those leaders can redeem themselves this autumn when the most important enclave of heads of state and government since the UN was created gathers in New York to reform the organization.

Without a doubt, the most urgent issue facing them there will be not who gets a permanent seat on the Security Council, nor even how to build consensus on the potentially catastrophic nexus of weapons of mass destruction and terrorism. It will be whether innocents will be saved from slaughter in Darfur, the Congo, northern Uganda and all of the other little-known or half-forgotten humanitarian crises around the world, and who will do the saving. The lives of millions of people are at stake, as is the reputation of the UN. And the outcome is anything but assured.

The UN Charter, which was written in other times and under other circumstances, has become part of the problem. The framers of the Charter, with the appalling losses of World War II fresh in their minds, decided that the best way "to save succeeding generations from the scourge of war" was to outlaw aggression and create a system of collective security that proscribed interference in the internal affairs of others. With some help from the North Atlantic Treaty Organisation and nuclear deterrence, the UN succeeded. But in recent years, while the number of conflicts between states has diminished, internal conflicts, such as those in Rwanda and now Darfur, have become the crucial issue. Nevertheless, international consensus on

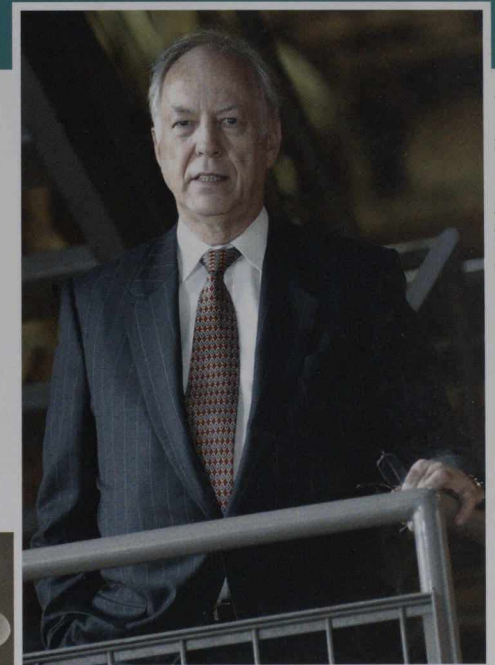
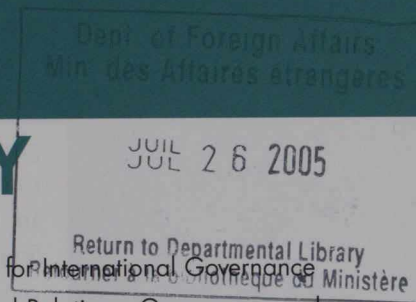


photo: courtesy of Wilfrid Laurier University



photo: CP (Richard Drew)

▲ The legal view is that the UN Security Council collectively, not individual members, "owns" the decision to go to war in all cases beyond actual or pre-emptive self-defence.

▲ Former diplomat Paul Heinbecker: Nothing is so powerful as an idea whose time has come.

the need for protective action across borders has been slow to materialize.

In 1999, after the UN sat out the Kosovo war under the threat of a Russian veto, Secretary-General Kofi Annan posed the question of how, if humanitarian intervention was indeed an unacceptable assault on sovereignty, the world should respond to such brutal inhumanity. The commission appointed by then-Foreign Affairs Minister Lloyd Axworthy to answer the question replied by shifting



photo: CP (Amir Nabil)

Displaced women at a refugee camp in northern Darfur: The lives of millions of people are at stake, as is the reputation of the UN.

the discourse from the right of states to intervene to the need of innocents for protection, which had greater appeal—not least to those needing protection. The commission’s “responsibility to protect” (R2P) thesis holds that when governments cannot or will not protect their citizens from conscience-shocking brutality, including widespread loss of life, the responsibility to do so falls temporarily to the international community.

We expected a positive reaction to these seminal ideas at the UN, particularly from African governments, but were mistaken. Some reluctant African governments are no doubt concerned about their own hold on power, but even the more responsible, including the African Union, find the idea of intervention by non-Africans difficult to accept. European exploitation and the slave trade have left too much of a legacy. The Europeans, albeit constrained by their often bloody colonialist history, are at least open to the idea of protecting others. The Latin Americans look askance at the idea through the prism of 200 years of often conflictual relations with the United States. The proponents of Asian values, for their part, are paradoxically almost totally dedicated to the 17th-century European belief in sovereignty as an absolute good. The Americans are wary of an idea that might entail constraints on their capacity to act, while at the same time increase their moral obligation to do something in conflicts they would rather ignore. The Arabs and some other predominantly Muslim countries hear echoes of the Crusades and see parallels with the Palestinian issue.

Selling R2P at the UN was and remains difficult. Ambassadors of less powerful UN member countries fear that R2P could become a licence for too much intervention,

while others, mostly world-weary UN hands, fear there would be too little. One European ambassador has acknowledged privately that were a Rwandan-like genocide to occur elsewhere, his government would again not act. The U.S., which declared the situation in Darfur to be genocide, took weeks to get over its ideological opposition to sending the case to the International Criminal Court. In the General Assembly, spoilers such as Cuba, Pakistan, Sudan and Libya have marshalled opposition even to consideration of the idea, let alone action to implement it.

The case for R2P was made incalculably more complex by the Iraq war, even though that war did not meet the tests of R2P. As Human Rights Watch has observed, there was no evidence—and no serious argument has even been made—that the Iraqi government was engaged in or preparing a widespread slaughter. (This test would have been met in 1988 when Saddam Hussein gassed the Kurds and in 1991 when he suppressed the Shiites, but waiting a decade to respond belied the urgency to act.) Nor would the invasion have met the test of the “right intention”. The stated intention involved Iraq’s alleged development of weapons of mass destruction and cooperation with al-Qaeda, for which there was and is no evidence. Neither was the “last resort” principle in effect; the UN was still engaged, weapons inspections were under way and sanctions remained effective. The war also failed the test of “right authority”. The mainstream legal view is that the UN Security Council collectively, not individual members, “owns” the decision to go to war in all cases beyond actual or pre-emptive self-defence. Not even a simple majority of the Council supported the war, unlike the case of Kosovo, where intervention was blocked by one threatened veto. I think the conduct of the war would have met the test of proportionality, although the death toll in Iraq has mounted inexorably since the invasion. Once their original rationales had been shown to be fraudulent, the U.S. and United Kingdom framed the war as a military intervention for humanitarian purposes, confirming the worst fears of many in the Third World and, in a very real sense, making the people of Darfur collateral damage.

The good news is that nothing is so powerful as an idea whose time has come. The high-level panel on UN reform appointed by Kofi Annan endorsed R2P as an emerging norm of international behaviour. The Secretary-General himself has embraced the idea. What remains is for world leaders to rise above the quarrelsome instincts of their ambassadors. The UN Charter speaks of “We, the Peoples”, not “We, the Permanent Representatives”, nor even the presidents and prime ministers. Leaders hold a sacred trust on behalf of their peoples. To protect the innocent, it is more than time that they acquit that trust. ♣

# UN FOR A MODERN AGE

**As the United Nations turns 60, Canadians are well placed to ensure that the organization effectively upholds the cause of collective security in a changing world.**

By all accounts, San Francisco in the spring of 1945 was a dynamic destination. Lester B. Pearson found it “lovely and hospitable.” Charles Ritchie called it “lively as a circus” and added, “Nowhere could have been found in the world which is more of a contrast to the battered cities and tired people of Europe.” The two diplomats had arrived in this pleasing metropolis as members of the Canadian delegation to the post-war San Francisco Conference. There, over the course of eight weeks, 50 nations thrashed out the final wording of the Charter of the United Nations.

Today the world hails the Charter, signed on June 26, 1945, as a monumental achievement. What’s forgotten is the feuding and frustration of cobbling it together. Then, as now, there was scepticism that fine words by diplomats could do much to create a safer world. There were worries that the organization might fizzle, just as its predecessor the League of Nations had.

