



Foreign Affairs  
Canada

Affaires étrangères  
Canada

Canada

# Foreign Affairs Canada

## Report on Plans and Priorities

### 2004-2005



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**The Honourable Pierre S. Pettigrew**  
**Minister of Foreign Affairs**







<b>Section 1: Messages</b>	<b>5</b>
1.1 Minister's Message .....	5
1.2 Deputy Minister's Management Representation Statement .....	7
<b>Section 2: What's New</b>	<b>9</b>
<b>Section 3: About Us</b>	<b>11</b>
3.1 Raison d'Être .....	11
3.2 How We Are Organized .....	12
3.3 How We Operate .....	13
<b>Section 4: Planning Overview</b>	<b>17</b>
4.1 Context .....	17
4.2 Funding Base .....	19
4.3 Priorities .....	20
4.4 Plans and Commitments: Achieving Results for Canadians .....	20
4.5 Performance Monitoring .....	26
<b>Section 5: Plans and Priorities by Business Line and Strategic Outcome</b>	<b>29</b>
5.1 International Security and Cooperation .....	29
5.2 Assistance to Canadians Abroad .....	35
5.3 Public Diplomacy .....	39
5.4 Corporate Services .....	44
5.5 Services to Partner Departments .....	48
5.6 Passport Services .....	51
<b>Section 6: Key Government Themes and Management Initiatives</b>	<b>55</b>
6.1 Modern Comptrollership (Modern Management Practices) .....	55
6.2 Government On-Line and Service Improvement Initiative .....	56
6.3 Sustainable Development .....	57
<b>Section 7: Financial Information</b>	<b>59</b>
<b>Section 8: Contact Information</b>	<b>75</b>
8.1 How to Reach Us .....	75
8.2 How to Contact Organizations Related to the Department .....	76
<b>Section 9: Other Information</b>	<b>77</b>
9.1 Acronyms and Abbreviations .....	77
9.2 Index .....	78







# Messages



The Honourable Pierre S. Pettigrew  
Minister of Foreign Affairs

## Section 1

### 1.1 | Minister's Message

Over the next year, Foreign Affairs Canada intends to make Canada an even more dynamic agent for positive change in the international community.

After the change in government machinery announced in December 2003, which established a distinct foreign ministry, Foreign Affairs Canada entered an important year of transition. To ensure consistency and coherence throughout this period, the Department's plans and priorities for 2004-2005 were based on business planning done by the former Department of Foreign Affairs and International Trade. Throughout the next year, Foreign Affairs Canada will work to more fully establish

its own voice and direction as Canada's leader in international relations. Canada needs the knowledge and experience of Foreign Affairs professionals now more than ever in order to raise its profile abroad and play a more influential role in world affairs.

### Ensuring a Place of Pride and Influence in the World

Canadians recognize that this country's assets and experience – our diversity, economic performance and unusually international outlook – position us to assert a distinctive presence in the world. Our history proves that a small population does not limit our ability to offer new ideas and exercise influence in international affairs. As global citizens, we recognize that the values that have created the Canadian way of



life are potentially our most valuable export in an unstable world.

Although Foreign Affairs Canada will take the lead on Canada's international activities, collaboration with a wide range of domestic partners is absolutely essential to delivering an independent foreign policy for Canada. Our new way of formulating foreign policy more fully reflects a "whole of government approach," incorporating not only all federal departments but also the global agendas of the provinces, territories and municipalities. We are leading the federal government's International Policy Review, which will integrate policies related to diplomacy, defence, development and trade, enabling the Government of Canada to allocate resources more strategically and better coordinate our nation's international activities.

### **Making the Most of Canadian Creativity and Innovation**

As part of our effort to exercise greater influence in international affairs, Canada must bring our creative thinking and experience to bear in addressing global problems. The Canada Corps initiative, which will harness the energy and experience of Canadian experts, volunteers and young professionals to deliver international assistance in the areas of governance and institution building, is central to this endeavour. The spirit behind this innovative new initiative is driving the entire Department's agenda to deliver even greater benefits to Canadians and to act more effectively in international affairs.

The concrete ways in which we intend to achieve this goal are contained in the specific plans and priorities we have set for 2004-2005, explained in clear and straightforward terms in this report. It will be an enterprising year, requiring exceptional effort and high

performance from all the Department's employees. Knowing the tradition of excellence that characterizes their work, I am confident that we can make real advances over the coming year. I take this opportunity to thank them for their ongoing energy and commitment.



Op Athena Roto 1, Kabul, Afghanistan  
Photo by: MCpl Yves Proteau





V. Peter Harder  
Deputy Minister of Foreign Affairs

## 1.2 | Deputy Minister's Management Representation Statement

I submit, for tabling in Parliament, the 2004-2005 *Report on Plans and Priorities* (RPP) for Foreign Affairs Canada.

This document has been prepared based on the reporting principles and disclosure requirements contained in the guide to the preparation of the 2004-2005 *Report on Plans and Priorities*:

- It accurately portrays the organization's plans and priorities.
- The planned spending information in this document is consistent with the directions provided in the Minister of Finance's budget and by Treasury Board Secretariat.

- It is comprehensive and accurate.
- It is based on sound underlying departmental information and management systems.

The reporting structure on which this document is based has been approved by Treasury Board ministers and is the basis for accountability for the results achieved with the resources and authorities provided.

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**V. Peter Harder**  
**Deputy Minister of Foreign Affairs**

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Date







# What's New



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## Section 2

### **From One to Two Separate Departments**

A significant change in government machinery was made in December 2003, when the former Department of Foreign Affairs and International Trade (DFAIT) was divided into two separate organizations: Foreign Affairs Canada and International Trade Canada.

An immediate sign of this change is that, from now on, the two departments will issue their own separate planning and performance reports. As a result, this *Report on Plans and Priorities* (RPP) contains information only about Foreign Affairs Canada. Those readers seeking details on federal activities related to trade and investment are directed to the RPP of International Trade Canada.

### **Initiating a New Approach to Foreign Policy**

In this report, Foreign Affairs Canada will take first steps toward introducing a new approach to foreign policy, which will more fully incorporate the global agenda of the entire Government of Canada, as well as the international objectives and activities of the provinces, territories and municipalities. In keeping

with this new approach, the Department will seek broader coherence in developing and implementing policy, while intensifying its collaboration with domestic and international partners.

### **A More Strategic, Transparent and User-Friendly Report**

Foreign Affairs Canada remains committed to results-based management and sound financial administration. It will continue to improve these functions as well as implement new measures related to expenditure management and oversight that were identified in the most recent federal budget. It will also continue to report to Parliament and Canadians in a transparent and logical manner.

### **Outline of this Report**

In this report, Foreign Affairs Canada continues to align its plans and priorities with the objectives, priorities and results identified in DFAIT's Strategic Planning and Priorities Framework. The purpose is to maintain consistency, coherence and transparency of all Foreign Affairs Canada activities throughout its transition to a fully separate department. That transition, while nearing completion, remains ongoing. The



key elements of the Framework will be incorporated into the new Management, Resources, Results Structure – Program Activity Architecture (MRRS-PAA) of Foreign Affairs Canada. The MRRS-PAA will be the basis for setting the Department's plans and priorities, as well as for reporting on them in future planning and performance documents. It will replace its 1996 Planning, Reporting and Accountability Structure (PRAS).

While this *Report on Plans and Priorities* pertains only to Foreign Affairs Canada, its contents are based on business planning done by DFAIT before its division into two separate departments. The 2005-2006 *Report on Plans and Priorities* of Foreign Affairs Canada will be the first planning or performance document to fully reflect its new structure and mandate.

In preparing this report, the Department paid close attention to the six principles for public performance reporting set by Treasury Board of Canada Secretariat. These principles require departments to explain:

- how their strategic outcomes will produce results and benefit Canadians;
- how their plans and priorities will benefit Canadians;
- how they will apply lessons learned over the past year;
- what challenges and risks they will face;
- how they will allocate total planned spending; and
- what methods they will use to assess performance.

The structure of this *Report on Plans and Priorities* is as follows. It begins by briefly describing the purpose of Foreign Affairs Canada, as well as fundamentals such as organization, governance and accountability. This is followed by a brief description of environmental factors that affect its operations, including principal challenges and risks. Then the report outlines the Department's priorities, funding base, major commitments for 2004-2007 and methods that will be used to monitor performance.

The bulk of the document is divided into sections that correspond to the six strategic outcomes related

to foreign affairs that are identified in DFAIT's 1996 PRAS. Six business lines produce these strategic outcomes.

The two other strategic outcomes from the 1996 PRAS are not included here because they pertain to the work of International Trade Canada (see that department's RPP for details).

This report's sections on strategic outcomes provide information under the following headings:

- Strategic Outcome, which identifies the strategic outcome of the business line being discussed;
- Total Planned Spending (Net of Revenue), which indicates that business line's resources;
- Business Line Overview, which explains the operations of the business line, including its roles and benefits, key partners, challenges, risks and major changes;
- Priorities and Plans for 2004-2007; and
- Performance Monitoring, which presents information on how the Department will assess the business line's progress in achieving its stated objectives.

At the end of the report, readers will find a brief discussion of management issues and government-wide initiatives pertinent to the Department, followed by tables of financial information.



# About Us



## Section 3

### 3.1 | Raison d'Être

Foreign Affairs Canada ensures that this country's independent role in the world is one of pride and influence by pursuing Canada's international agenda and promoting Canadian values, culture and diversity abroad. The Department manages Canada's political, economic and cultural relations with other nations on a bilateral basis as well as through the international organizations to which Canada belongs. Among these are the United Nations (UN), the North Atlantic Treaty Organization (NATO), the G8 (the seven largest industrialized countries as well as Russia), the Commonwealth, La Francophonie and the Organization of American States.

The Department manages Canada's international efforts to ensure Canadian security; advances non-proliferation of weapons of mass destruction; promotes human rights, good governance and the rule of law; and engages in the global campaign to combat terrorism.

In addition, the Department interprets the world for Canadians and facilitates their participation in the global community. It assists Canadians travelling,

living and doing business abroad by providing them with passport and consular services. It supports the international objectives and activities of other federal departments and agencies as well as those of the provinces, territories and municipalities. And it promotes innovative management, planning and partnerships throughout its operations.

At present, Foreign Affairs Canada manages 2,294 properties abroad, which have an estimated value of up to \$2 billion. The Department's electronic networks provide classified and designated voice, data and information management services at its headquarters and at missions abroad. They also support the Government of Canada's extensive and widely acclaimed Internet presence.

Canada has diplomatic relations with almost all of the world's 192 independent states, with a total of 281 missions (embassies/high commissions, consulates general, consulates, satellite offices, honorary consulates and missions to multilateral organizations like the UN). Canada's missions are located in 150 independent states, seven dependent states and areas of special sovereignty as well as at eight multilateral missions. Broken down by region, Canada has 76 missions in Europe, 54 in Asia-Pacific, 63 in Africa



and the Middle East, 54 in Latin America and the Caribbean, and 26 in North America.

The role of the missions is to represent the Government of Canada and advance Canadian interests in the designated countries, areas or multilateral organizations by performing one or all of the following functions:

- expressing and explaining Canadian policies and perspectives to foreign governments;
- reporting and interpreting local views and information from a Canadian point of view (i.e. what they mean to Canada and Canadians);
- helping Canadians abroad to deal effectively with health, legal and personal safety problems; and
- supplying infrastructure and related services to support the international operations of other departments and agencies as well as additional partners co-located at missions abroad.

It is important to note that Canada's representation abroad has been steadily increasing from three or four departments to the current numbers of 15 departments, seven agencies and three provinces. Fully 75% of federal employees outside Canada work for departments other than Foreign Affairs Canada.

The Department's four geographic branches (Africa and the Middle East, the Americas, Asia-Pacific, and Europe) manage and coordinate Canada's relations with their designated part of the world, providing resources and guidance to Canada's missions on all aspects of foreign policy and consular services. The geographic branches provide policy advice to the Minister, based on country and regional analysis. They also manage certain core programs and all business line activities of the Department as well as the initiatives of other federal departments and agencies co-located at missions abroad.

The Department employs members of two streams of the Foreign Service: political/economic officers and management/consular officers. These employees are rotational, relocating regularly between headquarters and Canada's missions abroad. Approximately 2,050 non-rotational staff work at headquarters in Ottawa as well as at passport offices across Canada, while about 3,100 locally engaged staff work exclu-

sively in other countries, providing local knowledge, language skills and expertise.

Political/economic officers are key players in shaping Canada's policies on a wide range of issues, such as international human rights, the environment, disarmament, and the Middle East peace process. In general, these officers spend a considerable amount of time working with their international counterparts.

Management/consular officers direct the operations of four business lines at missions abroad: Assistance to Canadians Abroad, Passport Services, Corporate Services, and Services to Partner Departments. Consular officers provide help and advice to Canadians abroad in dealing with issues such as incarceration, death, child abduction, and evacuation in the event of a political emergency or natural disaster. Management/consular officers also coordinate the services provided to all Government of Canada departments and agencies operating abroad, including contracting, procurement and human resources management. At headquarters, these officers exercise budgetary and human resources authority.

## 3.2 | How We Are Organized

### Governance and Accountability

The Minister of Foreign Affairs is Pierre Pettigrew. He is supported by Aileen Carroll, Minister for International Cooperation, who is responsible for the Canadian International Development Agency, and Jacques Saada, Minister responsible for La Francophonie (in addition to his role as Minister of the Economic Development Agency of Canada for the Regions of Quebec).

The role of parliamentary secretaries has now been enhanced to enable them to participate more actively in policy development. The Minister of Foreign Affairs is assisted by Parliamentary Secretary Dan McTeague. The Minister also works closely with Marlene Jennings, the Parliamentary Secretary to the Prime Minister with special emphasis on Canada-U.S. relations. The Minister for International Cooperation is assisted by Parliamentary Secretary Patricia Torsney.

Two new Cabinet committees, dealing with global affairs and Canada-U.S. relations respectively, will



ensure a more integrated approach to key international and bilateral issues. The Cabinet Committee on Global Affairs is chaired by Foreign Affairs Minister Pierre Pettigrew and vice-chaired by Defence Minister Bill Graham. The Cabinet Committee on Canada-U.S. is chaired by the Prime Minister and vice-chaired by Pierre Pettigrew. This committee is supported by the Canada-U.S. Secretariat at the Privy Council Office.

Various external organizations report to the Minister of Foreign Affairs:

- the International Development Research Centre, which helps communities in developing countries address social, economic and environmental problems;
- the International Joint Commission, a Canada-U.S. body that manages and protects lake and river systems on the border between the two countries; and
- Rights & Democracy (the International Centre for Human Rights and Democratic Development), an independent organization that promotes human rights and democratic processes and institutions.

The Passport Office is a special operating agency within Foreign Affairs Canada, reporting to the Deputy Minister.

### 3.3 | How We Operate

This report focuses on results for Canadians, in keeping with government-wide requirements for results-based management, increased accountability and transparency. It should be noted that these reports are not prepared in isolation but rather in a continuous cycle. The Department makes a concerted effort to refer back to the report immediately preceding the current one in order to demonstrate the connection between plans and accomplishments.

The Deputy Minister and Associate Deputy Minister of Foreign Affairs are responsible for all departmental strategic outcomes and key results. Below the levels of deputy minister and associate deputy minister, the Department has a legal adviser and eight assistant deputy ministers (ADMs). These ADMs develop policies and initiatives to achieve the worldwide objec-

tives of the following six business lines (see Section 5: Plans and Priorities by Business Line and Strategic Outcome and Section 7: Financial Information):

- International Security and Cooperation;
- Assistance to Canadians Abroad;
- Public Diplomacy;
- Corporate Services;
- Services to Partner Departments; and
- Passport Services.

These business lines provide the framework for the Department's managerial accountability as well as its planning and performance reports. Each business line is associated with a particular departmental strategic outcome (see the organizational chart and accountability table at the end of this section).

It should be noted that Foreign Affairs Canada will continue to provide most of the corporate services required by International Trade Canada both during the transition to two separate departments and thereafter.