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Fighting hard for the principle of collective security:  
Lester B. Pearson addresses the United Nations Conference on International Organization in San Francisco in 1945.



photos: CP

Mr. Ritchie in his revealing diaries described the San Francisco meetings, where “quick-witted men sitting quite still hour after hour listening to people saying at almost infinite length things which could be said in a sentence or two.” Escott Reid, another member of the Canadian team, recalled gatherings of morose colleagues in which “we bemoaned the errors the conference had committed and the weakness of the Charter.” Mr. Pearson confessed, “The organization of the conference seems to be pretty hopeless.”

The outcome, happily, was not. The document was endorsed, and Canada’s negotiators won plaudits. “When the chips were down the Canadians fought harder and more effectively for the principle of collective security than anybody else,” said *The New York Times*.

United Nations  
Secretary-General  
Kofi Annan  
addresses the  
General Assembly.



## Canadians and the UN

**There have been many Canadians at the UN past and present. Among the key players and their chief roles:**

**Louise Arbour:** Appointed UN High Commissioner for Human Rights in 2004.

**Lloyd Axworthy:** Appointed Special Envoy of the Secretary-General to Ethiopia and Eritrea in 2004.

**General Maurice Baril:** Former Senior Military Adviser to the UN Secretary-General.

**General E.L. Burns:** Assembled and led the UN Emergency Force in the Suez crisis of 1956.

**Margaret Catley-Carlson:** Deputy Executive Director of Operations at UNICEF from 1981 to 1983.

**Joe Clark:** Served as Special Representative of the Secretary-General for Cyprus.

**General Roméo Dallaire:** Directed the ill-fated UN peacekeeping operation in Rwanda in 1994.

**Elizabeth Dowdeswell:** Executive Director of the UN Environment Programme in 1992.

**William Epstein:** Former Secretary of the UN Disarmament Commission and Director of the Department for Disarmament Affairs.

**Louise Fréchette:** First Deputy Secretary-General of the UN, appointed in 1988.

**John Humphrey:** Organized the human rights division of the UN Secretariat and wrote the first draft of the Universal Declaration of Human Rights.

**Stephen Lewis:** Special Envoy of the Secretary-General for HIV-AIDS in Africa, appointed in 2001.

**Thérèse Paquet-Sévigny:** Undersecretary-General of the UN's information department in 1987; Chair at UNESCO.

**Lester B. Pearson:** Represented Canada at the San Francisco Conference in 1945 and developed the concept of peace-keeping, for which he won the Nobel Peace Prize.

**Maurice Strong:** Former Secretary-General of the UN Conference on the Environment, first Executive Director of UNEP, coordinator of the UN's Office for Emergency Operations in Africa, Secretary-General of UNCTAD, Chair of the 1992 Earth Summit in Rio de Janeiro.

Former Supreme Court of Canada Justice Louise Arbour was appointed UN High Commissioner for Human Rights in 2004.



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**Did you know? 59 UN peacekeeping missions have worked in areas of conflict and 175 international disputes have been resolved peacefully through UN offices.**

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It is useful to recall the mix of pessimism and hope that created the United Nations in 1945, for the UN of the modern age faces a similar brew of cynicism and optimism. To mark its 60th birthday—and the fifth anniversary of the Millennium Declaration on reducing global poverty—world leaders will gather in New York in September to consider a package of reforms proposed by Secretary-General Kofi Annan.

As they did in 1945, Canadians will work energetically to ensure that the UN effectively upholds its ideals in a changing world. According to Prime Minister Paul Martin, “this is a significant period for the United Nations, the best opportunity in memory to significantly improve an institution that is essential to our collective security and prosperity.”

### Calls for reform

Just why is the UN so essential, and why is its 60th birthday the right time to improve it? First, its universal relevance is clear. From 50 founding states, the UN has grown to 191 members, the only international organization to which virtually every country belongs. Aside from traditional security, its programs today focus on a host of concerns such as the environment, development, children's welfare and women. Its vast array of specialized agencies subsumes groups such as the International Labour Organization (ILO), the World Health Organization (WHO) and the International Civil Aviation Organization (ICAO).

Second, for better or worse, the organization suffered what experts term a “crisis of credibility” in 2003 when the UN Security Council split over the use of force in Iraq to oust Saddam Hussein. “This shook the confidence of international publics in the ability of the UN to prevent war,” says David Malone, Assistant Deputy Minister of Global Issues at Foreign Affairs Canada.

It also weakened the Secretary-General, who was unable to forge compromise. These issues, combined with investigations into the UN's oil-for-food program and findings of serious sexual misbehaviour by both UN peacekeepers and managers, left the organization scarred. Canadian Louise Fréchette, the UN Deputy Secretary-General, feels the UN may have “slid back down the greasy pole” to where it was eight years ago when the last major changes were introduced. “Today, the calls for reform are stronger than ever,” she says.

That is why the measures being debated in the upcoming summit are so significant. Mr. Annan's summary of them, *In Larger Freedom*, stresses a key principle: that development, security and human rights are indivisible. "We will not enjoy development without security, we will not enjoy security without development and we will not enjoy either without respect for human rights," explains Ms. Fréchette.

Accordingly, the Secretary-General proposes several changes: the creation of a UN Peacebuilding Commission to help states after wars end; the replacement of the discredited Commission on Human Rights with a more accountable, streamlined and powerful human rights council; the strengthening of nuclear non-proliferation measures; a sweeping anti-terrorism convention in which everyone finally agrees on a definition of the crime; and an increase in development aid by prosperous countries in order to achieve the Millennium Development Goals, the UN's ambitious poverty-busting action plan launched in 2000. Long overdue expansion and reform of the UN Security Council itself round out Mr. Annan's vision.

Most of these ideas have Canada's support, so much so that when they were unveiled at a press conference in New York, one international journalist quipped, "Have they (the Canadians) produced the ideal state in the UN's eyes?" Allan Rock, Canada's Permanent Representative to the UN, acknowledges that many of Mr. Annan's ideas are echoes of the Canadian playbook. "There is a lot of support for things we consider fundamental."

Curbing nuclear proliferation is one example. Proliferation is "the greatest threat of our era in security terms," says Mr. Malone. Canada is also concerned about the global spread of disease and wants to strengthen the WHO's alert and response network. Meanwhile, it is committed to long-term stabilization and reconstruction of countries such as Haiti and Afghanistan. "For us, peacebuilding isn't an academic exercise," Mr. Malone says.

### Responsibility to protect

Of special satisfaction to Canadians, Mr. Annan's report stresses the "responsibility to protect", a conceptual marriage of humanitarianism with hard security that derives from a 2001 report by the International Commission on Intervention and State Sovereignty, a Canadian-backed initiative. "R2P", as the report has become known, describes a "responsibility to prevent" catastrophic threats from becoming reality, a "responsibility to react" if populations



photo: CP (Elaine Thompson)

are caught up in such dangers, and a "responsibility to rebuild" after major upheaval.

Although R2P allows for military intervention, it stresses that force should only be used if a state can't or won't protect its citizens—and be carefully calibrated to inflict the minimum damage necessary to provide shelter from larger harm. "Sovereignty cannot shield mass atrocities,

ethnic cleansing and genocide," says Mr. Rock. While the concept is controversial, he believes international momentum is building. Agrees Kate White, executive director of the United Nations Association in Canada (UNAC): "It's starting to get traction. Canada has made progress on profoundly important issues, R2P being one of those."

Not every state is aboard the R2P bandwagon, cautions Jocelyn Coulon,

a foreign policy columnist for *La Presse* and author of *Soldiers of Diplomacy: The United Nations, Peacekeeping and the New World Order*. "Perhaps some western countries agree with (R2P), but not developing countries. There's a lot of suspicion." Geoffrey Pearson, a former senior diplomat, past president of UNAC and the son of Lester B. Pearson, says the reason for concern is obvious: developing nations will have to live with the consequences of armed intervention, not the wealthy ones. "Nobody's going to interfere in our affairs." Still, Mr. Rock adds that countries such as South Africa, Tanzania and Mexico have expressed positive views in relation to R2P. "We still face our challenges," he says. "We're engaged in very intensive work here in trying to explain the principle."