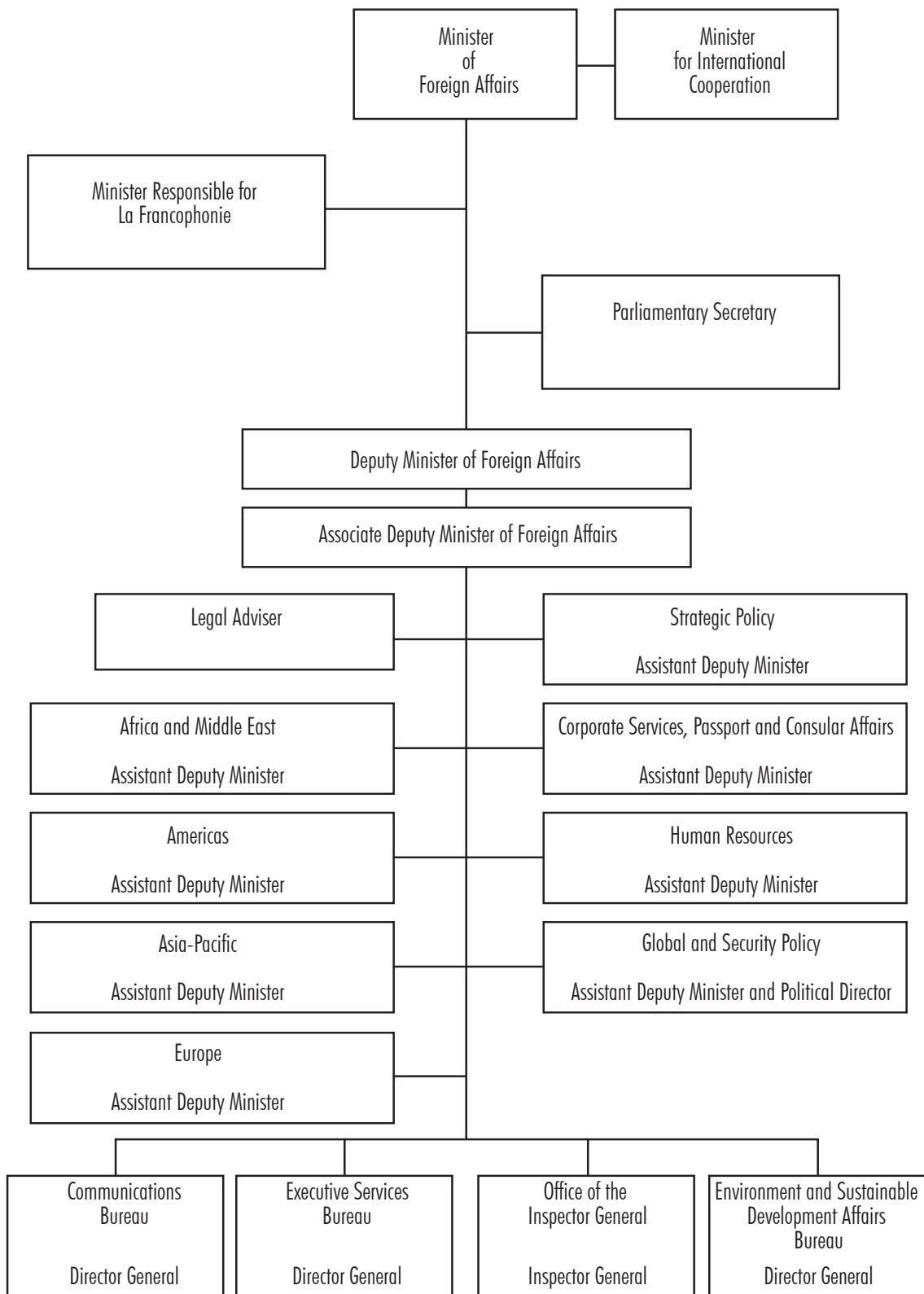
#### Key Partners

Foreign Affairs Canada collaborates extensively with:

- other federal departments and agencies;
- provincial, territorial and municipal governments;
- the Canadian private and voluntary sectors;
- Canadian non-governmental organizations and citizens' groups;
- foreign cultural and academic communities with an interest in Canada;
- Canadian and international media;
- representatives of foreign governments; and
- multilateral organizations.



## Departmental Organization Chart (2004-2005)





**Business Line/Strategic Objective Accountability  
Against Total Planned Spending (Net of Revenue)**

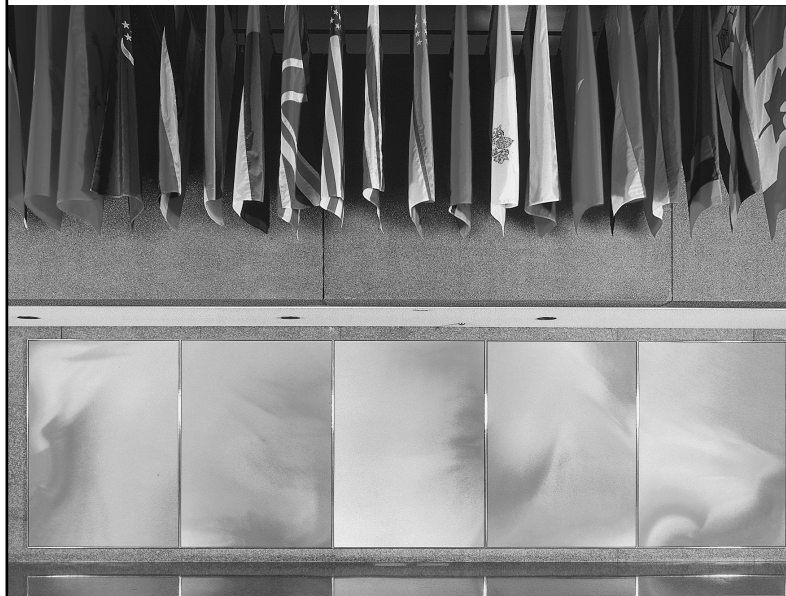
<b>Business Line: Strategic Outcome</b>	<b>Accountability</b>	<b>\$ Millions</b>
<b>International Security and Cooperation:</b> A peaceful, law-based international system reflecting Canadian values in which Canada is secure from threats from abroad.	<b>James R. Wright</b> <b>ADM, Global and Security Policy</b>	797.3
<b>Assistance to Canadians Abroad:</b> Effective delivery of official assistance to Canadians travelling or living abroad.	<b>Kathryn McCallion</b> <b>ADM, Corporate Services, Passport and Consular Affairs</b>	63.7
<b>Public Diplomacy:</b> Promotion of interest and confidence in Canada abroad and development of an international environment that is favourable to Canada's political and economic interests and reflects Canadian values.	<b>Ross Hornby</b> <b>ADM, Strategic Policy</b>	112.8
<b>Corporate Services:</b> Delivery of cost-effective support services to Foreign Affairs Canada and International Trade Canada, enabling them to achieve their objectives.	<b>Kathryn McCallion</b> <b>ADM, Corporate Services, Passport and Consular Affairs; and</b>  <b>Gisèle Samson-Verreault</b> <b>ADM, Human Resources</b>	292.6
<b>Services to Partner Departments:</b> Delivery of cost-effective support services to partner departments, enabling them to achieve their international objectives.	<b>Kathryn McCallion</b> <b>ADM, Corporate Services, Passport and Consular Affairs</b>	550.5
<b>Passport Services:</b> Provision of internationally respected travel documents, including passports, to Canadian citizens and eligible residents of Canada.	<b>Kathryn McCallion</b> <b>ADM, Corporate Services, Passport and Consular Affairs</b>	7.5
<b>Total</b>		<b>1824.4</b>







# Planning Overview



## Section 4

### 4.1 | Context

For this year's planning cycle, Foreign Affairs Canada continued to use the Strategic Planning and Priorities Framework as well as the Planning, Reporting and Accountability Structure of the former Department of Foreign Affairs and International Trade (DFAIT) (see Section 2: What's New for details). At the same time, the Department did make three noteworthy changes to its planning process for 2004-2007. First, its plans and priorities now incorporate business plans prepared by missions for the first time in eight years, in recognition of the whole-of-government approach to managing missions abroad. Second, they address the Department's budget reductions for 2004-2005, in keeping with Government of Canada requirements and funding pressures related to certain priority initiatives. Third, they include steps to establish a more formal Department-wide process for reallocating resources from lower to higher priorities.

#### Challenges

The major challenges – or environmental factors – affecting the Department's plans and priorities at present are as follows:

*Worldwide Focus on Security:* The impact of terrorism continues to be felt worldwide. This has been underscored by events such as the March 2004 bombing of commuter trains in Madrid and the hearings of the U.S. commission investigating the 9/11 terrorist attacks. There is no doubt that many national and international issues are now viewed through this filter.

*Ongoing Changes in the International Community:* The pre-eminence of the U.S. as the world's one remaining superpower continues to have a profound influence on world affairs. The positions and policies of other countries as well as multilateral organizations like the United Nations are frequently assessed in comparison to those of the U.S. This factor is central to Canadian foreign policy, given Canada's strategic position as continental neighbour and economic partner of the U.S.

The ongoing trend toward globalization is creating fierce competition in world markets. It is also greatly increasing the importance of innovation and the application of technology in trading nations like Canada.

Regional developments of note worldwide include:

- The international community continues to focus intensively on the ongoing unrest in Iraq as well



as in other countries, including Afghanistan, Sudan and Saudi Arabia. Intense international media coverage of the Iraqi prisoner abuse scandal has dramatically raised the public profile of human rights issues around the world.

- There is an urgent need for significant action to combat HIV/AIDS in developing countries as well as to ensure that development assistance is more effective.
- Conflict and instability in the Middle East continue to affect the security and prosperity of Canadians by increasing the risks of terrorism at home and abroad and impeding Canada's economic interaction with that region.
- Canada's relationship with the European Union has become more complex, given that organization's recent expansion to 25 member countries and the results of the June 2004 election of the European Parliament.
- New economic powers such as China, India and Brazil are emerging.
- While opportunities for Canadian economic cooperation with Asia-Pacific are increasing, there are ongoing concerns in the international community about the rising incidence of terrorism and the proliferation of weapons of mass destruction across the region.

*Changing Nature of Multilateralism:* It is widely acknowledged that multilateral organizations are not always representative or effective in dealing with complex global issues. Hence, there is growing interest in taking specific steps to reform institutions like the UN.

*Interdependence of Foreign and Domestic Policies:* The growing interdependence of foreign and domestic policies has been clearly illustrated by various high-profile issues over the last year, including the outbreaks of SARS (severe acute respiratory syndrome) and avian flu, forest fires in B.C., Hurricane Juan, the incidences of BSE (bovine spongiform encephalopathy) in Canada and the U.S., and the blackout that affected Ontario and parts of the U.S. northeast. This has resulted in an increased demand for the services of the Department. Over the next year, Foreign Affairs Canada will play a key role on a

number of major issues that require close collaboration across federal departments and agencies as well as with other levels of government. These include the International Policy Review, Canada's national security in the post-9/11 environment and Canada-U.S. relations.

*Treatment of Canadians Abroad:* The case of Maher Arar, a Canadian deported by the United States and imprisoned in Syria for suspected terrorist links, has drawn considerable media and public attention to the issue of how Canadians are being treated abroad in the post-9/11 environment. This issue will continue to receive media and public attention, given the public inquiry into the Maher Arar matter to assess the actions of Canadian officials in dealing with his deportation and detention.

*Heightened Demand for Greatest Possible Transparency and Accountability in Government Operations:* Release of the Auditor General's Report on the government's sponsorship program in February 2004 has focused intense media and public attention on the need for the greatest possible transparency and accountability in the use of public funds.

## Risks

Foreign Affairs Canada monitors risks to Canada's security and identity on an ongoing basis. The primary objective of risk management is to balance control and flexibility to ensure the most strategic allocation of resources. To effectively address challenges and risks, the Department considers relevant policy options, and refines its objectives and adjusts its resources accordingly. By linking risks and challenges to the identified priorities, risk management will also improve planning and decision making.

Foreign Affairs Canada addresses two kinds of risks in this report – strategic and operational. Strategic risks relate to the Department's ability to carry out its mandate and ensure the coherence of its strategic objectives. They focus on the key issues of Canada's national security, economic prosperity and global competitiveness; trust and credibility; and changes in cultural values. Operational risks relate to the Department's performance in a wide range of its day-to-day activities, including financial management, resource allocation and capacity, service to clients, and business continuity.



Significant risks faced by Foreign Affairs Canada at this time are:

- Given the importance of Canada's trading relationship with the U.S. – as well as the link between economic prosperity and national security – it is critical that security and border issues are carefully managed.
- There is a continuing possibility of unilateral action on the part of the U.S. and others, if the multilateral system is not revitalized and updated to make it more representative and legitimate.
- The government's ability to conduct a fully coordinated international agenda is rendered less effective by the lack of an integrated foreign policy framework.
- The international community continues to grapple with the Arab-Israeli conflict, the ongoing conflict in Afghanistan and Iraq, as well as health issues such as HIV/AIDS, avian flu and BSE.
- The significance of major horizontal files means that the need for partnerships has never been greater. The success achieved by the Department throughout the planning period will depend heavily on its domestic and international collaborations.

### Role of the Geographic Branches

Before outlining the Department's main plans and priorities for 2004-2005, it is important to underscore the extraordinary contribution made by its four geographic branches: Africa and the Middle East, the Americas, Asia-Pacific and Europe. In fact, the geographic branches are indispensable to the work of two departments: Foreign Affairs Canada and International Trade Canada. Hence, the four assistant deputy ministers in charge of policies and operations for the geographic branches are uniquely positioned – they are accountable to both departments.

The geographic branches manage and coordinate Canada's relations with their designated part of the world, providing resources and guidance to the missions abroad, which are indispensable in pursuing Canada's international interests. These branches also

provide policy advice to the ministers, based on country and regional analysis, and manage certain core departmental programs, all business line activities and the initiatives of other federal departments and agencies co-located at missions abroad.

Each geographic branch has an extensive presence on the Web sites of both departments, providing country statistics and profiles, advice on travel and trade, as well as detailed information on priorities and activities.

## 4.2 | Funding Base

The budget of Foreign Affairs Canada is allocated through Main and Supplementary Estimates approved by Parliament. In 2004-2005, the Department's planned spending will total \$1.824.4 billion (see Departmental Planned Spending and Personnel table at the end of Section 4). This represents a net increase of \$83.4 million over the \$1.741 billion that was provided in the 2003-2004 Main Estimates. This change is a result of additional spending required to cover the following:

- program-specific increases, primarily related to the G8 Global Partnership Against the Spread of Weapons and Materials of Mass Destruction in the countries of the former Soviet Union;
- the Department's initiative to enhance representation at missions in the U.S.;
- extension of the Canadian Landmine Fund, which was established in 1997 to support global mine action;
- an extension to public diplomacy initiatives;
- increased departmental salary costs, including higher compensation to offset foreign inflation rates;
- higher costs related to Canada's membership fees in international organizations;
- increased transfers from other federal departments for required administrative support;
- reinvestment in infrastructure abroad; and
- security and service enhancements related to the work of the Passport Office.



Two other highly significant developments of the past year have had a real impact on funding allocations for Foreign Affairs Canada. First, there has been a transfer of some of its funding to the newly created, separate trade department (International Trade Canada). Second, the cost of operating outside Canada has been somewhat reduced by the strengthening of the Canadian dollar in relation to foreign currencies.

A detailed breakdown of total planned spending can be found in Section 7: Financial Information.

### 4.3 | Priorities

In December 2003, the Government of Canada announced three main federal imperatives: to strengthen the social foundations of Canadian life; build a 21st century economy; and ensure that Canada's place in the world is one of pride and influence. In the February 2004 Speech from the Throne, the government identified a number of key international commitments as follows:

- to undertake an International Policy Review;
- to develop a new, more sophisticated approach to Canada-U.S. relations;
- to apply more Canadian research and development to help address the most pressing problems of developing countries; and
- to proceed with legislation to provide generic drugs to developing countries (the Jean Chrétien Pledge to Africa Act).

In his response to the Speech from the Throne, the Prime Minister announced the creation of Canada Corps, an initiative to provide Canadians with more opportunities to help make a difference in the developing world.

All these government-wide initiatives have been incorporated into those of Foreign Affairs Canada. The Department's priorities remain aligned with the Strategic Planning and Priorities Framework of the former Department of Foreign Affairs and International Trade (see Section 2: What's New for more details). That framework identifies 10 priorities relevant to Foreign Affairs Canada – six dealing with foreign policy and four addressing greater innovation

throughout the Department's day-to-day management and operations. The headings below represent key priorities from the Framework, some of which have been combined to provide a simpler, more succinct presentation.

- *Canada-U.S. Relations:* to advance Canada-U.S. affairs, particularly security and border issues and collaboration on key international political issues, while taking a more integrated, government-wide approach to Canada's pivotal relationship with the U.S.
- *International Threat Reduction/Campaign Against Terrorism:* to work toward threat reduction worldwide; continue to participate actively in the international campaign against terrorism; and play a key role in implementing the government's National Security Policy.
- *Developing an International Policy Framework* (medium-term planning priorities): to lead the government's International Policy Review.
- *Strengthening Multilateral Organizations and Key Bilateral Partnerships:* to help strengthen multilateral organizations like the UN and to enhance key bilateral relations with G8 and other countries such as Mexico, Brazil, China and India.
- *Promoting Human Rights, Good Governance and the Rule of Law/Implementing the G8 Africa Action Plan:* to implement the G8 Africa Action Plan and promote human rights, good governance and the rule of law worldwide.
- *Promoting Innovation Throughout the Department's Operations:* to increase productivity and improve the working environment by implementing more creative ways of doing business, and continuing to modernize financial and human resources management as well as enhance internal and external communications.

### 4.4 | Plans and Commitments: Achieving Results for Canadians

In setting its plans and priorities for 2004-2007, Foreign Affairs Canada has identified a number of specific and measurable results it expects to achieve.



These key results flow logically from the four strategic objectives of DFAIT's Strategic Planning and Priorities Framework. First, the Department understands and advances the international interests of Canadians from a government-wide perspective. Second, it enables the government's network of missions abroad. Third, it helps Canadians participate in the world. Lastly, it ensures the most modern and innovative organization possible to best enable achievement of the first three objectives.

The Department's key results are listed below in italics under each of its strategic objectives.