Canadian support: UN Secretary-General Kofi Annan arrives at the Calgary airport for the G8 Summit in 2002.

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**Did you know? The global refugee population numbers 11 million people. The number of internally displaced is about 25 million, nearly a third of whom are beyond the reach of UN agencies.**

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photo: CP (Tom Hanson)

Canadian peacekeepers board a plane bound for Canada from Split, Croatia, in 1995 following the end of their UN mandate in the region.

## Peace(keeping) in our time

Ambassador Rock comes by his interest in the UN honestly. His father James Thomas Rock, a career soldier, served 12 months in the first UN peacekeeping force in Suez in the late 1950s, a mission conceived by the senior Mr. Pearson, who won the Nobel Peace Prize for it. "I remember getting letters from Port Said and Haifa and affected areas both in Israel and Egypt," Mr. Rock recalls. "These events happened during the early part of my life

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**Did you know? Canada has seven diplomatic missions accredited to the UN and its agencies.**

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and left a deep impression of the UN (and) a very positive impression of Canada's role in peacekeeping."

In principle, Canada continues to staunchly support UN peacekeeping. Yet while there are more than 70,000 blue berets deployed worldwide today, Canada's contribution numbers only 327 soldiers, police and military observers, ranking 32nd in personnel contributions. This does not mean the country has abandoned peacekeeping: as of April, there were 949 Canadians assigned to the UN-mandated NATO mission in Afghanistan, and 1,200 deployed worldwide. But UN-led missions have been less of a priority.

In part, this is because Western nations have tended since the mid-1990s to focus their efforts in geographic zones where they have direct national interests, such as Bosnia and Kosovo. Canada naturally took an interest in NATO peacekeeping, says Jocelyn Coulon, because the Europeans and U.S. are our allies, and we have a seat (and a say) at the NATO table. At the same time, other nations began contributing more to UN missions. India, Pakistan and Bangladesh, for example, sometimes provide up to 2,000 soldiers for a single peacekeeping force. With its reduced military, Canada cannot.

There are contexts in which Canada remains important to UN peacekeeping, particularly when a swift, short-term deployment is needed, says Errol Mendes, professor of international business law at the University of Ottawa. One role is as "moral leader—but with that moral leadership has to come a commitment of resources," he says. The other involves specialized tasks. Canada boasts some of the best military communications experts in the world and knows how to combine hard military skills with humanitarian and peacebuilding abilities. The federal government's pledge to boost resources to the Canadian military may yet place Canada more firmly in the UN peacekeeping orbit.

## Of poverty and process

Mr. Annan has specific expectations of prosperous countries. Five years after the establishment of the Millennium Development Goals aimed at halving world poverty by 2015, he urges rich nations to get on with committing 0.7 percent of their gross national income to overseas assistance.

Some have complied with his call. In the recent *International Policy Statement* (see page 16), Canada gave no firm timetable. It has, however, increased and retooled foreign aid so that by 2010, bilateral assistance will focus on 25 countries, according to strict criteria of eligibility. The Statement points out the links between acute poverty and state failure, and between state failure and global security, concluding that aid and security go hand in hand.

Meanwhile, Mr. Annan also urges institutional reforms to the UN to make it more transparent, representative and accountable, a goal Canada shares. Of the two reform models the Secretary-General has tabled for the Security Council, Canada supports a proposal that calls for adding eight four-year, renewable-term seats and one two-year non-permanent, non-renewable seat. But Mr. Malone cautions against fixating on the Council, lest this overshadow discussion of more important proposals to shore up human rights, development and security. "What we see at the UN today is an orgy of posturing on Security Council reform, most countries having adopted fairly self-interested position on the subject."

Canada has meanwhile spearheaded another institutional innovation, the "L20", a group of leaders from 20 key North and South nations that Mr. Martin proposes will "work alongside the UN and other major international institutions." The potential member countries of the group represent two thirds of

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**Did you know? Canada is the seventh-largest contributor to the UN regular budget, and is one of the few member states to always pay on time, in full and without conditions.**

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the world's population, 90 percent of economic output and 75 percent of trade.

Mr. Malone describes the L20 as building on the success of the G8 by creating a separate forum to pull in key

### **Did you know?**

**Canada has served on the UN Security Council six times, the last in 1999-2000.**

developing countries to address joint global challenges in fields such as health, terrorism and migration, rather than competing with the UN. But the point is controversial. Kate White of UNAC, for example, worries that the group could amount

to "the A-team saying 'the good kids can go with us.' I'm very cautious," she admits.

Still, this is a time for creativity in the world system, much as it was 60 years ago.

"Multilateralism is not a naïve pipedream," says Canadian Jennifer Welsh, the Oxford University academic whose book, *At Home in the World*, examined Canada's foreign policy future. "Anyone who suggests so should consult the historiography of the creation of the United Nations. With six years of carnage behind them, the crafters of that organization were motivated not by how they wished the world would be, but by how they knew it was."

Indeed, despite their frustration over the process of creating the UN Charter, Canadians took away from San Francisco in 1945 a deep belief that the organization would improve the lot of humankind. When the document was finally signed, Escott Reid wrote that if the UN is to succeed, "we must be willing to experiment, and to run great risks to attain great objectives."

"Above all, we must remember that all men are brothers," he wrote, "And that upon the dignity, the liberty and the inviolability of the individual men, women and children of the world depend the welfare of the people, the safety of the state and the peace of the world." 🍁

**Visit Foreign Affairs Canada's Web site on the UN at [www.international.gc.ca/canada\\_un](http://www.international.gc.ca/canada_un) and the Permanent Mission of Canada to the UN at [www.un.int/canada](http://www.un.int/canada). Find The Responsibility to Protect document at [www.iciss.ca/pdf/Commission-Report.pdf](http://www.iciss.ca/pdf/Commission-Report.pdf), learn about the UN Millennium Project at [www.unmillenniumproject.org](http://www.unmillenniumproject.org) and read the reports of the Secretary-General, the high-level panel and other documents regarding UN reform at [www.un.org](http://www.un.org).**

## **Out of the ashes of war**



As delegates met to draft the United Nations Charter, Canadian soldiers, sailors and air crew were still involved with Allied forces in the closing operations of the Second World War.

For Lester B. Pearson, who was not only a veteran of the First World War but had also been in London during the Nazi blitz of the conflict just ending, the UN represented "the greatest hope for a lasting peace" in the world.

"He was very conscious of what the end of the war really meant," reflects Andrew Caddell, Senior Policy Advisor on UN Affairs at Foreign Affairs Canada.

Many Canadian veterans returning from the battlegrounds of Europe and the Pacific theatre not only supported the goals of the newly formed international body, but some would again risk their lives just five years later when the UN took a stand against North Korean aggression.

"They'd been shaped by what they'd experienced," says Caddell, whose father Philip Caddell served in Britain and fought in the Italian Campaign in the Second World War. "Every person we knew who served abroad was absolutely dedicated to making a better world. And to many of those veterans, the UN represented that spirit."

Retired Colonel Paul Mayer, a distinguished Canadian veteran of the Second World War who went on to serve as a UN peacekeeping commander in a number of conflicts, including rescuing missionaries in the Congo rebellion and serving as a special observer following the revolution in the Dominican Republic, says that veterans were very much suited to the UN forces.

"We were used, and we were used well," remarks Col. Mayer, who lives in Ottawa. "It was combat, and we lost people."

Retired Colonel John Gardam of Ottawa, the author of a book entitled *Korea Volunteer*, says that when large numbers of soldiers were needed for the first major UN challenge in Korea, it was the infusion of Canada's Second World War veterans "that provided the stiffening of all the units" in the conflict.

Starting with Mr. Pearson himself, says retired Colonel Donald Ethell of Calgary, Canada's veterans brought to the creation of the UN a perspective that few of their countrymen had: the experience of seeing the devastation of conflict first-hand.

"Anyone who has seen the results of war," comments Col. Ethell, who is past president of the Canadian Association for Veterans in United Nations Peacekeeping, "would be very supportive of an international organization like the UN."