### **Strategic Objective: Understanding and Advancing Canada's Interests Internationally**

*Enhancing Canada's Domestic Agenda Through the International Arena:* The Department will lead an integrated review of Canada's international policy with partner departments, adopting a whole-of-government, whole-of-Canada approach. As part of this review, the Department will work with clients and partners to ensure that Canada's domestic agenda, including linguistic duality, is reflected in its international activities. Foreign Affairs Canada will liaise with provincial governments and municipalities to ensure greater integration of foreign and domestic policies, fuller engagement of other levels of government in foreign policy making and greater consistency between federal laws and regulations and Canada's international obligations.

Federal partners collaborating on the International Policy Review are International Trade Canada, the Department of National Defence, the Department of Finance Canada (with respect to international financial institutions) as well as the Canadian International Development Agency. It will focus on nine themes:

- development;
- defence;
- Canada-U.S. relations;
- multilateralism and global governance;
- national security;
- Canada's representation abroad;

- application of Canadian expertise to strengthen governance in developing countries;
- expansion of trade and investment; and
- promotion of Canadian creativity and know-how internationally.

*A More Effective Influence in the United States:* To ensure the capacity for more focused advocacy in the U.S., the Department will continue to expand its network of offices in that country and establish a new division known as the Washington Secretariat at the Canadian embassy in the U.S. capital. It will have two components: the Provincial-Territorial Secretariat and the Parliamentary Secretariat.

The Provincial-Territorial Secretariat will offer the provinces and territories the opportunity for greater representation and higher profile in the U.S. capital. It will coordinate federal and provincial activities in Washington, drawing on the combined expertise, experience and contacts of the two levels of government. In so doing, the Secretariat will ensure that Canadian interests speak in a unified and coherent manner in the U.S.

The Parliamentary Secretariat will support the Canada-United States Inter-Parliamentary Group. This bilateral organization, founded in 1959 to foster better understanding between federal officials of the two countries, is made up of Canadian and U.S. senators as well as members of the House of Commons and the U.S. House of Representatives. The Group meets on an as-needed basis to discuss urgent issues. The Parliamentary Secretariat will also assist individual Canadian senators and MPs in their engagement with American officials, and will work closely with various committees of the Parliament of Canada.

Establishment of the Washington Secretariat clearly demonstrates the Government of Canada's intention to intensify its collaboration with the provinces and territories on Canada-U.S. relations. It also ensures an enhanced role for parliamentarians in advocating and defending Canadian interests in the U.S., particularly with members of the U.S. Congress.

*Increased International Public Awareness of Canada and Its Values:* The Department recognizes the important role culture and education can play in public diplomacy.



Working with a range of domestic and international partners, the Department will continue to promote Canadian arts, culture, including linguistic duality, and education. For instance, it will sponsor a series of cultural events in France to commemorate the 400th anniversary of the first French settlement in North America. In addition, the Department will continue to recruit foreign students to Canada, help young Canadians study and work abroad, and support Canadian studies in key countries around the world.

The Department will continue to foster engagement with other countries. It will endeavour to strengthen its relationship with the now expanded European Union and collaborate with other nations in this hemisphere in the Summit of the Americas process. And Canada will work to raise its profile and influence in Mexico as well as in the key emerging markets of China, India and Brazil.

*Strengthened Multilateral Rules-Based Institutions and Policy Coherence:* As a complement to the International Policy Review, the Department will formulate a strategy for strengthening multilateral institutions, notably the UN, and examine the feasibility of establishing a G20 of world leaders. The Department will cooperate with partners such as the U.S. and the European Union within multilateral organizations on initiatives of mutual interest such as building international counter-terrorism and security capacity, and addressing international compliance and verification challenges related to weapons of mass destruction.

*Effective Advocacy of Canada's Global and Human Security Interests:* Canada's engagement with the international community on threat reduction and counter-terrorism enhances the security of Canadians at home and abroad. The Department will play a leadership role in coordinating government-wide policy and managing programs related to international security issues such as:

- the military and humanitarian aspects of conflict and instability in Iraq, Afghanistan, Bosnia, Haiti, West Africa, the Democratic Republic of Congo and Sudan; and
- the G8 Global Partnership Against the Spread of Weapons and Materials of Mass Destruction.

As part of the National Security Policy, the Department will enhance its intelligence collection capacity and take part in the Integrated Threat Assessment Centre. The Department will gather, analyze and report foreign intelligence and information to support policy making across the federal government and provide related advice and assistance to other levels of government.

*Enhanced Support Abroad for Human Rights, Democracy and Good Governance:* Canada strongly advocates the safeguarding of human rights and the establishment of internationally respected means of resolving conflicts without violence. Through the UN and other international forums, the Department will continue to advance Canadian objectives related to human rights, gender equality, corporate social responsibility, democracy and good governance, international humanitarian law, HIV/AIDS and indigenous issues.

The Department will manage over 180 human security projects in Canada and around the world, in keeping with commitments made as part of the G8 Africa Action Plan and the Summit of the Americas as well as in pursuit of Middle East peace and stability in Afghanistan. The Department continues to emphasize capacity building in Africa, enhancing the effectiveness of existing subregional and pan-African institutions and making progress toward Millennium Development Goal commitments, all of which are central to the New Partnership for Africa's Development (NEPAD). NEPAD is an African-led initiative to achieve sustainable growth and development throughout that continent.

Canada has sought to respond directly to priorities identified by African partners, including communicable diseases, information and communications technologies, debt reduction and market access. For instance, in May 2004, the Government of Canada passed the Jean Chrétien Pledge to Africa Act, making this country the first in the world to implement a World Trade Organization decision on the trade-related aspects of intellectual property (TRIPS) and public health. The legislation enables Canadian generic manufacturers to produce and export generic versions of certain pharmaceutical products (those currently under patent in Canada) to countries that are not able to produce them. At the same time, Canada announced a \$100 million contribution to a new initiative of the World Health Organization aimed at treating three million people with AIDS by the end of 2005.



Canada will work to generate international consensus on the main principles included in the *Responsibility to Protect* report of the International Commission on Intervention and State Sovereignty (ICISS) <<http://www.international.gc.ca/iciss-ciise/menu-en.asp>>. This report raises the issue of the responsibility of a nation to protect its population and the responsibility of the international community to intervene if a nation is unable or unwilling to do so, or if the nation itself is the perpetrator of massive human rights abuses.

The new Canada Corps initiative will enhance this country's stature as a nation of informed and engaged world citizens through exchanges of people, information and ideas. It will promote Canadian creativity and encourage Canadians to engage the developing world. Participants in Canada Corps could include experts at various levels of the public and private sectors, those who work in the voluntary sector and young people with expertise or training in areas such as the law, management or community organizing.

### **Strategic Objective: Enabling Canada's Network Abroad**

*Alignment of the Department's Representation Abroad with Canadian Government Priorities:* Deployment of departmental staff abroad will reflect government-wide priorities, including enhancement of Canadian representation in the U.S.

*Effective Management of Missions Abroad with Partner Departments and Agencies:* Working with the 15 federal departments, six agencies and three provinces co-located at Canada's missions abroad, the Department will continue to manage infrastructure and related services in support of government-wide priorities. The Department will develop policies and processes to make deployment of representation abroad more strategic, develop frameworks to facilitate common service delivery at missions and simplify administrative policies and programs. These tools will guide mission management and help to address sustainability issues.

*Delivery of Essential Services and Infrastructure to the Government of Canada in a Valued and Sustainable Manner:* The Department will continue to provide essential services and infrastructure at its headquarters and missions abroad, while ensuring the most effective operations possible. This encompasses accommodation, human resources,

security, protocol, financial and property management, audit and evaluation, and information and technology services.

*Effective International Government of Canada Web Site:* The Department will continue to lead delivery of the international portal on the main Government of Canada Web site <<http://canadainternational.gc.ca>>. According to Accenture's latest report on e-government, released in May 2004, Canada ranks first for the fourth year in a row among 22 countries evaluated. Referring to Canada, the report notes: "...the pioneering country is now looking at what lies beyond its current level of success and likely will help define new e-government standards for the world over the next few years."

### **Strategic Objective: Enabling Canadians to Participate in the World**

*Effective Engagement with Canadians:* Through various initiatives, including Canada Corps, the Department will continue to encourage greater involvement in foreign policy by young Canadians as well as Aboriginal people, northern residents and academics. As a result, Canadians will become better informed about international affairs and Canada's role in the world.

*Effective Assistance, Guidance, Advice and Services to Canadians Abroad:* The Department will enhance its consular services by increasing the capacity of missions to provide more value-added assistance and advice to Canadians living, working or travelling abroad. It will develop a clear protocol for managing difficult cases, including those related to detention, alleged torture, and violation of customary consular and diplomatic practices.

The Department will also continue to play a critical role in ensuring that Canadians are prepared for international travel by providing access to pertinent and up-to-date information about foreign destinations, including travel advisories.

During the 2003 calendar year, consular officers handled over 17,000 protection and assistance cases, processed 20,500 citizenship applications, registered 21,500 Canadians abroad and issued over 115,000 passports. In the last five years, protection and assistance cases (i.e. arrest/detentions, deaths, medical assistance, child abductions), which can be extremely time-consuming, have increased by 47%.



*Provision of Internationally Respected Passports and Other Travel Documents:* The Passport Office will continue to focus on strengthening security measures throughout its operations. For instance, it will tighten application requirements and comply with the latest standard of the International Civil Aviation Organization related to protecting the security and integrity of passports. The Passport Office will also improve service delivery by addressing identified client needs and increasing flexibility throughout its operations.

### **Strategic Objective: Forging an Innovative Organization**

*Measurable Progress of Leadership and Human Resources Action Plans:* The Department will implement government-wide objectives related to human resources modernization, workforce diversity, official languages and learning. It will also design and coordinate a new performance management program for all employees below the executive level, based on competencies and results. And it will continue to expand the classification structure of the Foreign Service occupational group, pending the outcome of collective bargaining, to more fully recognize different degrees of responsibility, skill and performance.

*Focus on Core Business and Agreed Priorities:* The Department will continue to intensify its focus on achieving results. It will ensure that resources are allocated to support its identified objectives and priorities and apply activity-based costing to resource planning and management, using business intelligence and other systems.

*Strengthened Policy and Crisis Response Capacities:* The Department will meet all commitments related to its role in the National Security Policy. It will also strengthen its ability to coordinate the federal response to international crises and other unforeseeable developments. Particular emphasis will be given to contingency planning that ensures the greatest protection of federal employees and assets abroad as well as consular assistance to Canadians living, working or travelling outside the country.

*Modernized Management, Business and Administrative Processes:* Foreign Affairs Canada will implement all measures outlined in the 2004 federal budget that relate to strengthened fiscal management and accountability. The Department will also:

- develop standards and practices to integrate financial data with other performance information;
- more accurately assess and manage risk and ensure that appropriate control systems are in place; and
- improve the capability and accessibility of the information systems used in human resources and financial management to make the allocation of resources more strategic.

The Department has already introduced a new property management improvement plan, along with an integrated system of budget and asset control for all properties abroad. Service standards will be developed for the common services provided at missions abroad.

An innovative initiative known as e3, which refers to the guiding principles of equilibrium (finding the balance between work and personal life), effectiveness and excellence, is in place across the Asia-Pacific geographic branch, using tools such as country planning and visit policy to ensure that a coherent, practical and results-based approach is applied to all aspects of the branch's work.

*Coherent and Targeted Internal and External Communications:* The Department will further integrate communications into planning and policy development by adopting a corporate communications plan and further implementing the 2002 federal communications policy. The benefit will be greater coordination among branches on communications, with more consistent, coherent messaging for all audiences.

*Effective Management and Use of Information Management and Technology:* The Department is a world leader in the use of technology for internal operations, engagement with partners and stakeholders, and service delivery. Improved monitoring and adjustment of service standards, better documentation and a move to a more flexible technology architecture will strengthen the Department's ability to manage and adjust common information management and technology (IMT) services, and to apply IMT effectively to meet departmental key results.



*Effective Integration of Activities with Partners in Government:* The Department's intensified collaboration with federal partners will ensure that the government's international activities are more integrated and strategic. It will also result in more effective coordination of issues of shared responsibility. The Department's partnership with the provinces, territories and municipalities will facilitate international policy making and the pursuit of Canadian interests abroad across all levels of government.

### **Commitments Made in 2004-2005**

The Department's most significant commitments for 2004-2007 can be seen at a glance in the lists below. Readers will find more details in the sections of the report that follow.

### **Understanding and Advancing Canada's Interests Internationally**

- increase the focus and coherence of international policy by leading an International Policy Review;
- lead Canada's participation in the global campaign against terrorism;
- carry out all departmental responsibilities related to the National Security Policy;
- establish the Washington Secretariat in the Canadian embassy in the U.S. capital and enhance Canada's representation elsewhere in the U.S. as well;
- propose effective means of strengthening the multilateral system, notably the UN, and promote establishment of a G20 of world leaders;
- increase international awareness of Canada and its values;
- establish the Canada Corps program;
- sponsor Canadian cultural events abroad such as Canada-France 2004-2008;
- contribute to international resolution of key regional issues such as the ongoing instability in Iraq and the Middle East;

- manage over 180 human security projects in Canada and abroad;
- help maintain security in Afghanistan, working with the UN;
- chair the Human Security Network in 2004, leading international advocacy of key human security issues, as well as the Kimberley Process, which seeks to end the use of rough diamonds to finance rebel groups;
- continue to support the New Partnership for Africa's Development, including firm action to deal with HIV/AIDS;
- establish a broader relationship with China, India and Brazil as well as with key players in the European Union and Asia-Pacific; and
- advance Canadian interests in Latin America and the Caribbean.

### **Enabling Canada's Network Abroad**

- align resources abroad with Government of Canada priorities;
- facilitate more strategic deployment of representation abroad;
- simplify administration policies and programs related to providing essential services and infrastructure to partner departments abroad;
- develop frameworks to facilitate common service delivery at missions abroad; and
- further enhance the main Government of Canada Web site as well as that of the Department.

### **Enabling Canadians to Participate in the World**

- deliver essential consular services, using the network of missions worldwide, while continuing to address new trends that are resulting in more complex consular cases;
- continue to provide the most timely and accurate information to Canadians on international travel, including travel advisories;



- improve service delivery for clients of the Passport Office by increasing flexibility and addressing identified client needs; and
- maintain international acceptance of the Canadian passport by ensuring its compliance with the highest international standards.

strategies for evaluating performance that have been identified in Results-based Management and Accountability Frameworks and Risk-Based Audit Frameworks developed for various policies, programs and initiatives. These tools set out strategies for monitoring and evaluating performance with a focus on results and risk management.

### Forging an Innovative Organization

- make measurable progress in improving human resources management;
- implement measures outlined in the last federal budget and the government-wide Management Accountability Framework related to greater transparency and accountability;
- improve internal and external communications and make the most strategic use of technology; and
- strengthen collaboration with the Department's domestic and international partners.

## 4.5 | Performance Monitoring

The Department continues to improve its performance measurement by increasing the collection of performance-related data as well as identifying and applying more stringent and informative performance indicators. At the same time, it is developing more precise performance indicators for those strategic outcomes and key results that are more complicated to measure.

The purpose of performance measurement is twofold: to monitor progress made in achieving identified results; and to gather information for use in evaluating or auditing policies, programs and initiatives. The Department is concentrating on performance measures that focus more directly on results (i.e. what benefits are generated for Canadians).

Over the coming years, the Department will bring individual means of measuring performance directly in line with priorities and key results identified in its new Management, Resources, Results Structure – Program Activity Architecture (MRRS-PAA) as well as the Management Accountability Framework. The Department will also make use of



**Departmental Planned Spending and Personnel and Full Time Equivalents (FTEs) in \$ millions**

	Forecast Spending 2003-2004	Planned Spending 2004-2005	Planned Spending 2005-2006	Planned Spending 2006-2007
International Business Development	268.9	0.0	0.0	0.0
Trade, Economic and Environmental Policy	130.9	0.0	0.0	0.0
International Security and Cooperation	585.3	724.7	724.7	724.7
Assistance to Canadians Abroad	65.7	66.2	66.2	66.2
Public Diplomacy	105.6	114.1	114.1	114.1
Corporate Services	335.5	294.0	294.0	294.0
Services to Partner Departments	279.0	550.5	550.5	550.5
Passport Services	127.7	166.2	182.5	200.6
Budgetary Main Estimates (gross)	1,898.5	1,915.7	1,932.1	1,950.1
Non-Budgetary Main Estimates (gross)	-	-	-	-
Less: Respendable Revenue	157.2	187.5	203.8	221.9
<b>Total Main Estimates*</b>	<b>1,741.3</b>	<b>1,728.2</b>	<b>1,728.2</b>	<b>1,728.2</b>
<i>Adjustments</i>				
Enhanced Representation at Missions Abroad	37.2			
G8 Global Partnership Against the Spread of Weapons and Materials of Mass Destruction	72.4	57.2	75.4	75.4
Canadian Landmine Fund	8.7			
Promotion of Canadian culture	7.3			
Additional capital requirements	14.0			
Additional grant requirements	0.5			
Assistance to Canadian softwood lumber sector	9.0			
Operating Budget Carry-Forward	1.5			
Additional grant requirements for grants in lieu of taxes on diplomatic, consular and international organizations' property in Canada in accordance with terms and conditions approved by the Governor in Council, for grants in aid of cultural relations, and for grants in aid of academic relations	2.2			
Funding to enhance the development of Official Language Minority Communities using grants in aid of cultural relations	0.3			
Less: Funds available internally due to reduced capital requirements and reduced contribution requirements	-13.0			
Opening of an embassy in Baghdad		0.1		
United Nations Convention on the Law of the Sea		0.4	0.4	0.4
Proceeds from property sales		8.0		
Capital Carry-Forward		6.9		
Human Security			10.0	10.0
New Canadian Citizenship Strategy		0.1	0.1	
Foreign overfishing outside Canada's 200-mile zone		1.0		
National Security Policy - Passport Security Strategy		7.5	2.2	0.6
National Security Policy - Counter-terrorism Capacity Building Abroad		15.0	15.0	15.0
Modern Comptrollership Project	0.3			
Audit and Evaluation	0.4			
Government On-Line	2.5			
Compensation for collective bargaining	11.4	0.0	0.0	0.0
<b>Total Adjustments</b>	<b>154.8</b>	<b>96.2</b>	<b>103.1</b>	<b>101.4</b>
<b>Net Planned Spending</b>	<b>1,896.1</b>	<b>1,824.4</b>	<b>1,831.3</b>	<b>1,829.6</b>
Less: Non-Respendable Revenue	107.5	97.6	95.0	101.3
Plus: Cost of services received without charge	65.4	59.4	59.8	59.8
<b>Net Cost of Programs</b>	<b>1,854.0</b>	<b>1,786.2</b>	<b>1,796.1</b>	<b>1,788.1</b>
<b>Personnel - Full Time Equivalents (FTEs)</b>	<b>9,996.0</b>	<b>8,787.0</b>	<b>8,785.0</b>	<b>8,785.0</b>

Totals may not add due to rounding.