Suited to UN forces: Col. Paul Mayer (left), a Second World War veteran who went on to serve as a peacekeeper, worked with fellow Canadian veteran Sgt. Leo Lessard to rescue missionaries in the Congo in 1964.

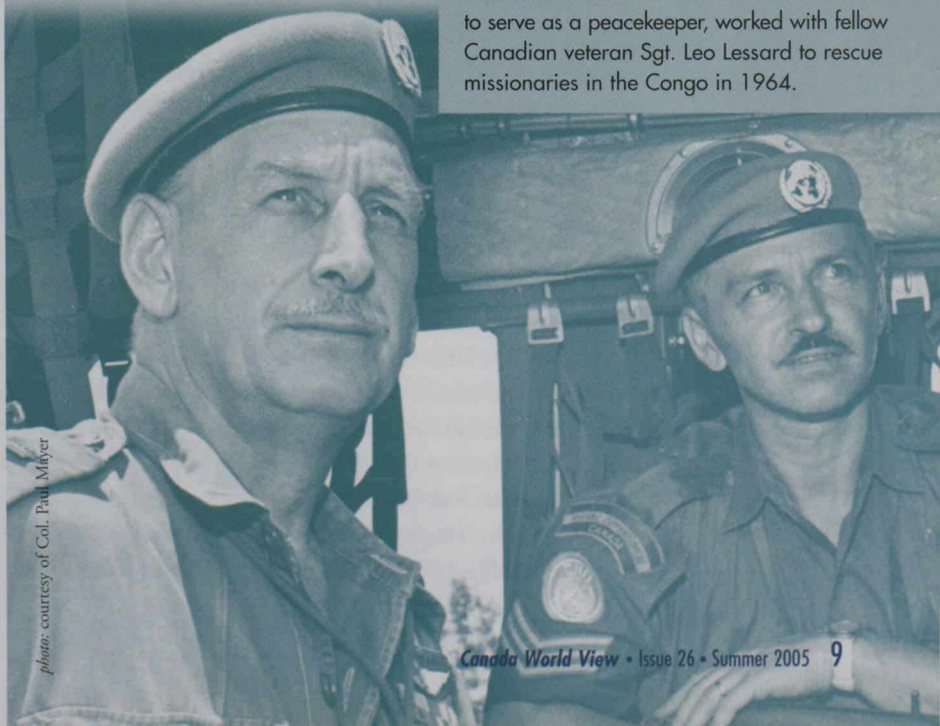


photo: courtesy of Col. Paul Mayer

# A FORCE IN HUMAN RIGHTS

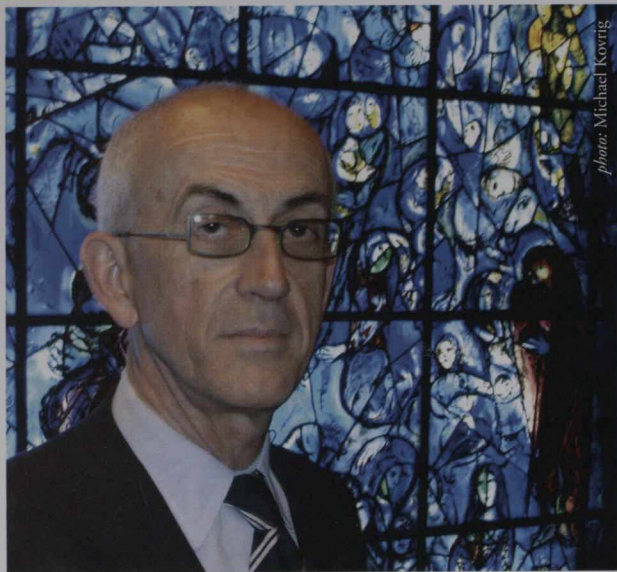


photo: Michael Kovrig

Ambassador Gilbert Laurin: The process of setting standards in human rights is painstaking but has an impact.

## Gilbert Laurin brings a world view born of the Canadian Prairies to the country's mission at the United Nations.

As a child growing up in St. Boniface, Manitoba, Gilbert Laurin liked maps. He'd stick the point of his compass on his hometown, situated almost exactly in the centre of Canada, and draw ever-widening arcs until he reached the Atlantic and Pacific oceans. From an early age he was determined to see the world.

With a career that has taken him to Marseilles, Paris, Damascus, Rome and now New York City, where he nears the end of a four-year appointment as Canada's Ambassador and Deputy Permanent Representative to the UN, he has well realized his goal.

Mr. Laurin, 60, says that his job working alongside fellow Ambassador

Allan Rock, Canada's Permanent Representative to the UN, is the best in the foreign service. But his diplomatic calling began almost by chance. After attending the University of Manitoba and Osgoode Hall Law School in Toronto, he was practising law in Vancouver when he saw a recruitment ad for the foreign service. "I didn't want to say one day that I didn't have the courage to follow my dream, so I applied and took the exam, and, to my great surprise, I was accepted."

He began at the Department of External Affairs in 1980 as an immigration officer, then spent a stint working on women's issues in the Human Rights Division, a pivotal period because it reinforced his interest in human rights and forced him to "reflect on things I had previously taken for granted." His interest in human rights has stayed with him throughout his career and is at the crux of much of his work today.

Mr. Laurin is proud of Canada's leadership at the UN. "There really are things for which we are well known, our expertise in peacekeeping, in women's and children's concerns, in disability issues; our contributions to policing in Haiti; and our role in the development of an international criminal court," he says. "We're also known in a general way as a bridge between the Americans and developing countries. We understand both and can help bring the two together."

The process of setting standards in human rights, a key role of the UN, is painstaking but has an impact. "You start with resolutions stating that people have rights and countries have

obligations, states get more comfortable with the idea, and year after year things build until someone says it's time for a legally binding instrument," he says. "The first thing you know you're negotiating that instrument, and at the end of the day it will make a real difference to the lives of people everywhere."

Mr. Laurin has relished all of his postings, but the UN trumps them all, with a range of issues that is both challenging and exhilarating. A typical day recently included a meeting about the transfer of some of Canada's peacekeeping responsibilities in the Golan Heights to Ukraine and another meeting organized by the Mexican government on UN reform.

Living in the Big Apple is "constantly exciting," he says, adding that he and his wife Maureen Girvan especially enjoy its vast cultural offerings. "New York is a city that is second to none, with a quality of life that is unbeatable."

Working in one of the world's most influential international organizations, Mr. Laurin feels right at home. He credits his Francophone Prairie roots with imparting him with a cosmopolitan outlook that has stood him in good stead.

"St. Boniface and Winnipeg were very ethnically diverse. You met people with different languages and customs and realized the world is not a very homogeneous place," he says. "That kind of diversity makes people more open and eliminates fear and hostility."

Simple words, but ones that could describe Mr. Laurin's own efforts at the UN. 🍀

# CANADA'S FINGERPRINTS

Louis Hamann is the United Nations bureau chief for Radio-Canada and CBC in New York. A native of Montreal, Hamann has held a number of positions in television and radio for the two organizations. Reporting from the UN for five years, he has been at the centre of coverage of the diplomatic situation over the war in Iraq as well as the investigation into the UN oil-for-food program and the ongoing push for UN reform.

I remember thinking to myself, “There is something peculiarly Canadian about all this.”

It was shortly before midnight in late March, and after more than six weeks of negotiations, the 15-member Security Council had finally approved a resolution referring suspected war criminals in Darfur to the International Criminal Court, or ICC.

Pretty amazing, given that until just hours before the vote, Washington was still threatening to veto the measure.

Canada's role, as well as that of key Canadians, could be felt just underneath the surface—“fingerprints,” as Paul Heinbecker, the former Canadian ambassador to the UN, liked to say.

In one of those “only at the UN” moments, Security Council ambassadors had broken off talks earlier in the evening to attend a reception at a steakhouse in downtown Manhattan. By the time they made it back to UN Headquarters to vote, it was close to midnight and therefore too late for the media to make a big splash out of the historic event that had just taken place. “That’s too bad,” one media-savvy diplomat confided to me after the vote, “too bad because this is big news.”

Big news, indeed, when one considers that in the last three years,

tens of thousands of people have been killed in Darfur and more than two million others have been forced from their homes in a conflict that at times is reminiscent of what took place in the mid-1990s in Rwanda.

A year ago, I attended a ceremony here for the 10-year commemoration of the Rwandan genocide. Presiding were UN Secretary-General Kofi Annan and Rwandan Foreign Minister Charles Murigande, as well as two Canadians: then-Foreign Affairs Minister Bill Graham and retired General Roméo Dallaire, a man who knows a thing or two about genocide.

Dallaire spoke eloquently about the importance of never forgetting what happened in Rwanda and touted “the responsibility to protect” as the best way to ensure that such a shameful chapter of our history does not repeat itself. A new diplomatic concept developed at Ottawa’s initiative, the responsibility to protect says that if or when a country is unable or unwilling to protect its own citizens, the international community must act. Talk to any Canadian diplomat and chances are you’ll hear about it in the course of the conversation. Mr. Annan has called on member governments to embrace the concept as part of his UN reform proposal.

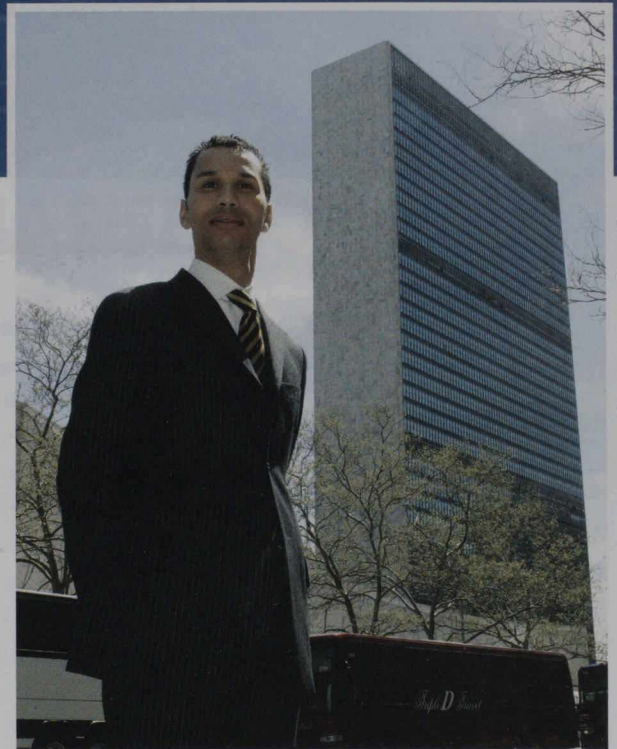


photo: Donald Emmert, Agence France Presse

As the horrors unfolding in western Sudan became more and more apparent to the world, it was yet another Canadian, UN High Commissioner for Human Rights Louise Arbour, who pleaded with the Security Council earlier this year to refer those suspected of grave crimes in Darfur to the ICC. As I walked with her to a studio for an interview afterward, I asked if she thought the Court was a realistic option, given Washington’s strong opposition. “This is not about the United States,” she replied, “this is about the people of Darfur.”

As I witnessed that recent late-night vote, I couldn’t help but think about the Canadian “fingerprints” that ambassador Heinbecker so often talked about. Indeed, it is difficult to ignore the role that Canada has played in ensuring that justice is done in Darfur.

And when those suspected of crimes in that conflict are finally brought before the ICC, one of the judges is to be—you guessed it—a Canadian, Philippe Kirsch, a long-time diplomat who is currently president of the Court. 🍁

Canadian broadcast journalist Louis Hamann at UN Headquarters: It is difficult to ignore the role that Canada has played in ensuring that justice is done in Darfur.

# A CONVENTION ON CULTURAL DIVERSITY

Canada's experience in the area of promoting and preserving cultural diversity is informing a debate before a UN body.

Flourishing with a multitude of distinct cultures and living alongside the most culturally influential nation in the world, Canadians have long wrestled with the competing demands of promoting dynamic trade relations and safeguarding cultural diversity.

It's a unique perspective that gives Canada a major role in an effort by the United Nations Educational, Scientific and Cultural Organization (UNESCO) to create an international agreement that will set out how nations can nurture their arts sectors while respecting international trade agreements.

Representatives from some 135 countries are seeking to frame the UNESCO Convention on the Protection of the Diversity of Cultural Contents and Artistic Expressions, a document that is expected to be adopted by the UNESCO General Assembly in October.

Canada has been one of the leaders in this international effort, says Garry Neil, executive director in Toronto of the International Network for Cultural Diversity, a non-profit organization of artists and cultural groups working to counter what they see as the homogenizing effect of globalization.

"Instead of fighting a rearguard action every time there's a trade dispute, we've asked, 'how do we carve out a place for culture?'" Neil says. "What we needed was a legally binding convention on safeguarding cultural diversity."

Quebec has been a particularly active partner in Canada's commitment to the undertaking, with Francophone arts organizations forming the original nucleus of the effort to network Canadian cultural agencies, working in concert with provincial and federal governments.

Lise Lachapelle, Director General of the Association des réalisateurs et réalisatrices du Québec, a film and television body in Montreal, says her organization wants to ensure that trade agreements do not supersede Canada's right to give preference to the arts: "We should not negotiate culture."

Canada's position is to ensure that the UNESCO Convention has a non-hierarchical relationship with other international agreements. In addition, culture has been clearly identified by Canada as not on the table for negotiations in international trade agreements.

In framing Canada's position in the UNESCO discussions, Canadian Heritage in Ottawa has described cultural diversity as an important factor in social cohesion as well as economic development.

The challenge is that the arts do not simply represent intellectual expression but an ever-growing stream of consumer goods. Canada exported close to \$3 billion of cultural products in 2002, for example, a 50 percent increase over 1996, making culture an important industry.

Meanwhile, diversity includes a robust presence of foreign cultural

Distinct culture: The international hit *Atanarjuat (The Fast Runner)*, directed by first-time Inuit filmmaker Zacharias Kunuk, was the first Canadian film to win the *Caméra d'Or* for Best First Feature Film at the Cannes Film Festival.

products in Canada. At a World Trade Organization (WTO) gathering last November in Geneva, it was noted that more than 95 percent of feature films, 85 percent of record sales and prime-time English-language television shows, and 70 percent of book sales in Canada come from foreign sources.

Canadians are accustomed to expressions of passion on this subject, and arts groups have provided plenty to the current discussion. But a sober case is being made as well, one that most countries, including the United States, understand. "My sense is that every country in the world has rules on this," says Doug Bennett, the Mississauga-based publisher of *Masthead*, a magazine that focuses on the periodical industry.

Soon it will be clear which rules everyone must embrace. While confidence is high that a UNESCO Convention will be signed this fall, it is uncertain to what extent such a document may affect an organization like the WTO. What it can likely do is serve as what's been called a "norm-building instrument"—a tool to strengthen the efforts of countries such as Canada to preserve and promote their cultural diversity. ♣

**For more information on UNESCO's Convention on the Protection of the Diversity of Cultural Contents and Artistic Expressions, visit [www.unesco.org/culture](http://www.unesco.org/culture).**

# LIVING THE MULTILATERAL LIFE



photo: courtesy of Amy Bartlett

Amy Bartlett of New Brunswick, standing in front of the Vienna International Centre that houses the UN offices, gained “an intimate understanding of the larger picture of international politics” at her UN job placement.

**Young Canadians are seizing opportunities for academic and work experience—and hoping for future careers—with the UN.**

Even before landing her first full-time job, 27-year-old Amy Bartlett is a veteran of the United Nations.

As an international law student at Queen’s University in 2000 and 2001, Bartlett was a delegate to model UN assemblies where she grappled with issues on the global agenda. This past year, as a graduate law student at Dalhousie University, she worked in a six-month paid internship at a UN agency in Austria.

“It’s energized me,” the New Brunswick native says of her varied experiences. “It’s helped me focus on what I want to do.” Now Bartlett is dreaming big—with aspirations to work at UN Headquarters in New York in the field of conflict resolution.