\* Note: The amounts indicated for 2005-2006 and 2006-2007 for Main Estimates are identical to that shown for 2004-2005 pending finalization of the distribution of resources from the former Department of Foreign Affairs and International Trade to the newly created Foreign Affairs Canada and International Trade Canada.







# Plans and Priorities by Business Line and Strategic Outcome



## Section 5

### 5.1 | International Security and Cooperation

#### ►5.1.1 | Strategic Outcome

A peaceful, law-based international system reflecting Canadian values in which Canada is secure from threats from abroad.

#### ►5.1.2 | Total Planned Spending (Net of Revenue)

Planned Spending	\$797.3 million
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#### ►5.1.3 | Business Line Overview

##### Roles and Benefits

In the post-9/11 environment, counter-terrorism and other security issues continue to dominate global affairs and world attention. Recent examples include the March 2004 bombing of commuter trains in Madrid, the ongoing unrest in Iraq and other regional conflicts around the world.

Foreign Affairs Canada leads the coordination and management of all federal policies and programs related to international security. Collaboration with a wide range of domestic and international partners is central to this endeavour. Working with other federal departments and agencies, the Department supports activities such as election monitoring in developing states, security sector reform, peacekeeping and peacebuilding. In cooperation with multilateral partners, Canada addresses conflict prevention, arms control, disarmament and non-proliferation, while promoting democratic development, good governance and human rights.

The Department's activities in international security and cooperation bring numerous benefits to Canadians by:

- helping to protect Canada and Canadians from international threats and terrorism, which in turn strengthens North American security and Canada's relationship with the U.S.; and
- advancing human security worldwide through Canada's involvement in global efforts to prevent conflicts and promote arms control, disarmament, peacekeeping, peacebuilding, human rights, good governance and the rule of law.



### Key Partners

In pursuing international security and cooperation, the Department works with a wide range of domestic partners, including other federal departments and agencies such as the Department of National Defence, Public Safety and Emergency Preparedness Canada, the Royal Canadian Mounted Police, the Canadian Security Intelligence Service and the Canadian International Development Agency (CIDA). In collaboration with its federal partners, Foreign Affairs Canada develops security-related policies in accordance with a whole-of-government approach. In addition, it collaborates with the provinces, territories and municipalities as well as members of civil society.

Outside Canada, the Department works with like-minded nations identified as partners in security matters as well as key multilateral organizations, including:

- the United Nations and its specialized agencies;
- NATO (North Atlantic Treaty Organization);
- the G8;
- NORAD (North American Aerospace Defence Command);
- the Organization for Security and Cooperation in Europe (OSCE);
- Asia-Pacific Economic Cooperation (APEC);
- the ASEAN (Association of Southeast Asian Nations) Regional Forum;
- the Organization of American States (OAS);
- the Commonwealth;
- La Francophonie;
- the Arctic Council, an international forum that addresses concerns of Arctic governments and people of the region; and
- three groups that are increasingly involved in addressing international security issues, particularly the prevention of terrorism: the International

Civil Aviation Organization (which promotes international cooperation and uniformity in regulations, standards and procedures related to civil aviation); the International Maritime Organization (which promotes cooperation among governments in regulations and practices related to shipping engaged in international trade); and the World Customs Organization (which fosters cooperation on customs issues among member states).

It should also be noted that Canada participates actively in an international regime to curb proliferation and promote disarmament of weapons of mass destruction, based on the following agreements: the Nuclear Non-Proliferation Treaty, the Chemical Weapons Convention and the Biological and Toxin Weapons Convention. Canada is also a member of related organizations, such as the International Atomic Energy Agency, the Organisation for the Prohibition of Chemical Weapons, the Nuclear Suppliers Group, the Australia Group (chemical and bio-weapons) and the Missile Technology Control Regime.

### Challenges, Risks and Major Changes

The Department pursues its international security and cooperation priorities in a highly volatile and complex global environment. Its success depends on careful analysis of, and response to, important trends and developments, including those listed below:

- Since the events of 9/11, there has been a marked increase in the frequency of international security crises and a more urgent need to address them on a bilateral and multilateral basis. The intense U.S. focus on counter-terrorism continues to place extraordinary emphasis on North American security and, therefore, on that aspect of the Canada-U.S. relationship.
- Ongoing threats to Canadians and their interests abroad require the Department to continuously upgrade security measures at Canada's network of missions.
- There is concern throughout the global community about the need to reinforce international non-proliferation and disarmament mechanisms and combat the spread of missiles and weapons of mass destruction (WMD). While



Canada has funded significant projects to prevent terrorist acquisition of WMD through the G8 Global Partnership Against the Spread of Weapons and Materials of Mass Destruction, more work is needed on various initiatives. This further effort will be facilitated by the recent conclusion of a related bilateral cooperation agreement with Russia.

- The trend toward globalization, while beneficial in many ways, is also generating an increase in transnational criminal activity.
- There is a recognized and growing requirement for more capacity-building assistance in developing countries, not only to reduce threats and combat terrorism but also to engender good governance and protect human rights.

Over the course of the planning period, Foreign Affairs Canada faces the following risks:

- Failure to strengthen continental and international security could leave Canada more vulnerable to terrorist attacks and other threats as well as damage its credibility with allies and partners, notably the U.S.
- Lack of progress in reforming key multilateral institutions could undercut their effectiveness and credibility, which in turn could encourage more unilateral or selective multilateral action by members of the international community.
- Failure to respond in a timely and coherent manner to international humanitarian crises risks the lives of vulnerable groups.

#### ► 5.1.4 | Priorities and Plans

Foreign Affairs Canada has identified four top priorities for its international security and cooperation efforts in 2004-2007:

- Canada-U.S. affairs;
- international threat reduction and the campaign against terrorism;
- promotion of human rights, good governance and the rule of law; and
- strengthening multilateral institutions.

#### Canada-U.S. Affairs

To achieve greater influence for Canada in the U.S. on security and cooperation issues, the Department will undertake numerous initiatives:

- In keeping with Speech from the Throne commitments to develop a more sophisticated approach to Canada-U.S. relations and strengthen relations with the provinces and territories, the Department is establishing a new division within the Canadian embassy in Washington, D.C., known as the Washington Secretariat. The division will have two components, the Provincial-Territorial Secretariat and the Parliamentary Secretariat.
  - The Provincial-Territorial Secretariat will coordinate federal and provincial activities in Washington, drawing on the combined expertise, experience and contacts of the two levels of government. In so doing, the Secretariat will put into practice a whole-of-Canada approach to Canada-U.S. relations, ensuring that Canadian interests speak in a unified and coherent manner in Washington.
  - The Parliamentary Secretariat will support the Canada-United States Inter-Parliamentary Group. This bilateral organization, founded in 1959 to foster better understanding between federal officials of the two countries, is made up of Canadian and U.S. senators as well as members of the House of Commons and the U.S. House of Representatives. The Group meets on an as-needed basis to discuss urgent issues. The Parliamentary Secretariat will also assist individual Canadian senators and MPs in their engagement with American officials such as members of Congress, and will work closely with various committees of the Parliament of Canada.
- Foreign Affairs Canada will be a key player in the implementation of the Government of Canada's comprehensive National Security Policy. A significant element of the National Security Policy is further strengthening of Canada's very successful North American security cooperation with the United States, including through the 2002 Smart Border Action Plan and other long-



standing agreements. Canada will seek to intensify cooperation with the U.S. through bilateral groups and institutions such as NORAD and its new Binational Planning Group (BPG), the Bilateral Consultative Group on Counter-Terrorism (BCG) and the Canada-U.S. Cross-Border Crime Forum. The BPG brings together defence and civilian officials to examine and enhance the contribution of our armed services to the security as well as the defence of North America, including in the areas of consequence management and response. The BCG is made up of senior policy representatives of federal departments and agencies involved in counter-terrorism. The Crime Forum brings together over 100 senior law enforcement and justice officials to address transnational crime such as drug smuggling, money laundering and cybercrime. Foreign Affairs Canada is also contributing to discussions with our North American partners to include new areas such as biosecurity, cybersecurity, and marine and aviation transportation security.

- Canada will continue bilateral discussions on possible participation in the U.S. ballistic missile defence system to increase the security of North America. The Department will also collaborate with U.S. partners within multilateral organizations on verification, control and non-proliferation of weapons of mass destruction.

#### International Threat Reduction and the Campaign Against Terrorism

Canada's involvement in international efforts to reduce threats and combat terrorism enhances the security of Canadians at home and abroad. This principle was recognized in *Securing an Open Society: Canada's National Security Policy*, released in April 2004, and will be further developed in the International Policy Review later this year. Given the myriad risks to Canada and its interests, it is imperative that the Department allocate its security-related resources as strategically as possible. Significant initiatives planned for 2004-2007 are as follows:

- A key international instrument of Canada's new National Security Policy will be the creation of a Counter-Terrorism Capacity-Building Program administered by Foreign Affairs Canada with the involvement of over 20 federal departments and

agencies. Through the program, Canada will provide training, funding, equipment, and technical and legal assistance to other countries to help them prevent and respond to terrorist activity in a manner consistent with new and established norms and standards, including those related to both counter-terrorism and human rights. Helping other countries fight terrorism strengthens the security of Canadians by increasing the likelihood that terrorists will be prevented from reaching Canada. This program will enable Canada to share its expertise in areas such as document integrity, aviation and marine security, law enforcement, border security and the drafting of legislation.

- Canada will contribute to the Integrated Threat Assessment Centre and the Government Emergency Operations Centre to further improve the sharing and dissemination of threat information and coordination of the national response.
- Canada will further strengthen marine security, including measures to improve coordination, enhance capacity and develop greater marine security cooperation with the U.S. The Department will continue to facilitate effective Canadian engagement and cooperation with the International Maritime Organization and other partners, especially with respect to the effective implementation of the International Ship and Port Facility Security Code and other global measures.
- Canada will further strengthen aviation security to ensure the security of air transportation while simultaneously facilitating the efficient flow of legitimate people, cargo and conveyances. Foreign Affairs Canada will continue to facilitate Canadian engagement and cooperation with the International Civil Aviation Organization and other partners, and support the development of effective global measures such as international aviation security audits, enhanced airport and aircraft security, and the appropriate sharing of airline passenger information.
- Canada will cooperate with the U.S. and other partners in the implementation and expansion of the Proliferation Security Initiative. Its purpose is to prevent the proliferation of WMD and related



technology by taking steps to stop the flow of such items at sea, in the air and on land. It builds on existing mechanisms to create new and effective tools, consistent with national authorities and relevant international law.

- Canada will strengthen the development of critical infrastructure protection as outlined in the Smart Border Action Plan. Foreign Affairs Canada has been engaged in a Canada-U.S. Critical Infrastructure Protection Steering Group that is discussing cooperative means to further protect critical infrastructure. The Department has also been instrumental in APEC and the OAS in the development of cybersecurity strategies.
- The Department will continue to take part in the G8 Global Partnership Against the Spread of Weapons and Materials of Mass Destruction. Its purpose is to keep potential weapons out of the hands of terrorists by undertaking projects, starting in Russia, to destroy chemical weapons, dismantle nuclear submarines, dispose of fissile material and employ former weapons scientists <<http://www.globalpartnership.gc.ca>>.
- Canada will work with NATO allies to enhance the group's readiness to respond to new threats. The NATO Response Force, which is expected to be operational by the end of 2004, will provide an integrated sea, land and air capability under one command to prevent conflicts or threats from escalating into wider disputes.
- Canada will continue its involvement in the International Security Assistance Force (ISAF), which is mandated under the UN Charter to help maintain security in Afghanistan and assist the Afghan Transitional Authority and the UN in Kabul.
- Canada will develop and implement policies and initiatives on many aspects of disarmament and promote a ban on the weaponization of space <<http://www.international.gc.ca/arms/menu-en.asp>>.
- This country will continue its leadership role in eliminating anti-personnel mines by advocating full universalization and implementation of the Ottawa Convention. Parties to the Convention are committed to ending the use, production, stockpiling and transfer of these weapons and to

providing assistance to victims. Canada will work toward further progress in dealing with this issue at the Convention's first review conference, the Nairobi Summit on a Mine-Free World, in November 2004.

### **Promotion of Human Rights, Good Governance and the Rule of Law**

In the Dialogue on Foreign Policy, conducted in 2003, Canadians expressed strong support for Canada's human security and human rights agenda <[http://www.foreign-policydialogue.ca/en/final\\_report/index.html](http://www.foreign-policydialogue.ca/en/final_report/index.html)>. This broad agenda, which is relevant to the long-term security of all people, includes efforts to reform multilateral institutions, build peace, and strengthen international norms related to human rights and security, democracy, good governance (including security sector reform) and corporate social responsibility. This work also projects Canadian values and identity abroad and sustains the international reputation of Canada and Canadians.

- As chair of the Human Security Network in 2004, Canada will lead international advocacy to address key issues such as the worldwide proliferation of small arms and light weapons, and war-affected children. The network is a group of like-minded countries from all regions of the world, whose foreign ministers maintain a dialogue on questions pertaining to human security and bring international attention to new and emerging human security issues.
- This year, Canada will also chair the Kimberley Process to end the use of rough diamonds by rebel groups to fund insurrections against internationally recognized governments and commit atrocities against civilian populations. The Kimberley Process was initiated by South Africa in 2000 to develop an international certification scheme for rough diamonds in order to prevent them from entering legitimate markets <<http://www.international.gc.ca/department/focus/kimberleyprocess-en.asp>>.
- The Department will manage over 180 human security projects in Canada and around the world, in keeping with this country's commitments related to the campaign against terrorism, the G8 Africa



Action Plan and the Summit of the Americas, and in support of peacebuilding in the Middle East and Afghanistan. Policy advocacy and new measures will also be undertaken to address issues such as protection of civilians, peace support operations, conflict prevention, promotion of good governance, accountability (including security sector reform) and public safety.

Key initiatives planned for 2004-2007 include:

- Through the UN and other multilateral organizations, Canada will advocate strengthened norms and consensus building on Canadian foreign policy principles related to human rights, gender equality, corporate social responsibility, democracy and good governance, the fight against corruption, non-proliferation of weapons of mass destruction, international humanitarian law, HIV/AIDS and indigenous and circumpolar issues, including the preservation of Canada's sovereignty in the North.
- Canada will participate in multilateral efforts to combat corruption through various organizations, including the UN, the OAS and the Organization for Economic Cooperation and Development (OECD).
- Canada will continue to collaborate with other G8 members on effective international responses to international crime, terrorism, threats to nuclear safety, and weapons of mass destruction.
- The Department will manage the Young Professionals International program <<http://www.international.gc.ca/yip-jpi>>, which provides post-secondary graduates under 30 years of age with career-related international work experience that furthers the objectives of Canada's foreign policy.
- It will also manage the newly established Canada Corps program, which will harness the energy and experience of Canadian experts, volunteers and young professionals to deliver international assistance in the areas of governance and institution building. The initiative will consolidate and increase the coordination of existing Canadian efforts and explore new partnerships with other levels of government and the private sector.
- The Department will work closely with partners, particularly CIDA, to ensure implementation of Canada's commitments related to the G8 Africa Action Plan. This initiative helps African nations improve their prospects for sustainable growth, development, and peace and security. Canada has committed \$6 billion in official development assistance for Africa over a five-year period beginning in 2002 <[http://www.international.gc.ca/africa/africa\\_action\\_plan-en.asp](http://www.international.gc.ca/africa/africa_action_plan-en.asp)>.
- Canada will work to generate international consensus on the main principles included in the *Responsibility to Protect* report of the International Commission on Intervention and State Sovereignty (ICISS) <<http://www.international.gc.ca/iciss-ciise/menu-en.asp>>. This report raises the issue of the responsibility of a nation to protect its population and the responsibility of the international community to intervene if a nation is unable or unwilling to do so, or if the nation itself is the perpetrator of massive human rights abuses.
- Canada will continue to provide funding and other assistance to the UN Special Court for Sierra Leone to try those who bear the greatest responsibility for human rights abuses committed during that country's civil war. The court is made up of citizens of Sierra Leone and other nations, including Canada <[http://www.international.gc.ca/africa/sierra\\_leone\\_background-en.asp](http://www.international.gc.ca/africa/sierra_leone_background-en.asp)>.

### Strengthening Multilateral Institutions

The Department is also undertaking the following initiatives to strengthen multilateral rules-based institutions and other aspects of the international security regime:

- The Department will encourage UN reform of that organization's role in global peace and security, development, humanitarian action and human rights. It will also promote a strengthened UN role in peace support operations, including rapid reaction and civil-military relations.
- The Department will continue its efforts with other departments and agencies to ensure a whole-of-government approach to Canadian representation in UN bodies.



- Canada has been a staunch supporter of the Rome Statute of the International Criminal Court (ICC) <[http://www.international.gc.ca/foreign\\_policy/icc](http://www.international.gc.ca/foreign_policy/icc)>. To date, more than 90 countries have ratified the Statute. The Department will continue to provide support until universal ratification and implementation is achieved. The ICC was established to combat impunity and judge those responsible for the gravest of crimes. Canadian Philippe Kirsch is president of the ICC.
- Canada will chair the International Atomic Energy Agency for one year, beginning in September 2004. This will allow Canada to increase its influence on new approaches to nuclear non-proliferation and on “hot spot” issues such as Iran and the Democratic People’s Republic of Korea.

### ► 5.1.5 | Performance Monitoring

The Department’s work in international security and cooperation is often multidimensional, and results are often qualitative in nature. Because this makes performance monitoring more difficult and less exact, the Department is using a broad spectrum of indicators for this purpose. It will:

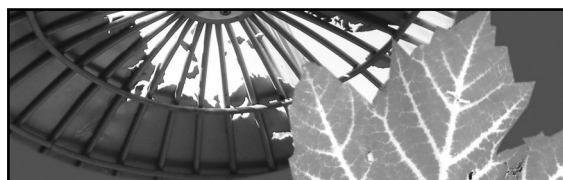
- review federal policies related to international security and cooperation priorities to assess overall coherence and ensure a whole-of-government approach;
- continue to monitor the quality and impact of Canada’s intellectual, political and other contributions to international organizations;
- monitor international media coverage of Government of Canada activities related to international security;
- collect feedback from other government departments and agencies, clients, stakeholders, public opinion polls and Internet sites on federal efforts to manage security issues;
- undertake various program evaluations and audits as well as gather information based on existing Results-based Management and Accountability Frameworks (RMAFs) and Risk-Based Audit Frameworks (RBAFs);

- identify lessons learned on policy initiatives; and
- track audits and evaluations undertaken by multilateral organizations of which Canada is a member.

Contribution spending is governed by results-based management and evaluation frameworks. The Department has developed RMAFs and RBAFs for the following contribution programs: Global Partnership, Canadian Landmines Fund, Young Professionals International and Human Security. Over the course of the next year, the Department will:

- establish RMAFs and RBAFs for other programs, including Contributions to the UN Organization on Drugs and Crime; and
- conduct audits and evaluations of the Human Security Program, the International Centre for Human Rights and Democratic Development, the Peace and Security Initiative (part of Canada’s contribution to the G8 Africa Action Plan), Canada’s missions to multilateral organizations, the Canadian Landmines Fund, and the Public Safety and Terrorism Program.

## 5.2 | Assistance to Canadians Abroad



### ► 5.2.1 | Strategic Outcome

Effective delivery of official assistance to Canadians travelling or living abroad.

### ► 5.2.2 | Total Planned Spending (Net of Revenue)

Planned Spending	\$63.7 million
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### ►5.2.3 | Business Line Overview

#### Roles and Benefits

Every year, 24 hours a day and seven days a week, the Department provides a broad range of consular services, in every major language, to Canadians around the world. In fact, Canadians annually make more than 40 million trips abroad for business, education and pleasure.

Assistance is provided by the Department to those travelling or living abroad in the event of an injury or death, child abduction or custody dispute, kidnapping, or emergency evacuation as a result of a disaster or crisis. Aid is also provided to those arrested or detained in foreign countries. Services continue to be provided until the results of cases or issues are final. This assistance is offered at over 270 “points of service” around the world, including embassies, high commissions, consulates and honorary consuls. The Department is also capable of assisting Canadians anywhere there is a telephone or e-mail connection.

Canadians benefit when they are abroad from the availability of a wide range of fast, efficient and professional services from a recognized and trusted source. These services also help Canadians deal with the differences that exist between our legal, social and business systems and those of foreign countries. The Department makes use of advanced information technology to monitor international developments, alert Canadians to trouble (including the frequent updating of Travel Reports and Warnings), connect them directly to consular officers for advice and assistance, enable consular staff to provide a rapid and professional response, and measure the results of services provided.

While the Department plays the central role in providing consular services to Canadians around the world, it also plays a critical role in ensuring that Canadians are prepared before departing for their travels outside Canada. As a preventive measure, the consular Web site contains a broad range of information concerning conditions in other countries, providing one-stop shopping for Canadians planning travel abroad. Information available includes:

- Country Travel Reports  
<<http://www.voyage.gc.ca/dest/intro-en.asp>>, which present information on safety and security conditions, health questions and entry requirements for over 225 travel destinations;
- A Current Issues section  
<<http://www.voyage.gc.ca/main/sos/ci/all-en.asp>>, which features a variety of information highlighting current and ongoing situations around the world of particular interest to Canadians travelling abroad (e.g. natural disasters, upcoming elections);
- Country Profiles  
<<http://www.voyage.gc.ca/dest/ctry/profiles-en.asp>>, which provide a detailed country map, as well as links to other departmental resources; and
- Daily e-mail Travel Updates  
<<http://www.voyage.gc.ca/dest/ctry/new-en.asp>>, which can be subscribed to electronically  
<<http://www.voyage.gc.ca/dest/ctry/sub-en.asp>>, and which provide updates to Current Issues and Country Travel Reports.

#### Key Partners

To ensure that the appropriate consular service is available, the Department collaborates with many other federal departments, including the Department of Justice Canada, Citizenship and Immigration Canada, Human Resources and Skills Development Canada, Solicitor General Canada and Health Canada. The Department also works closely with the provinces and territories, as well as with international agencies and non-governmental organizations such as the national and international Red Cross and Red Crescent societies, The Hague Private Law Secretariat, and International Social Service Canada, an international agency that provides expertise in repatriation of elderly people, child abduction cases and other issues related to children.

The Department collaborates with certain Australian diplomatic missions that act on behalf of Canada. The governments of Canada and Australia have concluded an agreement by which each country provides certain consular services to citizens of the other country at selected locations where one has consular representation but the other does not.



## Challenges, Risks and Major Changes

Increasing numbers of Canadians are travelling, and many are also travelling to a wider range of destinations. In addition, new and emerging threats since 9/11 have led to a more security-conscious world. Heightened public awareness and anxiety about the risks – real and perceived – involved in international travel have led to an increase in the number of Canadians who seek assistance and information before and during their trips abroad.

In this more security-conscious environment, some countries have occasionally demonstrated less respect for accepted consular protection practices and the mobility and other rights of travellers. The result is more consular cases, more complex cases, and more public scrutiny.

This new environment has created the misconception that difficult cases (1% of the total number of active cases) are the rule rather than the exception. Although each case is unique, the difficult cases that have attracted media attention have shared some common elements: all involved detention, dual nationality and reports of torture.

At the same time as public concern and anxiety related to the risks involved in international travel have led to increased demand for consular services worldwide, additional trends have also had major consequences for the consular program, including:

- more frequent travel by Canadians to locations where the levels of local health, transportation, security and infrastructure do not meet Canadian standards or where there are significant differences in cultural norms;
- the growing willingness of Canadian companies to pursue business opportunities in parts of the world with serious security problems;
- increasing international travel by older Canadians and those with medical problems and disabilities;
- the readiness of immigrants to Canada to visit relatives in their countries of origin, whatever the political or other risks they might encounter; and
- the degree of economic and political instability in particular areas of the world.

During the 2003 calendar year, consular officers handled over 17,000 protection and assistance cases, processed 20,500 citizenship applications and 21,500 registrations of Canadians abroad, and issued over 115,000 passports. In the last five years, protection and assistance cases (i.e. arrest/detentions, deaths, medical assistance, child abductions), which can absorb weeks and even months of effort, increased by 47%.

The greater number of Canadians travelling abroad, the more varied destinations and the shifting international environment have had a cumulative impact on this department's role in assisting Canadians abroad, advising them on security conditions in foreign countries, providing safe-travel advice and other travel preparation tools and information, and informing them about consular services.

### ► 5.2.4 | Priorities and Plans

In 2004-2005, the Department will deliver essential consular services using its network of missions worldwide, while continuing to address new trends that are resulting in more complex consular cases. The Department will also improve public communications to encourage better preparedness by Canadians before travel.

#### **Delivering Essential Consular Services Worldwide**

The Department will continue to offer the highest quality of consular service to Canadians, including:

- managing individual consular cases and the consular aspect of major incidents or crises in the world. This year, a clear protocol for managing difficult cases – those involving detention, reports of torture, and disregard for customary consular and diplomatic practices – will be developed. The Department will also implement an understanding with the U.S. government on deportation of Canadians;
- providing emergency after-hours consular, passport and citizenship services to Canadians abroad; and
- cooperating with other federal departments and agencies, the provinces and other partners to provide appropriate consular advice and services abroad. The Department will develop a process to ensure that there is information exchange and



an understanding of relative responsibilities among all government departments and agencies in cases that involve possible security interests.

A number of initiatives will be undertaken to better address some of the trends that are resulting in more complex consular cases. For example:

- In light of the high-profile consular cases the Department dealt with in 2003-2004, additional awareness training will be provided to consular officers to assist them in recognizing cases where torture or other abuse has occurred.
- The Department will continue to administer the Registration of Canadians Abroad (ROCA) program, which currently lists over 175,000 Canadians staying outside Canada. Technical aspects of the ROCA system will be upgraded to make it more user-friendly and effective.
- The Honorary Consul program will continue to be examined with a view to improving its management and its effectiveness in the delivery of Foreign Affairs Canada and International Trade Canada programs abroad.
- The Consular Affairs Bureau is working closely with the Passport Office, with the latter taking the lead, to investigate the best way to cope with the issuance of travel documents by Canada's missions abroad, given the changes to requirements for travel to certain countries.
- The Department's Consular Management and Operations System (COSMOS), which is used for the delivery of the consular program, will continue to be converted to an Internet-based application. The Passport Management Program Next Generation (PMP NG) is one of the final modules scheduled for implementation.
- In 2003-2004, the Department began the implementation of iCHILD, a centralized system to improve the management of consular cases specific to children's issues. The software for this system has been developed; however, due to difficulties in obtaining detailed privacy and administrative agreements with the provinces and territories and the focus on greater priorities, this project has been postponed to a later date.

### Improving Public Communications and Outreach Related to Issues of Safe Travel

The Department is planning to implement a variety of initiatives to encourage better preparedness by Canadians before travel, with the aim of making travellers more aware of their own responsibilities regarding their safety:

- The various "Publications for Safe Travel" will be maintained and updated. These publications, available on-line and in public offices such as passport offices, are intended to prepare Canadians for the differences between our legal, social and business systems and those they will encounter in other countries.
- A short brochure will set out what the Canadian government can and cannot do for Canadians travelling abroad. It will be available on-line, as well as in print format from travel agencies, at consular outreach events, and with all new passports issued.
- The information available to travellers will be improved using Internet technology. Travellers, the travel media and members of the industry can now subscribe, free of charge, to the Department's daily Travel Updates <<http://www.voyage.gc.ca/dest/ctry/sub-en.asp>>.
- The Department will increase its participation in major travel and trade shows and make presentations aimed at both the travelling public and the travel industry across Canada, with a view to building partnerships and improving the likelihood that Canadians will receive more thorough travel advice from their agents, airlines and others in the industry. Alternative resources – including private and public sponsorship – will be sought for important initiatives such as "Publications for Safe Travel."
- The Department will create a "Safe Travel Planner" for teachers of travel and tourism programs and their students at colleges across Canada. The education tool is intended to raise awareness about the information and advice published by the Consular Affairs Bureau and encourage travel agents and others in the industry



to inform their clients about safe travel practices and travel advisories.

### ► 5.2.5 | Performance Monitoring

As a result of the growing number and complexity of consular cases and the increase in public scrutiny of the handling of cases, the Department intends in 2004-2005 to undertake an internal Consular Affairs review for the purpose of evaluating current policies, practices and procedures. This review will include:

- examination of the consular awareness program with a view to improving access to information, so that travellers can fully prepare for their trips and accept more responsibility to look after their own safety, and so that the public can better understand the nature and scope of consular services, including what is done in individual cases;
- examination of the management of consular cases, taking into account relevant international laws and treaties, the handling of situations where torture is suspected, and current approaches in consular cases involving dual nationals (and the policies of other countries that have an impact on Canadian practice);
- examination of the criteria, guidelines and authorities for expenditure of public funds on consular cases, taking humanitarian and unique situations into consideration, as well as equity and overall capacity; and
- evaluation of the effectiveness of current training and development, with a view to recommending improvements as appropriate.

As part of Treasury Board's Service Improvement Initiative, the results of a 2003-2004 client satisfaction survey will be analyzed and compared with the results of a survey conducted in 2001-2002. These surveys, which measure the level of satisfaction with consular services provided by missions, will be used to determine whether the Department has met its service standards and whether it continues to meet clients' expectations. The results will also be used to identify areas where improvement should be made, as well as training needs.

The Department will continue to seek client feedback through these periodic post-service surveys. Client

feedback is also obtained through the consular Web site, the missions abroad and ministerial correspondence. This feedback is shared with partners, such as the Passport Office, as appropriate for incorporation into their performance monitoring systems.

Service standards and tools such as the case management system are monitored frequently to indicate the extent to which they meet the needs of clients and to identify mission-specific and regional trends.

Finally, electronic systems store information that aids in performance measurement, such as statistics on service demand; client satisfaction; the number of calls, letters, e-mails and cases; as well as the amount of time it takes to resolve issues or supply products, such as new passports.

## 5.3 | Public Diplomacy



### ► 5.3.1 | Strategic Outcome

Promotion of interest and confidence in Canada abroad and development of an international environment that is favourable to Canada's political and economic interests and reflects Canadian values.

### ► 5.3.2 | Total Planned Spending (Net of Revenue)

Planned Spending	\$112.8 million
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### ► 5.3.3 | Business Line Overview

#### Roles and Benefits

This business line works to project all facets of Canada's identity on the international scene in a consistent and sustained manner and to maintain Canada's position in a profoundly changing international environment. One of the three priorities that the Prime Minister outlined for the government was restoring Canada to



a place of pride and influence on the international stage. In this context, he asked the Minister of Foreign Affairs to lead, in collaboration with other departments, a comprehensive review of Canadian international policy in order to develop an integrated policy framework and modernize the instruments of diplomacy, defence, development and trade.

The business line will play a leadership role in the support and coordination of the International Policy Review (IPR). The IPR will constitute a strategic road map for the federal government on the international stage, acting also as the basis for better-defined accountabilities and decision making. It will build public understanding of how international policy contributes to national objectives and aspirations and, by engaging different levels of society in policy development, it will project a unified sense of Canada beyond our borders, consistent with Canadian values.

The business line will also play a vital role in promoting international academic and cultural affairs, affirming Canadian identity at home and abroad, promoting federal-provincial partnerships, boosting Canada's influence abroad and enhancing Canada's competitive edge.

The activities of the Public Diplomacy business line bring numerous benefits to Canadians:

- Engaging with Canadians emphasizes the role that public diplomacy can play in building social cohesion nationally, while intensifying relations with the provinces and territories.
- By providing policy planning for the Department, the business line enables greater integration of domestic and foreign policies, as well as full incorporation of government-wide priorities. This projects a unified and clear sense of Canada and raises its visibility.
- Targeted communications at home and abroad increase Canada's international profile as a creative, innovative, technologically advanced and culturally diverse country, which leads to greater influence in the world and enhanced respect as a credible and reliable partner.
- Fostering understanding of Canada and its foreign policy objectives among decision makers and opinion leaders in key countries expands

Canada's potential to increase its influence in the world and to open foreign markets to more Canadian goods and services.

- Academic and cultural programs create a distinctive Canadian presence abroad, characterized by excellence.
- Canadians gain a better understanding of the international and domestic environment, and foreigners are exposed to Canada's values and way of life.

### Key Partners

The Department works closely with many other federal departments and agencies, including the Privy Council Office (PCO), Human Resources and Skills Development Canada, Citizenship and Immigration Canada (CIC), Industry Canada, Canadian Heritage, the Department of National Defence and the Canadian International Development Agency. The Department also works closely with the provinces and territories, cultural and academic communities in Canada and abroad, foreign governments and the major international organizations to which Canada belongs, the Canadian and international media, the offices of the Information and Privacy Commissioners, Canadian citizens, the Prime Minister's Office and the offices of the ministers and secretaries of state, and parliamentarians.