She’s one of many young Canadians who are seizing opportunities for UN-related academic and work

experience. From getting involved in international youth conferences and model assemblies for high school and post-secondary students to working with UN organizations abroad, young Canadians are building careers by living the multilateral life.

Bartlett, for example, spent six months with the UN-affiliated International Atomic Energy Agency in Vienna in a job placement organized through the United Nations Association in Canada (UNAC) and Foreign Affairs Canada’s Young Professionals International (YPI) program. At the agency, she worked side by side with policy makers and professional diplomats in high-level sessions on such sensitive global hot spots as Iraq and South Korea.

“I was able to gain an intimate understanding of the larger picture of international politics and the international system, as well as Canada’s role and position,” recalls Bartlett, adding that the experience sharpened her skills in communications, intercultural relations and diplomacy. “It’s given me that international professional edge I did not have before.”

Exposing young Canadians to the UN and other global institutions fits with Canada’s strategy to promote our knowledge and innovation in a competitive world, says YPI program officer Brian Foreman. “It’s difficult to find a position at the UN, let alone find something that pays,” he says of the work placements, which come with a stipend of \$12,000. “This represents a turnkey solution for people who want to get into international work.”

The YPI program, supported by FAC and the Canadian International

Development Agency, is open to college and university graduates between 18 and 30 who are keen for first-job experience in an international setting. Since 1997, some 240 of the 3,500 interns sponsored by FAC have worked with the UN and affiliated organizations in placements organized by 46 non-governmental agencies, including UNAC.

Andrea Chow, the project officer for youth internship programs at UNAC, says the placements give young professionals a chance at meaningful work and contacts that could lead to full-time jobs. “Young people are in a Catch-22 situation,” says Chow. “They want a job to gain experience, but employers offering jobs require people with experience already.”

It’s a formula that Alina Pleszewska, 26, of Montreal, is applying to her own career. With degrees in civil, common and international law from universities in Canada, France and Australia, Pleszewska was selected in 2004 for a six-month internship with the United Nations High Commissioner for Refugees in Quito,

International work: Alina Pleszewska of Montreal (centre) worked with the United Nations High Commissioner for Refugees in Quito, Ecuador, resettling refugees such as this extended family that had fled the conflict in neighbouring Colombia.



photo: courtesy of Alina Pleszewska

Ecuador. Her job was to resettle in third countries refugees who had fled the conflict in neighbouring Colombia.

Pleszewska credits the internship with giving her credible experience in her search for permanent employment that fits with her goal of working internationally in the area of children's rights. "To allow young professionals to gain access to and knowledge of the international working community, which is sometimes difficult without contacts, is like offering them a trampoline for their careers," she says. After she returned home to Canada in 2005, a referral from Pleszewska's boss at UNHCR sent her back to Ecuador, where she currently volunteers for the agency on a project to combat child prostitution.

For other young people, the UN experience happens closer to home. Earlier this year, Vancouver political science student Lisa Fry organized delegates from her campus at Simon Fraser University to attend a model UN at the University of British Columbia. The assembly—like others that draw more than 5,000 delegates across Canada each year—brings

together students to work in teams that pass mock legislation on global affairs.

"It's a good chance to meet people and understand the UN process," says Fry, 22, who is active on other UN issues such as landmines. "It's much more exciting than sitting in a classroom."

Sparking youth interest in the UN is a goal of FAC's Public Diplomacy Program, says project manager Graeme Hamilton. "It provides us with the opportunity to educate future global citizens." Last year, the department sent 350 Canadian students to a model session of the General Assembly at the UN Headquarters in New York. FAC also provides financial support to the Canadian International Model UN, a bilingual simulation exercise for 600 Canadian post-secondary students and 100 more from abroad that is held in Ottawa each spring.

Fry will begin graduate studies this fall, with a possible UN career in her future. "There is a lot of criticism of the UN, but there is also a lot of potential for the UN," she says.



photo: courtesy of Lisa Fry

More exciting than a classroom: Vancouver political science student Lisa Fry has been active in model UN assemblies and on other UN issues such as landmines.

"That's why youth are interested in getting involved." 🍁

**For more information on Foreign Affairs Canada's Young Professionals International program see [www.international.gc.ca/yipi-yipi](http://www.international.gc.ca/yipi-yipi). Find the United Nations Association in Canada at [www.unac.org](http://www.unac.org).**

## Scholars shine light on the UN

Canada is the current home base for an unusual network of scholars whose focus is the UN.

The Academic Council on the United Nations System (ACUNS) brings together academics in international law and diplomacy, as well as working UN professionals, to shine light—not heat—on the world body and its affiliated organizations.

"People are interested in the UN whether they hate it or think they love it," says ACUNS executive director Alistair Edgar, a professor of international relations at Wilfrid Laurier University in Waterloo, the current host of the council. "What you will get from us is serious and well-informed critical analysis."

First set up in 1987 at Dartmouth College, an Ivy League university in New Hampshire, the 1,000-member

independent, worldwide organization changes location every five years. For 2003-2008, ACUNS selected Canada as its first home outside the United States.

While think-tanks dispense advice, ACUNS prefers the exchange of scholarly research and in-the-field practice through seminars and conferences and a journal on global governance. The council also offers a two-week summer workshop, held in different international locations, where up-and-coming young researchers and those early in their UN careers can engage in intensive discussion.

"This kind of interaction is extremely valuable and quite rare," says Barbara von Tigerstrom, a Canadian lawyer and senior lecturer at the University of Canterbury School of Law in New Zealand who recently participated in an ACUNS workshop

in New Delhi. "It allows us to explore ideas in depth and establish a network of people working on related subjects from different perspectives."

At this year's ACUNS annual conference, hundreds of top academics and invited UN officials are meeting in Ottawa in mid-June to measure progress on the UN Millennium Declaration, which was signed by member states in 2000 with the goal of eliminating extreme poverty by 2015.

It's a good time, says Edgar, for scholars and practitioners to ask, "What is working, what isn't working and what do we need to do to make it work by 2015?" The answers, he believes, will help the UN live up to its original ideals.



**Visit the Academic Council on the United Nations System at [www.acuns.wlu.ca](http://www.acuns.wlu.ca).**

# PEACE DIVIDEND

**The Canadian blue beret holds sway at home—and abroad—through specialized training for peacekeepers.**

For 50 years, Canadians have earned a worldwide reputation in peacekeeping, using skills and strategies honed in increasingly complex hot spots around the globe.

Now Canada is taking its peacekeeping traditions abroad. Officers from the Canadian Forces Peace Support Training Centre (PSTC) in Kingston, Ontario, earlier this year spent three weeks in Mali providing practical instruction to students from 11 countries across Africa training to be United Nations military observers.

“Canadian expertise in this area is valued,” says Major Lindsay Reinelt, the officer commanding the training section of the PSTC who led the program, which covered everything from gathering information from local people to investigating human rights violations. “We want to increase the capacity of peacekeepers to operate safely and effectively in demanding, high-risk situations.”

The Mali training, conducted at the Koulikouro Peace Support School and financed by Foreign Affairs Canada’s Human Security Program, the Canadian Forces Military Training Program and the governments of France and Mali, paralleled a course the PSTC currently delivers to Canadian military officers and others working in dangerous regions.

Wendy Gilmour, Deputy Director of the Regional Security and Peacekeeping Division at FAC, says that such programs help nations further develop their capabilities to conduct peace

operations. “In times of violent conflict, successful peace support missions are critical to relieving human suffering,” she says. “Canada is pleased to be able to work with the school at Koulikouro, along with other G8 nations, as part of our goal to assist in building global peace operation capacity, particularly in Africa.”

Norman Hillmer, a professor of history and international affairs at Carleton University who has studied how the UN blue beret “holds sway over the national imagination,” says that peacekeeping in its early days involved soldiers with combat experience maintaining negotiated peace settlements. In the post-Cold War era, training has been developed to meet the changing scope and nature of missions, he says. “Peacekeeping has become complicated. The definitions and the numbers of operations have exploded; it’s about intervention and nation building,” and goes well beyond the reach of the UN, he adds.