### Challenges, Risks and Major Changes

Key challenges that may affect the Department's ability to achieve its objectives include:

- The profile of foreign affairs and international trade issues has been rising, particularly with the priority the new government is placing on Canada's role in the world, and this trend is expected to continue. An international agenda that is shared with domestic partners, continued concern about security threats, and the revolution in global communications that has given rise to 24/7 service expectations all contribute to an environment that is increasingly complex.
- International trends and events affect citizens' lives more directly than ever before, blurring the



divisions between domestic and international issues. Virtually all government departments run international programs, as do almost all provinces and, increasingly, Canadian cities. The need for strategic partnerships across all levels of government has never been greater, given the growing interdependence of foreign and domestic policy and the increasingly complex environment.

- Considerable changes are anticipated as a result of the departmental reorganization. The division of the Department of Foreign Affairs and International Trade into two separate departments will lead to a division of resources. While all the implications are impossible to foresee at present, it is likely that the business line will be in a state of organizational change for the coming year, and will possibly need to realign its resources further.

#### ► 5.3.4 | Priorities and Plans

Public Diplomacy priorities for 2004-2005 are as follows:

- increasing the focus and coherence of international policy making;
- enhancing strategic partnerships;
- improving the Department's communications; and
- increasing international awareness of Canada and its values.

#### **Increasing the Focus and Coherence of International Policy Making**

Taking into account major international developments and overall government priorities, the Public Diplomacy business line will increase the focus and coherence of international policy making. Key initiatives include:

- Support and coordinate the International Policy Review called for by the Prime Minister. The IPR will examine nine work areas articulated by the Prime Minister (Canada-U.S. relations, peace and security, defence, development and international assistance, trade and investment, representation abroad, multilateral renewal,

leveraging Canadian expertise in support of democratic governance abroad, and showcasing Canadian know-how and creativity abroad) in the context of the changed global environment. The IPR will deliver, for parliamentary review in fall 2004, Cabinet-approved recommendations on Canada's strategic interests, and the policies and instruments that will advance and defend them. Underpinned by a whole-of-government, whole-of-Canada approach, the IPR must take into account links to a prospective national security policy and budgetary constraints, and must be consistent with Canadian values.

- Build upon the extensive consultations undertaken in 2003 to provide precise advice on the views, interests and perspectives of the provinces and territories.
- Provide strategic advice and guidance to departmental officials so that ministers are properly equipped to bring the international perspective to the Cabinet table. This includes advice and guidance on Canada-U.S. economic convergence and border issues, and on international political, economic and social matters that affect Canadians, such as health and the environment.
- Support the role of the Minister of Foreign Affairs in the G8 political process by providing policy development, advice and briefings to the Prime Minister, the Minister and Canada's G8 Political Director, as well as analysis and recommendations on themes and initiatives to advance Canada's interests and G8 priorities.
- Examine and redesign the John Holmes Fund to strengthen external policy research on international issues of importance to the Department. The John Holmes Fund was created to strengthen non-governmental participation in foreign policy making.

#### **Enhancing Strategic Partnerships**

The business line will continue to focus on reinforcing the climate of confidence, trust and transparency among the three levels of government in Canada. Domestic and foreign interests are now increasingly intertwined, and policy integration is therefore a key challenge if the government's domestic agenda is



going to be deliverable. Working in close contact with the provinces and territories, the business line intends to adopt a leadership role (by increasing the frequency and scope of consultations) in bringing about a better understanding within the federal government of the provinces' preoccupations in the field of international relations, and allowing these views to be taken into consideration in the development of international policy. Key initiatives include:

- Coordinate information sessions more regularly with the provinces and territories to respond to their demands for greater consultation on Canada-U.S. relations and to advance the Department's leadership role in coordinating federal-provincial relations in international affairs. A main component of Canada's advocacy strategy for the U.S. is to have the provinces involved in supporting the overall objectives of the federal government. Provincial buy-in to this strategy will lead to the advancing of consistent messages in support of Canada's interests during the regular meetings between provincial representatives and influential figures in the U.S.
- Build on successful engagements with partners in Quebec to develop a "whole of Canada" strategy. Partnerships with target client communities will be strengthened, providing entry into established networks and a domestic audience for program objectives. The Department will also develop fledgling partnerships, for example with Canadian Heritage through the Interdepartmental Partnership with the Official Language Communities (IPOLC) program and with CIC on a project related to the celebration of *Les Journées de la Francophonie* in March 2005.

#### Improving the Department's Communications

The Department will collaborate with other federal departments to improve the Canadian public's understanding of and support for Canada's role in the ongoing war on terrorism. It will support the role of the Prime Minister and the Minister of Foreign Affairs in advancing Canada's interests at the United Nations, G8, Commonwealth, Asia-Pacific Economic Cooperation forum and other multilateral forums. And it will work to highlight with U.S. partners the measures taken to improve security at the Canada-U.S. border, and anti-terrorism measures. Other key initiatives planned for 2004-2005 include:

- Improve both the design and content of the international components of the main Government of Canada site <<http://canadainternational.gc.ca>>, with the aim of encouraging greater use by domestic and international Internet users. The business line will also develop and maintain Web projects such as 3D Afghanistan (3D stands for diplomacy, development, defence) with other government departments, develop a new departmental policy on Webcasting, and provide e-communications advice to departmental clients.
- Spearhead, in close consultation with the PCO, an exercise to document various participation and consultation mechanisms for the provinces and territories in the international realm. The objective will be to strengthen communications capacity in this regard, as well as bring about improvements if and where needed.
- Provide more focused communications products and services for ministers and parliamentary secretary to assist them in their parliamentary duties.
- Design a North American Studies Network to increase understanding between Canadians and Americans.

#### Increasing International Awareness of Canada and Its Values

The Department will seek to expand markets for Canadian cultural and educational products and services abroad through branding and international marketing activities. Specific initiatives include:

- Continue to sponsor a series of cultural events in France, including a major communications campaign to promote the Canada-France 2004 Special Initiative, which commemorates the 400th anniversary of the first French settlement in Nouvelle-France. This initiative will enhance the bilateral relationship with France.
- Raise Canada's profile in the U.S. through existing and newly opened posts, by means of education (Canada-U.S. Fulbright Program) and arts and cultural promotion.



- Coordinate Canada's relations in international education, at the bilateral level as well as at the multilateral level, in particular with organizations such as APEC, the Commonwealth, the OAS, the OECD and UNESCO, as well as at forums such as the Summit of the Americas and the G8.
- In cooperation with Industry Canada and the Department of Canadian Heritage, the Department will coordinate a Canada Pavilion each year at two premier international education trade shows – the World Education Market in Portugal and the BETT Show in the U.K. These pavilions provide Canadian private sector companies, institutions and school boards with the opportunity to showcase their expertise, products and services to an international audience.
- Expand markets and market shares for Canadian educational and cultural products and services abroad, particularly in key G8 + 4 (Mexico, Brazil, India, China) priority countries, without neglecting other regions where international policy priorities can most effectively be supported by our programs, through branding and international marketing support.
- Collaborate with the Canadian Education Centres Network to assist Canadian educational institutions in marketing their services and products in order to attract qualified foreign students.
- In partnership with Canadian Heritage, develop a new mandate for UNESCO negotiations on the International Instrument for Cultural Diversity.

In addition, the Department will continue to implement a variety of academic and cultural programs that project the image of Canada as an innovative, well-governed, tolerant, sophisticated and trusted ally and partner. Through such means as scholarships, youth exchanges, artistic and academic exchanges, and Canadian studies programs, such programs create a wide and influential network of informed individuals with close ties to Canada. Academic and cultural programs planned for this year include:

- The International Youth Exchange Program will enable about 38,000 young Canadians to acquire new skills and training to help them compete in the global economy and broaden their exposure to foreign cultures.

- The Arts Promotion Program will assist more than 500 Canadian artists and groups in undertaking international tours, and the Department will sponsor the Cultural Personalities Exchange Program.
- The Department will help more than 7,000 foreign scholars in 30 countries obtain information about Canada. It will also provide scholarships and grants to over 300 foreign nationals who are either studying in Canada or studying about Canada.

### ► 5.3.5 | Performance Monitoring

A broad spectrum of indicators will be used to monitor performance. For instance, a review will be undertaken of the cultural and academic events supported by the Department, including education and arts promotion strategies, Canadian studies, scholarships, mobility and youth programs.

To evaluate the effectiveness of its various communications products, the Department will encourage client feedback on its publications and conduct public opinion polling on attitudes to corporate priorities.

The Department will also:

- seek feedback from ministers' offices and other clients on the quality and timeliness of services provided;
- obtain assessments of performance by external sources such as the Information Commissioner and Privacy Commissioner;
- review results of a third-party study of the Access to Information Program;
- determine the level of acceptance among partner departments regarding leadership and coordination of the IPR process;
- determine the extent to which policy advice and recommendations are reflected in downstream products (e.g. Cabinet presentations, speeches); and
- assess the extent to which international policy dimensions are reflected in the government agenda (as expressed in the Speech from the Throne, the federal budget, and economic and fiscal updates).



## 5.4 Corporate Services



### ►5.4.1 Strategic Outcome

Delivery of cost-effective support services to Foreign Affairs Canada and International Trade Canada, enabling them to achieve their objectives.

### ►5.4.2 Total Planned Spending (Net of Revenue)

Planned Spending	\$292.6 million
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This amount refers to the Foreign Affairs Canada portion of the total.

### ►5.4.3 Business Line Overview

#### Roles and Benefits

Every aspect of the operations of Foreign Affairs Canada depends on infrastructure supplied by Corporate Services, including human resources, security, corporate finance, strategic planning, internal audit and evaluation, information technology (IT) and management, and property and materiel management services.

The Office of Protocol also falls under Corporate Services. It provides the government's first point of contact with the foreign diplomatic community in Canada. In addition, it handles international travel and hospitality on behalf of the Prime Minister, members of Cabinet and the Governor General.

#### Key Partners

In carrying out its work, Corporate Services collaborates with a wide range of partners, including:

- federal departments and agencies with international operations;

- central agencies of the federal government, including the Privy Council Office, Treasury Board of Canada Secretariat, Public Service Human Resources Management Agency of Canada, Public Service Commission of Canada and Canada School of Public Service;
- the provinces and territories;
- the Prime Minister's Office and Rideau Hall;
- the diplomatic community in Canada;
- employee unions and associations; and
- the private sector.

#### Challenges, Risks and Major Changes

Major challenges, risks and changes affecting the work of Corporate Services are as follows:

- The division of the former Department of Foreign Affairs and International Trade into two separate departments is placing increased demands on Corporate Services – not only in effecting that change as efficiently and smoothly as possible, but also in planning for services to be provided on an ongoing basis thereafter to both organizations.
- Release of the Auditor General's Report on the government's sponsorship program in February 2004 has focused intense media and public attention on the need for greater transparency and accountability in the use of public funds. This issue will remain firmly in the public eye for some time, given the high profile of various inquiries into the matter, including the inquiry headed by Mr. Justice John H. Gomery, which is expected to begin public hearings in September.
- The issue of fiscal responsibility and integrity was strongly emphasized in the March 2004 federal budget, in which the Finance Minister announced various measures to improve expenditure management and oversight, including:
  - appointment of professionally accredited comptrollers in every department;



- reorganization and strengthening of the internal audit and monitoring functions, based on sound risk analyses of all departmental activities; and
  - introduction of modern, real-time information systems to track spending. Foreign Affairs Canada will comply fully with implementation of these budget measures, beginning immediately.
  - Also in March 2004, Treasury Board announced numerous reviews related to fiscal management. First, it will assess current spending and programs in the 30 largest departments and agencies to determine their continued relevance and the prospects for potential reallocation of expenditures or program rationalizations. Second, it will undertake nine reviews of government operations in areas such as capital asset management, corporate and administrative services, and use and management of information technology. Foreign Affairs Canada will integrate these activities into its own work over the course of 2004-2005.
  - The cost of doing business abroad has increased as a result of the need for enhanced security caused by growing economic and political instability in certain regions of the world. Furthermore, the number of federal and provincial players operating outside Canada continues to increase.
  - The number of interdepartmental – or horizontal – files pertaining to key government priorities is increasing markedly, along with the demand for corporate services from a substantial range of clients and stakeholders.
  - Infrastructure capacity at some missions is being strained by the steady growth in Government of Canada staff working abroad (600 new positions have been created in the past three years, mostly by other departments). To address space shortages, as well as safety and security problems, Foreign Affairs Canada is carrying out a program of construction, renovation and expansion of chanceries in G8 countries and other capitals. Corporate Services is also addressing space pressures at headquarters.
  - Information technology is crucial to every aspect of the work done by Foreign Affairs Canada and its federal partners co-located at missions abroad. There is constant demand to replace or upgrade IT systems to maintain the highest possible compatibility, security and service to clients. Any inefficiencies or interruptions would impair the ability of all partners at missions to carry out their mandate.
  - The planned implementation of the Public Service Modernization Act will enable Corporate Services to use more flexible methods of managing human resources and to foster more collaborative labour-management relations.
- **5.4.4 | Priorities and Plans**
- Priorities for 2004-2007**
- 
- Corporate Services has identified the following priorities for 2004-2007:
- managing the transition from one to two departments as smoothly and effectively as possible, minimizing disruption in both Foreign Affairs Canada and International Trade Canada; modernizing the Foreign Service and the Department's human resource practices;
  - ensuring a stable financial foundation for Foreign Affairs Canada and International Trade Canada by:
    - implementing new measures related to fiscal management outlined in the March 2004 federal budget;
    - allocating resources as strategically as possible in accordance with government-wide imperatives and departmental priorities; and
    - retaining the flexibility to deal effectively with international crises and other unforeseeable events;
  - continuing the implementation of a modern management action plan; and
  - increasing collaboration with key partners in managing federal assets abroad.



## *Managing the Transition from One to Two Departments*

Corporate Services is striving to effect the transition to two separate departments in a manner that is as smooth and efficient as possible. The objective is to support employees and minimize disruption in the services provided by the Department to its clients, stakeholders and partners.

In managing the ongoing transition, Corporate Services will:

- actively participate in the organization of both departments;
- reallocate resources to meet new government priorities, ensuring that they meet the budget reduction targets set last year by Treasury Board;
- implement new fiscal management measures outlined in the federal budget; and
- create effective organizational structures and business processes for the ongoing delivery of support services to both departments.

Throughout the transition period and beyond, Corporate Services of Foreign Affairs Canada will continue to provide corporate services to International Trade Canada.

## *Ensuring a Stable Financial Foundation for the Department*

Foreign Affairs Canada will continue with the implementation of results-based management throughout its operations. An important element in this process is the reallocation of resources in accordance with government-wide and departmental priorities and key results.

## *Implementing a Modern Management Action Plan*

Corporate Services plays a prominent role in the Department's modern comptrollership action plan, which incorporates the principles and practices of results-based management required by Treasury Board. Key objectives for Corporate Services include:

- development of standards and practices to integrate financial and non-financial performance information, more accurately assess and manage risk, and ensure that appropriate financial controls are in place; and

- use of the latest technologies to improve the information systems used in human resources and financial management in order to make the allocation of all resources more strategic.

See Section 6: Key Government Themes and Management Initiatives for information on aspects of the modern management action plan being undertaken in 2004-2005.

## *Increasing Collaboration with Key Partners in Managing Federal Assets Abroad*

Foreign Affairs Canada will continue to strengthen its working relationships with federal partners to manage federal assets outside Canada as effectively as possible, recognizing that missions are a critical government-wide resource.

## **Ongoing Priorities**

### *Capital Projects Planned for 2004-2005*

The cost of renovations necessary to accommodate federal and provincial partners co-located at missions abroad is recovered by Foreign Affairs Canada from the partners involved. Over the next year, the largest contributor to these international capital projects will be Citizenship and Immigration Canada (CIC), which has increased and redeployed its staff abroad to handle tighter visa controls and other changes to the immigration program. CIC will provide more than \$10 million over the next two fiscal years for chancery renovations and other projects in Abu Dhabi, Accra, Bucharest, Dhaka, Kuala Lumpur, Kyiv, Riyadh and Singapore. The Department is also working with CIC to establish a new Consulate General in Chandigarh. This mission will be used primarily by CIC for immigration program activities. Future projects involving CIC include an addition to the Islamabad chancery, which has been delayed by security and other considerations.

The following capital projects will address space shortages and/or health and safety issues at missions abroad:

- Construction of new chanceries is under way in Ankara (to be completed December 2004) and Berlin (early 2005) and a chancery and seven staff quarters in Seoul (early 2006). New construction includes a chancery and an official



residence in Dhaka and an addition to the existing chancery in The Hague. Other chancery projects are in the planning and design stage in Abuja, Amman, Havana, Lima, Rabat, Rome, Tehran and renovation of the Paris chancery. New leased premises have been completed in Denver this year. Relocation of leased chanceries to more appropriate offices is planned in Abu Dhabi, Bucharest, Budapest, Maputo, Milan and Singapore over the next two years, as well as expansion of the new Kabul chancery (early 2005) and an addition in Beirut.