Officials from Canada’s Pearson Peacekeeping Centre have contributed to the teachings of the new Kofi Annan International Peacekeeping Training Centre in Accra, Ghana, in operational-level areas such as disarmament and demobilization. Maj. Reinelt says the PSTC, which was started in 1995 to provide tactical training, has provided training materials to more than 30 peace-support training centres around the world.

The 15-day military observer training program in Mali, the first of its kind, involved seminars and



Photo: Canadian Forces Peace Support Training Centre

on-the-ground exercises for 23 officers, delivered in English and French, in fields such as landmine awareness, first aid and hostage negotiation. In the simulations the observers—who operate unarmed—encountered trauma cases in minefields and heavily armed child soldiers at roadblocks, as well as finding themselves ambushed and robbed, “everything they might encounter in the real world,” says Maj. Reinelt.

Lieutenant-Colonel Bakary Kanouté, commandant of the Koulikouro school, said, “It was a good experience to see what Canadians are doing.” After the program, participants returned home with copies of the training materials to share with people in their countries and regions.

The PSTC intends to deliver more such programs overseas, with an upcoming training exercise planned for South Africa. 🍁

Achieving strategic effects: Peace support trainees learn practical techniques in “real world” simulations, such as caring for a soldier injured by a landmine.

# A ROLE OF PRIDE AND INFLUENCE IN THE WORLD

The Government of Canada tabled in Parliament on April 19 the *International Policy Statement (IPS)*, Canada's first comprehensive framework in a decade on the country's role in the world. Subtitled *A Role of Pride and Influence in the World*, the Statement presents a vision of an internationally active Canada anchored in North America, equipped to promote Canadian interests and values in a rapidly changing and less predictable world.

## International policy at a crossroads

The world is smaller and more crowded than ever before. While sovereign states remain the fundamental building

blocks of international society, they now share the landscape with a host of other actors. Globalization has connected people and places in ways that were previously unimaginable, and has blurred the lines around national economies. In the process, it has generated unprecedented levels of wealth. Yet many have been left behind and unexpected threats have emerged. Canadians now understand that seemingly remote events can have direct, and sometimes dire, domestic consequences.

With a rich and open economy, and a skilled and adaptable population, Canada is well placed to gain from this worldwide transformation. But Canada can do more than benefit. It can also contribute. A series of positive developments, both at home and abroad, have coalesced to provide Canada with an unprecedented chance to make a difference in the world.

## A historic opportunity

The IPS responds to the historic opportunity Canadians have today to reconceptualize and re-energize their international role. That opportunity can only be seized through a clear understanding of Canada's core national interests, and strategic reinvestments in the country's military, diplomacy, commercial policy and development programs. Recent years have witnessed a relative decline in the attention Canada has paid to its international instruments, and reinvestment is critical in order to maintain influence in a more competitive world. Through more focused, integrated and strategically

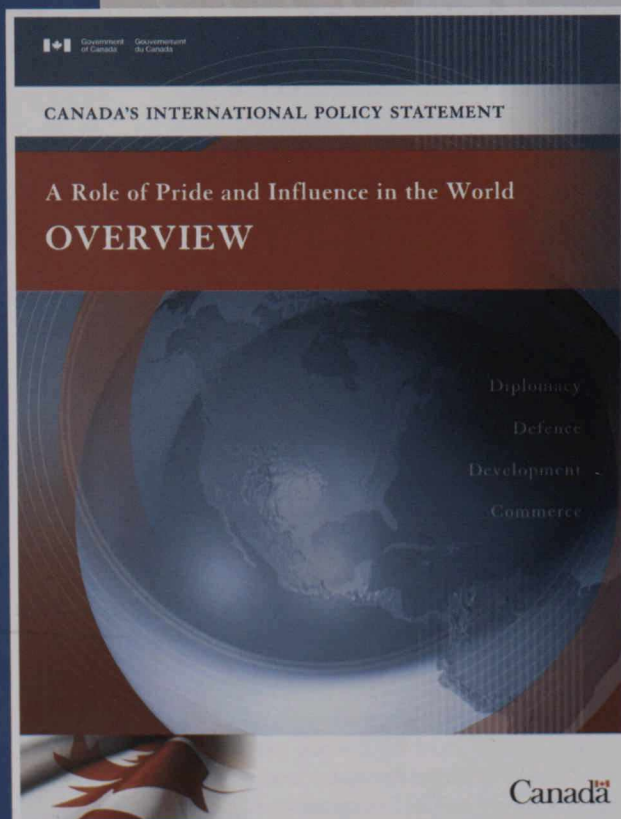
resourced policies, Canada can honour its historical achievements in international affairs and help create greater security and prosperity in the 21st century. The success of this strategy will depend on Canada's continued resolve and capacity to forge new partnerships with other states and non-state actors.

The IPS establishes the principles and priorities that will guide the next generation of Canadian international engagement. It starts from two basic premises: first, that there can be no greater role, no more important obligation for a government, than the protection and safety of its citizens; and second, that unless states act collectively, acknowledging their shared vulnerability, the rich will become richer and the poor will become poorer—and everyone will be less secure.

The strategy that emerges from the Statement reflects what Canada is—a successful liberal democracy, with both a regional destiny and international responsibilities. It adapts to the key changes in the world context: new and more deadly security threats, a changed distribution of power, challenges to existing international institutions, and the transformation of the global economy.

## A new approach

The Statement includes an overview and four documents focused on diplomacy, development, defence and international commerce strategies. They outline how Canada will deliver on five key priorities: revitalizing Canada's North American partnership,



Continued on page 18



## The new diplomacy

Priorities for re-establishing Canada as a valued and valuable player in world affairs include:

- New tools designed to enhance the security of Canadians and fulfill Canada's responsibilities toward countries in crisis, such as a rapid-reaction, civilian capacity to respond to humanitarian crises and restore stability—a Stabilization and Reconstruction Task Force (START);
- A new North American strategy to better advocate Canada's interests, build continental networks and position the continent internationally;
- A focus on results-oriented multilateralism to tackle emerging international issues, including through support for UN reform efforts, such as the proposed human rights council, peace-building commission and the "responsibility to protect" concept;
- New networks of influence through government-wide strategies to broaden and deepen ties with emerging world powers such as China, India and Brazil; and
- A renewed Foreign Affairs department focused on rebuilding its field presence to ensure that it is more agile and better equipped for emerging challenges, and the modernization of consular and passport operations to provide the best possible assistance to Canadians abroad.

## The development challenge

Strategies for increasing the effectiveness of the development cooperation program include:

- An additional \$2.9 billion to double Canada's international assistance by 2010 from its 2001-02 level, plus an extra \$500 million for 2005 and 2006;
- The doubling of assistance to Africa by 2008-09 from its 2003-04 level;

- A concentration by the Canadian International Development Agency on five sectors: good governance, health, basic education, private-sector development, and environmental sustainability; and
- A concentration by 2010 of at least two thirds of bilateral aid with 25 development partners.

## Defence in an unpredictable world

Measures to meet a complex array of security challenges include:

- Working with North American and international partners to eliminate emerging threats, combat terrorism and deal effectively with failed and fragile states;
- Creation of "Canada Command", a single, operational command headquarters; and
- Funding of \$13 billion over the next five years for force transformation and expansion.

## International commerce

Strategies for meeting the challenges of a rapidly changing market involve:

- Enhancing economic relationships with established partners in North America, Europe and Japan, and forging new partnerships with economic powerhouses such as China, India and Brazil;
- Providing the right services to Canadian companies to help them compete and prosper in the world economy. These include building science and technology partnering frameworks, expanding air routes, harmonizing regulations, and negotiating foreign investment promotion and protection agreements; and
- Providing \$20 million over five years for science and technology cooperation.

building a more secure world, increasing prosperity; promoting respect for human rights, and crafting a new multilateralism.

Overall this entails:

- **An integrated approach to international relations:** The Statement sets out a whole-of-government, whole-of-Canada plan of action to respond to the international challenges facing the country today.
- **Reinvestment in Canada's role in the world:** Significant new funds have been committed to Canada's international instruments, positioning the government to implement the IPS. Approximately \$17 billion has been earmarked over a five-year period to meet international responsibilities and raise Canada's international profile. Funds will be directed toward bolstering national defence, doubling international assistance, strengthening the effectiveness and agility of Canada's diplomatic presence abroad, and building stronger international economic relationships.
- **Recognition of the changing geopolitical landscape:** While acknowledging the pre-eminence of the United States and the importance of North America to Canada's international policy, the IPS recognizes that Canada must develop deeper relations with a new tier of world players.

- **Recognition that the issues Canada faces are more complex and increasingly interrelated, blurring the distinction between "domestic" and "international":** The IPS highlights the links among security, development, commerce and the environment, and concludes that Canada's response must be comprehensive.

### Next steps

Foreign Affairs Canada has embarked on a major transformation to deliver a more sophisticated, agile and open approach to diplomacy. In the years to come, it will:

- Establish new program capacity to ensure that operations such as the proposed Stabilization and Reconstruction Task Force (START) make a real difference in the lives of civilians suffering in failed and fragile societies;
- Lead whole-of-government efforts on strategies in countries and regions of the world, focusing initially on North America, rising powers and fragile states;
- Seek modernization of the multi-lateral architecture, and strengthen its capacity to tackle emerging and enduring global issues, such as sustainable development and health;
- Strengthen representation abroad in line with priorities in countries and regions;

- Mainstream public diplomacy to engage Canadians more intensively and reach out to international audiences;
- Explore innovative approaches to foreign policy challenges, such as a North American forum, a democracy council, a leaders' G20 (L20), and a pathfinders' network; and
- Modernize consular and passport operations to provide the best possible assistance to Canadians abroad.

The government is moving ahead rapidly to deliver on the *International Policy Statement*. Parliament is examining the documents, and its recommendations will be considered as part of the government's commitment to an ongoing review of the IPS and an annual statement on the progress of its implementation. 🍁

**The full text of the *International Policy Statement* is available on-line at [www.international.gc.ca](http://www.international.gc.ca). To order a printed copy, contact the Enquiries Service by e-mail at [enqserv@international.gc.ca](mailto:enqserv@international.gc.ca), or call (613) 944-4000 or 1 800 267-8376 (toll-free).**

### Five key priorities guide Canada's international engagement:

1. Revitalizing Canada's North American partnership by enhancing security and promoting prosperity.

2. Building a more secure world by countering terrorism, stabilizing failed and fragile states and combatting the proliferation of weapons of mass destruction.

3. Increasing prosperity by strengthening Canada's competitiveness, enhancing commercial engagement and targeting support for Canadian businesses.

4. Promoting respect for human rights and building genuine development by sharing Canadian expertise to reform global governance and enhance local capacity.

5. Crafting a new multilateralism and flexible diplomacy to deal with international developments.

# NEW EMBASSY, NEW MESSAGE

Canada has opened a new embassy in Germany that celebrates the reunified and revitalized country and showcases the best of Canadian culture and technology.

Located in the heart of the city, within sight of the Brandenburg Gate and Reichstag and literally bridging the line that once separated East and West Berlin, the new embassy—Canada's first in Berlin—was opened by Governor General Adrienne Clarkson on April 29. With a theme of "Kanada: Die neue Botschaft" ("New Embassy/New Message"), the mission blends architectural, artistic, environmental and technological features to highlight the deepening political, business and cultural ties between the two countries.

Each day, hundreds of pedestrians are expected to use the building's Northwest Passage to cross between a major avenue called Ebertstrasse and the octagonal Leipziger Platz, which were formerly separated by the Berlin Wall. Suspended overhead the interior passageway is a 6.4-metre bronze canoe engraved with a map of Canada's major waterways, which was created by Canadian sculptor John McEwen.

In her speech to open the embassy, Ms. Clarkson recalled Canadian songwriter Stan Rogers, who sang of the Northwest Passage as "tracing one warm line through a land so wild and savage." Ms. Clarkson told the German dignitaries gathered at the event that as Rogers "recognized what the quest for the Northwest Passage meant to our history and to our identity as Canadians...may this building, in this land so rich and hopeful, be your passage to us and ours to you."

German Foreign Minister Joschka Fischer, guest of honour at the opening, said the embassy will contribute to the character of the new centre of Berlin, while German filmmaker Wim Wenders commented that the building, like Canada, "is open to the outside and inside; it represents this beautiful country."

Natural light floods the building with a sense of openness, according

to architect Bruce Kuwabara of Kuwabara Payne McKenna Blumberg in Toronto, the design lead for the consortium of three Canadian architectural firms that worked on the embassy. "The transparency represents Canada's inclusiveness," he says. "We are one of the most multicultural societies in the world."

The materials used in the design represent Canada's regional and geographic diversity. The exterior is faced with Manitoba Tyndall limestone, while inside are Eramosa marble from Ontario, Douglas fir from British Columbia and black granite and maple from Quebec. The materials naturally cool the building when temperatures rise, says Paul Dubois, Canada's Ambassador to Germany, a concept that "might also prove efficient in its diplomatic application."

Canadian art is featured throughout the new embassy. Five Canadian artists have created works, based on the theme of Canada's landscape, which are permanently integrated into the building's structure and design—the first time that a public call for commissioned art has been held for a Canadian mission. "In the era of globalization, intercultural understanding becomes more important than ever," says Mr. Dubois. "Artistic expression is of vital importance, both for the social cohesion of a nation and the possibility for its citizens to define their own values."

Built as a public-private partnership, the building also houses retail and residential space in the ground and upper floors not occupied by the chancery, integrating new construction and mixed uses into a historic location.

Over the coming months, a lively program of public events on culture, politics, trade and academic relations is planned for the embassy's conference rooms and auditorium.

Visitors to the building quickly become aware of the technology in the public areas. Plasma screens showing film shorts by young Canadian filmmakers placed along the Northwest Passage offer a window into Canada.



▲ New embassy: Mechthild Dubois-Utters, Ambassador Paul Dubois, Governor General Adrienne Clarkson and His Excellency John Ralston Saul tour the outside of the embassy, where a billboard announces Canada's "new message".



▲ Historic location: A remaining section of the Berlin Wall covered with graffiti stands in front of the embassy on Leipziger Platz.

▼ Berlin Mayor Klaus Wowereit opens the building's Northwest Passage, which is topped by a bronze canoe engraved with a map of Canada's major waterways.





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The Timber Hall, a 20-faceted conference space lined with Douglas fir and topped with a circular skylight, boasts leading-edge information and communications technology. In the multimedia centre on the ground level, visitors learn about Canada through interactive info-terminals known as "Canadian Smart Boards" and listening stations.

Environmental measures required by Berlin planning guidelines and intended to minimize energy costs and pollution include a "green" roof, an area of soil and hardy planting material designed in the form of the Mackenzie Delta by Canadian landscape architect Cornelia Oberlander.

Michael Blaschuk, Director of Professional and Technical Services at Foreign Affairs Canada, expects that visitors to the embassy will learn that Canada is much more than simply a nation of forests and lakes. "It's a two-part message," he explains. "We are green and environmentally aware, but at the same time we are about people, we are about technology, we're a cutting-edge nation."

For more information on Canada's new embassy in Berlin, visit [www.canada.de](http://www.canada.de).



▲ *River – Rivière – Fluss* by Barbara Steinman, one of the artworks integrated into the building, is a granite and quartzite inlaid floor in the embassy's main reception area that looks like an ice floe or a bathymetric map of water depths.

▼ *Canadian Weather Patterns* by Barbara Astman depicts cloud patterns, based on satellite pictures of Earth, that are etched into the curved glass wall around the Timber Hall.



▲ *The river as thread, the canoe as needle* by John McEwan is a bronze canoe suspended over the Northwest Passage. Its engravings illustrate the routes across Canada taken by explorer Alexander Mackenzie in 1789 and 1793.

▼ *North* by Adrian Göllner, a compass rim skylight that floats just below the top of the Timber Hall, changing colour throughout the day depending on the light.