- A major expansion project related to Quebec's immigration service will be completed this year in Hong Kong.

It should be noted that the Property Management Improvement Plan of Foreign Affairs Canada is about to enter its fourth year of implementation. In 2003, the Department received the international ISO certification for quality management of major project delivery.

### **Information Management and Technology**

The Department depends on information management and technology (IMT) for management, operations and delivery of service to its clients. Foreign Affairs Canada's IMT investment allows the Government of Canada to respond in real-time or near-time to world events, and supports Government-wide initiatives such as Government On Line. Corporate Services will continue to ensure the sustainable ongoing delivery of existing common and shared IMT services to agreed levels of service, notably through completion of the cyclical replacement of the common-service network, and implementation of the Records Documents Information Management System, the shared Government-wide document management software. Capability to adjust service offerings to match changing demand flexibly and cost-effectively will be strengthened. Business lines will be offered more support and coordination in making more effective use of IMT to meet departmental key results.

### **Modernization of Human Resources Management**

Priorities in this area focus on the following elements:

#### *Leadership*

Foreign Affairs Canada provides leadership at all levels that promotes results, encourages innovation, supports work-life balance, rewards excellence and fosters employee commitment. Over the next year, performance management agreement plans of senior staff will be more closely aligned with the corresponding department's business plan to contribute to overall results. Corporate Services will also design and coordinate a new performance management program for all employees below the executive level, based on competencies and results.

#### *Organization of the Workforce*

Corporate Services will make it easier for employees to seek new opportunities by taking the following steps:

- making job descriptions and recruitment practices more transparent;
- continuing to expand the classification structure of the Foreign Service occupational group, pending the outcome of collective bargaining, to more fully recognize different degrees of responsibility, skill and performance quality; and
- increasing the use of generic selection processes in occupational groups to speed up the recruitment and hiring process.

#### *The Right People in the Right Places*

To ensure that Foreign Affairs Canada has a highly skilled and committed workforce, Corporate Services will:

- develop competency profiles for most occupational groups as well as skills and knowledge profiles for heads of missions;
- increase learning opportunities for staff by developing an international affairs curriculum;
- pursue measures aimed at improving working and living conditions for employees posted abroad at those locations where local infrastructure does not meet Canadian standards; and
- improve information management and technology support at missions by continuing to implement



the Enhanced Support Model Abroad for Information Technology initiative.

### *Supportive Workplace*

To help employees of Foreign Affairs Canada perform at their best, Corporate Services will:

- implement government-wide objectives related to human resources modernization, workforce diversity, official languages and learning;
- implement the Treasury Board Policy on the Prevention of Harassment and ensure integration of all means of redress available to employees;
- align employee awards and recognition programs with departmental priorities;
- offer quicker and less formal means of resolving disputes, in keeping with the Public Service Modernization Act; and
- implement the model for labour-management relations required by that legislation.

### ►5.4.5 | Performance Monitoring

Foreign Affairs Canada will conduct surveys, audits and evaluations in keeping with its emphasis on results-based management. The information gained through these monitoring activities will be used to further refine management practices and to compare actual outcomes with expected results, which will benefit future planning and priority setting.

Client surveys conducted by the Department indicate progress in meeting objectives related to client satisfaction. Over the coming year, Corporate Services will use the methods for measuring performance contained in the Management Accountability Framework <<http://www.tbs-sct.gc.ca/maf-crg>> established by Treasury Board to evaluate:

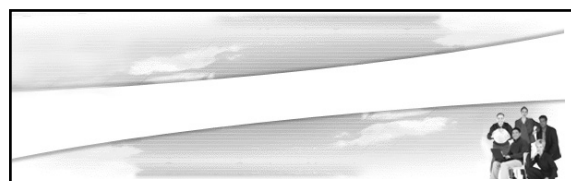
- progress in planning, performance reporting, risk management, and corporate information systems and controls;
- quality assurance in contracting as well as in financial, knowledge, property and asset management; and

- stewardship of information technology.

Corporate Services will use the Treasury Board framework to assess performance in human resources management. This includes:

- analysis of the workforce of both departments to determine whether it is:
  - representative of Canada's population;
  - meeting official languages requirements; and
  - taking steps to build its capacity and ensure ongoing leadership;
- analysis of the workplace to ascertain whether it:
  - is supportive of employees;
  - provides learning and growth opportunities for staff; and
  - recognizes and rewards excellence;
- examination of whether both departments have a comprehensive human resources development plan in place that includes initiatives related to leadership, recruitment, retention, succession, learning, work-life balance, official languages and employment equity;
- measurement of progress in achieving identified human resources priorities as well as in evaluating and improving employee engagement;
- measurement of the quality of internal leadership and labour relations; and
- analysis of the effectiveness of training programs.

## 5.5 | Services to Partner Departments





### ►5.5.1 | Strategic Outcome

Delivery of cost-effective support services to partner departments, enabling them to achieve their international objectives.

### ►5.5.2 | Total Planned Spending (Net of Revenue)

Planned Spending	\$550.5 million
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### ►5.5.3 | Business Line Overview

#### Roles and Benefits

The Department has the mandate to provide a common services infrastructure (management of the procurement of goods, services and real property) for federal government departments and agencies operating outside Canada. Use of these common services is mandatory when departments are delivering Canada's diplomatic and consular programs abroad and is optional when delivering other programs and services. The support ranges from provision of office space and staff quarters to financial and personnel administration, materiel management, maintenance, telecommunications and miscellaneous support services. Similar services are offered to Crown corporations and provincial and foreign governments (known as co-located entities) at missions where there is excess capacity and where such co-location will not interfere with normal operations.

Federal departments and agencies are responsible for providing the Department with the funding related to the incremental cost of the common services support they require to deliver their legislated mandates. Co-located entities provide funding for the full cost of services provided to them.

Other departments benefit from this common services infrastructure as it provides them with one-stop local access to the services required to operate abroad, somewhat analogous to the services provided domestically by organizations such as Public Works and Government Services Canada and the Public Service Commission. The government also realizes economies of scale in this one-stop approach to the delivery of common services and infrastructure support abroad.

#### Key Partners

With the creation of International Trade Canada as a separate department, Foreign Affairs Canada will provide common services and infrastructure support to 15 federal government departments, six agencies and three provinces operating abroad. The departments with large international programs include the Canadian International Development Agency, Citizenship and Immigration Canada, International Trade, National Defence, Solicitor General and Royal Canadian Mounted Police. Other federal departments with staff abroad are Agriculture and Agri-Food Canada, Canadian Heritage, Environment Canada, Finance, Justice, Health Canada, Human Resources and Skills Development, Natural Resources Canada, and Public Works and Government Services Canada. Federal agencies with representation abroad include the Bank of Canada, Canada Border Agency, Canadian Space Agency, Canadian Tourism Commission, Export Development Canada, National Film Board and Telefilm Canada. The provinces with representation abroad are Alberta, Ontario and Quebec. Canada also has co-location agreements with Australia and the United Kingdom (with consular service agreements in a number of locations).

#### Challenges, Risks and Major Changes

##### *Growth in Demand*

An increasingly complex international environment – including the attacks of September 11 and the ensuing campaign against terrorism, the rise in deadly infectious diseases such as HIV/AIDS, and the need for clearer and more effective rules governing the rapid growth in international trade and investment – is reflected in a more demanding international agenda for Canada. Within the government itself, the circle of participants in international affairs has widened considerably and more branches of government have become involved in international policy and programming. Since 2001, almost 200 positions a year have been added at foreign missions. By the end of this fiscal year, there will be about 6,500 federal employees outside Canada. Of the program (non-administrative) staff abroad, approximately 75% are involved in the delivery of programs of partner departments, agencies or co-located entities. The remaining 25% are dedicated to the delivery of programs and services of Foreign Affairs Canada.



This growth has a cumulative impact on the availability of office space, requirements for information technology and IT support, and the need for additional administrative support personnel. Representation abroad is costly, with significant overhead and limited flexibility. Issues include the risk of running out of suitable available space (one third of missions have reached this threshold), needed upgrades to information management infrastructure, and increased security threats. Foreign Affairs Canada, along with partner departments, will review lower-cost options, including alternative delivery mechanisms (honorary consuls, single-purpose micro-missions, etc.), a governmental framework to guide the opening and closing of missions abroad, and greater flexibility to reallocate funds across programs and branches.

### *Policy Change*

Government departments abroad operate under the 1995 framework for foreign policy, which aims to:

- protect our security within a stable global context;
- increase prosperity and employment through greater trade and investment; and
- project Canadian values and culture internationally.

A new foreign policy vision, reflecting Canada's priorities, capacities and interests within the context of a changing global environment, is currently being developed. This new policy direction will guide a more dynamic and whole-of-government approach to representation abroad, in the face of ongoing changes in the international environment and in government priorities, and will put additional pressure on the common services delivery infrastructure.

### ►5.5.4 | Priorities and Plans

To respond to the challenges, the Department has set the following priorities:

#### **Policies and Processes to Facilitate More Strategic Deployment of Representation Abroad**

This includes:

- reinforcement of existing governance structures with partner departments;

- expected establishment of a new deputy-level committee to implement the new international vision and provide senior-level integration of policy and program decisions regarding representation abroad and related common service delivery; and
- implementation of an annual review of representation abroad and an improved planning process to ensure that program requirements and common service delivery implications are considered simultaneously. This includes an annual review of changes – both actual and anticipated – in representation abroad to facilitate a more flexible, dynamic and cost-effective common service infrastructure.

#### **Frameworks to Facilitate Common Service Delivery at Missions**

This includes:

- implementation of the interdepartmental Memorandum of Understanding on Operations and Support at Missions (the generic MOU) and related service delivery standards to guide and support the delivery of consistent, predictable and transparent common services at missions and headquarters;
- development of department-specific annexes to the generic MOU to address partner-specific terms and conditions at missions abroad; and
- development of a revised cost recovery framework to guide mission management and address sustainability issues.

#### **Simplified Administration Policies and Programs**

This includes the review of internal and partner processes in support of the frameworks for common service delivery at missions.

### ►5.5.5 | Performance Monitoring

The Department will introduce an annual review of representation abroad and intensify consultations with partners to identify and address issues as they arise. The report on representation abroad prepared in



2003-2004 provides baseline information that can be used to better align resources with departmental and governmental priorities. Implementation of the generic MOU covering service standards will provide the basis for surveys on how well the Department is fulfilling this function. Partner departments will be surveyed on the effectiveness of these services.

Finally, all aspects of the Department's services to partners at missions abroad are reviewed as required by audit and evaluation professionals from this and other federal departments.

## 5.6 | Passport Services



### ►5.6.1 | Strategic Outcome

Provision of internationally respected travel documents, including passports, to Canadian citizens and eligible residents of Canada.

### ►5.6.2 | Total Planned Spending (Net of Revenue)

Planned Spending	\$173.7 million
Minus Planned Respendable Revenue	\$166.2 million
Equals Total Planned Spending (Net of Revenue)	\$7.5 million

The Passport Office finances its operations entirely from the fees charged for passports and other travel documents. In fiscal year 2004-2005, the Passport Office forecasts that it will collect fees in the amount of \$166.2 million; will receive supplemental funding of \$7.5 million to implement a strategy to make Canadian passports more secure; and will spend \$173.7 million.

The Passport Office operates under a revolving fund that allows it to carry over surpluses and deficits. Surplus revenues are carried over to offset future shortfalls. The accumulated net charge against the fund's authority is limited to a maximum of \$4 million.

### ►5.6.3 | Business Line Overview

#### Roles and Benefits

The Passport Office is a special operating agency of the Department and operates much like a private sector enterprise. It is responsible for the issuance, revocation, refusal, recovery and use of Canadian passports. It provides guidance to the Department's missions about issuing passports abroad and supervises all matters related to Canadian travel documents. There are 29 passport offices across the country <[http://www.ppt.gc.ca/passport\\_office/our\\_offices\\_e.asp](http://www.ppt.gc.ca/passport_office/our_offices_e.asp)>. In all aspects of its operations, the Passport Office must meet exacting performance standards.

#### Key Partners

The Passport Office works closely with:

- provincial and territorial governments, particularly registrars of vital statistics;
- law enforcement and security agencies, as well as others who have an interest in secure identity documents in Canada and abroad;
- the International Civil Aviation Organization (ICAO);
- other federal departments and agencies; and
- Canada's "Five Nations" partners: the United Kingdom, the United States, New Zealand and Australia.

Collaboration with foreign passport authorities enables the Passport Office to share best practices, which in turn improves its planning and management strategies.

#### Challenges, Risks and Major Changes

In response to the changing global environment, the Passport Office has, in the last two years, placed priority on projects related to enhanced security. While these efforts continue to be important for the organization, another consequence of the changing global environment is an increased demand for passport services. The challenge for the Passport Office has always been to balance security, service needs and costs.



Security-related projects are resource-intensive. The Passport Office has a limited amount of resources and must, therefore, consider where the organization's investment is best placed. As a result, the priority for the Passport Office for the foreseeable future will be on service-related activities.

The Passport Office is currently facing financial pressure from several sources. Difficulties in obtaining the last fee increase delayed its implementation. By the time the fee increase was implemented, funding was at a critically low point and the organization was forced to borrow. The lack of capital resulting from this delay led to the delay of new programs. Although many new security projects were funded through the Public Security and Anti-Terrorism program, other security initiatives embedded in the passport entitlement and issuance processes were not, and these proved costly. Also, the capital program capacity is challenged to find the right balance between investment in innovative projects and maintenance of infrastructure. The Passport Office must maintain its infrastructure and leasehold agreements, leaving fewer resources available for investment.

Due to all of these factors, the priority for the organization will be on initiatives that provide maximum return on investment and respond to its core business, the provision of passport services. Focus will be placed on activities that provide immediate or short-term results in maintaining or increasing service provision and/or reducing operating costs. This does not mean that security initiatives will be ignored; it simply means that these initiatives will need alternative funding so they do not have a negative impact on service provision.

### ►5.6.4 | Priorities and Plans

The Passport Office's priorities for 2004-2005 are to:

- improve accessibility and service delivery through increasing flexibility, focusing on clients and better managing passport demand;
- maintain international acceptance of the Canadian passport by ensuring its compliance with international standards; and
- strengthen the leadership of the organization in all aspects of its business by achieving results in the delivery of the Passport Office's corporate vision.

### Improve Accessibility and Service Delivery

As reported in the 2003-2004 *Report on Plans and Priorities*, the Passport Office will continue to look at ways to increase the means by which Canadians can apply for passport services and ways to improve the efficiency with which those services are provided.

One of the key activities under this priority is a re-engineering project for front counter, mail-in and Member of Parliament services. The benefits to Canadians will be improved cycle and turnaround times and reduced waiting times. The Passport Office will also benefit from planned reductions in unit cost.

The Receiving Agent project is expanding due to its continued success. This project involves setting up a network of delegated agents to improve Canadians' access to services in remote locations and reduce demand on urban passport offices.

The renewal project will offer eligible passport bearers the opportunity to renew their passport using a simplified process. The intended benefits will be a shorter turnaround time for applicants and a 20% reduction in unit cost for the Passport Office.

The Passport Office is also involved in the Government On-Line (GOL) program through Passport On-line. The goal of the Passport On-line project is to develop an interactive, Web-based system that will allow applicants to complete their application and pay for their passport on-line. This project is intended to reduce turnaround and wait times at both counter and mail-in operations, provide Canadians with more convenient access to services, and reduce the burden on regional passport offices. This initiative originally included a "proof of concept" plan to develop electronic links with the provinces so that the Passport Office would be able to verify on-line applicants' vital statistics, eliminating the need for these applicants to send their birth certificates with their application. (For an update, see the second paragraph under the next heading.)

The Passport Office, jointly with the Department itself, will investigate the best way to cope with the issuance of travel documents by Canada's missions abroad, given the changes to document requirements for travel to certain countries. One option under consideration is the central production in



Canada of all documents, as it may be easier to utilize new production technologies in Canada. Central production would ensure that all Canadians, no matter where they reside, would be able to obtain machine-readable passports that comply with new travel requirements. Centralized production would also ensure that all applicants receive equal, secure and cost-effective service.

### **Maintain International Acceptance of the Canadian Passport**

The global environment makes it necessary for the Passport Office to investigate ways to incorporate innovative security measures into the passport entitlement and production processes. However, security initiatives are costly, being technology-dependent and resource-intensive. Several projects were begun last year, as reported in 2003-2004, but were taken only to the proof of concept stage. Many of these initiatives are too costly for the Passport Office to continue, using its own resources, so alternative methods of funding will be necessary for these projects to go forward.

As mentioned, the E-links project was initially conceived as a proof of concept to enhance the Passport On-line (POL) initiative. The plan was to electronically verify vital information with the issuing authorities, eliminating the need for applicants to provide their birth certificate when applying on-line. Due to post-9/11 and related security concerns, the decision was made to apply E-links to all applicants. As a result, the scope of this project greatly expanded into authenticating electronically birth certificates submitted with all passport applications, not only those submitted through POL. The proof of concept, as first developed, allowed for testing of the technology and the identification of possible impacts if and when the project would be expanded to fit the new role. It enabled the Passport Office to address major policy issues between provincial vital statistics agencies. The E-links project is now in its third phase and has evolved into the National Routing System, a network to facilitate information exchange. The Passport Office is partnering with Statistics Canada to look at ways to gather information. Given the increase in scope, the Office is searching for alternative ways to fund the next phases of the project. The benefit of this project to Canadians is a more secure issuance process.

Requirements for travel documents are evolving. The newest ICAO standard calls for embedding chip technology into the passport in order to enable biometric identification. Meeting this standard will be an expensive proposition, and methods of funding are yet to be determined. The benefit of this project will be the international acceptance of the Canadian passport.

Facial recognition has become the internationally accepted biometric for use in travel documents. Implementing facial recognition technology will prevent applicants from using a false identity to obtain a passport, improving the integrity and security of the passport. The Government of Canada funded the Passport Office to evaluate and provide an assessment of this technology. The evaluation is complete and a business case has been finalized. Decisions must now be made regarding incorporation of this technology into the issuance process. This is an extensive project, and as a result alternative sources of funding will be required.

### **Strengthen Leadership, Planning, Communications and Accountability**

In response to the service delivery and financial challenges that the Passport Office has faced in recent years, activities will be undertaken to strengthen leadership and decision making. Strengthening the planning process will result in better use of resources. A communications plan and framework will ensure that plans and activities are well communicated throughout the organization so that everyone understands priorities. Developing clear lines of accountability will ensure that all responsible individuals understand which results they are accountable for.

#### **► 5.6.5 | Performance Monitoring**

The Passport Office continuously monitors service transactions and client satisfaction to ensure that its established service standards <[http://www.ppt.gc.ca/passport\\_office/philosophy\\_e.asp](http://www.ppt.gc.ca/passport_office/philosophy_e.asp)> are being met. This monitoring is carried out using a variety of methods, including client surveys. Results of performance monitoring are used to reallocate resources and improve services as required. The Passport Office also uses a variety of indicators to evaluate results, such as the number of travel documents issued, the number of passports delivered within service standards, the number of very satisfied clients, and the average waiting



## 5 Plans and Priorities by Business Line and Strategic Outcome

time for over-the-counter service. A new management information system has been created to give all managers access to critical performance measures, so that they have accurate and up-to-date information to assist with decision making.



# Key Government Themes and Management Initiatives



## Section 6

The Department continues to implement government-wide objectives related to a number of issues, including modern comptrollership, Government On-Line, the Service Improvement Initiative and sustainable development. Planned activities related to these initiatives are reported below.

### 6.1 | Modern Comptrollership (Modern Management Practices)

The Department's modern comptrollership action plan describes what it will do to improve and update its management. The plan incorporates the principles and practices of results-based management, as required by the Treasury Board of Canada Secretariat (TBS). In implementing the action plan, the Department will continue to develop standards and practices to integrate financial and non-financial performance information, more accurately assess and manage risk, ensure that appropriate control systems are in place, and develop a shared set of values and ethics among all staff. Specific modern management practices with planned, or continued, implementation during 2004-2005 include:

- The newly formed Management Change Taskforce will coordinate all management change
- and organizational renewal work in the Department. The taskforce will as well collect and implement best practices from within the Department and from other foreign ministries.
- The e3 (equilibrium, effectiveness, excellence) initiative is a multi-year change effort dedicated to striking a balance between clear priorities and the resources available to achieve them. E3 is both a formal process (which seeks to find new ways of doing things and new ways of organizing the Department to identify and deliver on priorities) and an informal process (a way of thinking about what employees do and for whom).
- Strategic planning will continue to improve. The business plan process now incorporates mission input, ensuring that program results targeted by missions are in alignment with the Department's priorities. The Physical Resources and the Information Management and Technology bureaus will collaborate in completing an annual Long-Term Capital Plan. This plan should assist the Department in managing projects and capital assets that support programs. A new manager in the Physical Resources Bureau will identify



innovative ways to deliver the Department's property and materiel management programs.

- The InfoBank project will ensure that corporate records can be easily retrieved. (InfoBank is a comprehensive set of information management policies, practices and tools for both paper and electronic documents.)
- Pursuant to TBS principles <[http://www.tbs-sct.gc.ca/maf-crg/maf-crg\\_e.asp](http://www.tbs-sct.gc.ca/maf-crg/maf-crg_e.asp)>, the Department will develop and issue a Management Accountability Framework. This framework will provide managers with the Deputy Minister's expectations for modern management. It will provide a clear list of management expectations within an overall framework for high organizational performance.

## 6.2 | Government On-Line and Service Improvement Initiative



The goal of the Government On-Line (GOL) initiative <<http://www.gol-ged.gc.ca>> is to use information and communications technology to provide Canadians with access to citizen-centred, integrated federal government services, anytime, anywhere and in the official language of their choice. GOL will make it easier for Canadian citizens and businesses, as well as foreigners, to find what they need through one-stop Internet access points, or portals. Services and information are organized by theme, such as "Environment," or by client group, such as "Services for Seniors," rather than solely by government department. By providing trustworthy, timely and streamlined access to information and services, the on-line environment will complement and enhance traditional service delivery and become the backbone that sustains the delivery of services through all channels.

The Department will continue to play a key role in the GOL and Service Improvement Initiative, leading the international component of the initiative and working in partnership with other departments that have inter-

national programs and services. Drawing upon its role as the common services provider for the government outside Canada, the Department will continue to coordinate issues interdepartmentally from a foreign policy and international trade perspective and champion the effort to develop the Internet gateway for non-Canadian clients <<http://canadainternational.gc.ca>>. This interdepartmental gateway provides a single point of access to information and services related to doing business with Canada; visiting, working, or studying in Canada; and exploring Canada's role in the world. The Department will also continue to lead development of the Web resources related to travel at home and abroad located at the government's Internet gateway for Canadians.

The largest GOL project undertaken by the Department during 2004-2005 will be the Passport On-line (POL) project. POL will streamline existing processes by allowing clients to complete, print and pay for passport applications on-line. The application form can then either be mailed, along with the required photos, guarantor information and signatures, or it can be presented in person at a passport office. POL will substantially improve efficiency, since the majority of the applicant's information will reside in a database and payment will already have been processed by the time the application is received.

The Government of Canada's Service Improvement Initiative is designed to achieve significant, measurable and sustainable improvement in client satisfaction with services provided by federal departments and agencies. Foreign Affairs Canada will continue to participate in the government-wide initiative by:

- leading the Government of Canada's client-centred International Service Vision. This vision is intended to examine and provide recommendations as to how Government of Canada information and services are provided to Canadians, Canadian businesses and non-Canadians internationally. Once it is implemented, Canadians and non-Canadians alike can expect better and more consistent services from the Government of Canada through their channel of choice: Internet, telephone, mail, or in person; and
- leading the Passport Office's National Routing System project and the Live, Learn and Succeed in Canada project. These projects, the product of



collaborative efforts by a number of federal government departments working with other levels of government, will transform the way government services are provided to the public.

The National Routing System (NRS) will connect provincial/territorial vital statistics agencies both among themselves and with two federal partners. The NRS will enable Statistics Canada to update and query birth and death records and will facilitate the Passport Office's authentication of birth certificates, reducing passport entitlement fraud. Information privacy will be preserved through the use of information brokers to route queries and notices and the implementation of appropriate security measures. No central repository of identity-related information will be created. A reduction in identity fraud will enhance security and strengthen Canada's image abroad.

### 6.3 | Sustainable Development



Sustainable development (SD) is a basic theme of Canadian foreign and trade policy and is implicit in the objectives and priorities of the Department. Canada's commitment to SD promotes Canadian values abroad, in particular the advancement of human rights, good governance and adherence to the rule of law. It enhances Canadian prosperity and employment by contributing to long-term economic growth and to

our reputation as a responsible trading partner – one that works to ensure that trade and investment have a positive effect on human rights, environmental protection and labour standards. The SD commitment also helps shape a more stable global security framework, by reinforcing accountable and transparent institutions, social stability and economic inclusion.

As required by the Auditor General Act, the Departments tabled *Agenda 2006: A Sustainable Development Strategy for the Departments of Foreign Affairs and International Trade* in February 2004. *Agenda 2006* sets out plans for advancing SD in the 2004-2006 period within the context of four goals: (1) ensure greater integration of SD in departmental policies, programs and operations; (2) ensure that Canada's commitment to SD is evident in our bilateral, regional and multilateral relations; (3) promote international security and respect for human rights, good governance and the rule of law as prerequisites for sustainable development; and (4) implement the Departments' priority commitments related to the outcomes of the World Summit on Sustainable Development, held in Johannesburg in 2002.

The following commitments in the strategy are expected to be completed during this fiscal year and are therefore reflected in this year's business plan:

- Participate in the 10-year review of the North American Agreement on Environmental Cooperation to better conserve, protect and enhance the North American environment through cooperation and effective enforcement of environmental laws.
- Provide international coordination and policy leadership for the universalization, implementation and sustainability of the Ottawa Convention, the international framework for ensuring that the human tragedy caused by landmines is permanently addressed.
- Engage partners, geographic bureaus and missions in human security planning, programming and monitoring within the context of the Peacebuilding and Human Security Program, created to advance Canada's foreign policy objectives for human security.
- Continue promotion of the entry into force of the Convention for the Conservation of Highly



Migratory Stocks in the Western and Central Pacific Ocean by February 2005. This includes consulting with the provinces and territories, participating in the Preparatory Conference, encouraging engagement in the process by key fishing states, and considering Canada's own ratification.

- Conclude negotiations for, and consider Canadian membership in, a strengthened Inter-American Tropical Tuna Convention to improve conservation and management of fish stocks.
- Initiate a process at the start of 2004 to construct a global climate regime based on implementation of the Kyoto Protocol and adoption of its Marrakech Accords (with tentative completion in 2005). This will include a rigorous analysis of Canadian interests and options for future commitments to ensure there is a clear definition of Canadian interests as negotiations for the second commitment period begin in 2005.
- Work with other countries to establish a realistic and focused framework for discussions on an international regime to promote and safeguard the fair and equitable sharing of benefits arising out of the utilization of genetic resources.
- Improve departmental knowledge and skill in applying SD principles as a result of training and communications.

To review all the commitments in *Agenda 2006*, visit <<http://www.international.gc.ca/sd-dd>>. Annual progress reports will be available at <<http://www.international.gc.ca/sustain/sd-dd/progress-en.asp>>.



# Financial Information



## Section 7

Table 1: Summary of Capital Spending by Business Line .....	60
Table 2: Details on Project Spending .....	61
Table 3: Summary of Transfer Payments by Business Line .....	62
Table 4: Details of Transfer Payments Programs .....	63
Table 5: Major Initiatives and/or Programs .....	68
Table 6: Sources of Respendable and Non-Respendable Revenue .....	69
Table 7: Net Cost of Program for the Estimates Year .....	70
Table 8: Passport Office Revolving Fund — Statement of Operations .....	71
Table 9: Passport Office Revolving Fund — Statement of Cash Flows .....	72
Table 10: Passport Office Revolving Fund — Projected Use of Authority .....	73



**Table 1: Summary of Capital Spending by Business Line (\$ millions)**

	Forecast Spending 2003-2004	<b>Planned Spending 2004-2005</b>	Planned Spending 2005-2006	Planned Spending 2006-2007
International Business Development	4.5	<b>0.0</b>	0.0	0.0
Trade, Economic and Environmental Policy	1.7	<b>0.0</b>	0.0	0.0
International Security and Cooperation	17.3	<b>17.4</b>	17.4	17.4
Assistance to Canadians Abroad	2.5	<b>1.4</b>	1.4	1.4
Public Diplomacy	1.1	<b>1.1</b>	1.1	1.1
Corporate Services	122.7	<b>103.3</b>	88.4	88.4
Services to Partner Departments	9.7	<b>15.5</b>	15.5	15.5
Passport Services	0.0	<b>0.0</b>	0.0	0.0
<b>Total</b>	159.4	<b>138.7</b>	123.8	123.8

Totals may not add due to rounding.



**Table 2: Details on Project Spending (\$ millions)**

		Current	Forecast	Planned	Planned	Planned	Future
Corporate Services	Status*	Estimated Total Cost	Spending to March 31/04	Spending 2004-2005	Spending 2005-2006	Spending 2006-2007	Spending Requirements
Ankara, Turkey							
Chancery construction	EPA	15.0	3.4	8.4	3.2	0.0	0.0
Berlin, Germany							
Chancery construction	EPA	101.2	85.5	15.7	0.0	0.0	0.0
Dhaka, Bangladesh							
Construction of diplomatic complex	PPA	25.5	10.9	5.3	9.7	3.5	0.0
Moscow, Russia							
10 staff quarters purchase	EPA	15.0	3.2	0.6	0.0	0.0	11.2
Nairobi, Kenya							
Chancery construction	EPA	24.1	23.9	0.2	0.0	0.0	0.0
Port-au-Prince, Haiti							
Chancery construction	EPA	18.2	17.8	1.0	0.0	0.0	0.0
Rome, Italy							
Chancery purchase	PPA	37.6	28.1	0.7	2.5	4.1	0.0
Seoul, Korea							
Construction of chancery and 7 staff quarters	EPA	51.7	21.9	11.0	11.0	7.6	0.0
InfoBank							
Information Management Project	EPA	27.5	14.5	6.1	3.7	0.8	1.6
Total Project Spending		315.8	209.2	49.0	30.1	16.0	12.8

Notes:

\* PPA denotes Preliminary Project Approval and indicates that the project is still in the planning stage.

\* EPA denotes Effective Project Approval and indicates that the project is being implemented.



**Table 3: Summary of Transfer Payments by Business Line (\$ millions)**

	Forecast Spending 2003-2004	<b>Planned Spending 2004-2005</b>	Planned Spending 2005-2006	Planned Spending 2006-2007
<b>Grants</b>				
International Business Development	2.0	<b>0.0</b>	0.0	0.0
Trade, Economic and Environmental Policy	0.8	<b>0.0</b>	0.0	0.0
International Security and Cooperation	21.9	<b>13.9</b>	13.9	13.9
Assistance to Canadians Abroad	0.0	<b>0.0</b>	0.0	0.0
Public Diplomacy	26.4	<b>24.0</b>	24.0	24.0
Corporate Services	0.3	<b>0.3</b>	0.3	0.3
Services to Partner Departments	0.0	<b>0.0</b>	0.0	0.0
Passport Services	0.0	<b>0.0</b>	0.0	0.0
<b>Total Grants</b>	51.4	<b>38.2</b>	38.2	38.2
<b>Contributions</b>				
International Business Development	14.7	<b>0.0</b>	0.0	0.0
Trade, Economic and Environmental Policy	19.7	<b>0.0</b>	0.0	0.0
International Security and Cooperation	426.0	<b>498.2</b>	510.0	510.0
Assistance to Canadians Abroad	0.1	<b>0.1</b>	0.1	0.1
Public Diplomacy	0.0	<b>5.4</b>	5.4	5.4
Corporate Services	0.0	<b>0.0</b>	0.0	0.0
Services to Partner Departments	0.0	<b>0.0</b>	0.0	0.0
Passport Services	0.0	<b>0.0</b>	0.0	0.0
<b>Total Contributions</b>	460.4	<b>503.7</b>	515.5	515.5
<b>Total Transfer Payments</b>	511.8	<b>541.8</b>	553.6	553.6

Totals may not add due to rounding.



**Table 4: Details of Transfer Payments Programs****Grants****International Security and Cooperation****Business Line Objective:**

A peaceful, law-based international system reflecting Canadian values in which Canada is secure from threats from abroad.

**Grants in lieu of taxes on diplomatic, consular and international organizations' property in Canada - \$9.0 million**

*Planned Results:* This grant exists to fulfill Canada's international obligations to foreign diplomatic and consular missions pursuant to the Vienna Convention on Consular Relations as well as obligations pursuant to headquarters agreements in force between Canada and international organizations.

*Milestones:* The purpose of this grant is to pay the tax charges that would normally have been billed to property owned by foreign countries that is recognized as for official use (ambassador residences, chanceries, embassies). Regular monitoring of the number of properties that are eligible takes place. The Department also monitors that the payments for the pre-approved properties are made in the required time frame.

**Public Diplomacy****Business Line Objective:**

Promotion of interest and confidence in Canada abroad and development of an international environment that is favourable to Canada's political and economic interests and reflects Canadian values.

**Grants in Aid of Academic Relations - \$14.2 million**

*Planned Results:* The purpose of these grants is to foster an informed, well-disposed and sustained interest in Canada among foreign professionals and leaders; provide effective Canadian policy responses in education to a changing international environment; and expand markets for Canadian educational services abroad.

*Milestones:* The Department has implemented a Results-based Management and Accountability Framework that specifically covers the above-mentioned grants. This framework will provide the necessary performance measurement, monitoring, audit and evaluation of the agreed short-term, intermediate and long-term outcomes.

*Continued on next page*



### Grants in Aid of Cultural Relations - \$9.8 million

*Planned Results:* The purpose of these grants is to ensure the presence of Canadian professional artists in high-quality cultural presentations abroad; engage foreign agents and impresarios in Canadian arts festivals and showcases; achieve an adequate representation of Canada in arts promotional activities abroad; expand markets for Canadian cultural products and services; and enhance the image of Canada in France through celebrations surrounding the 400th anniversary of Champlain sailing to North America.

*Milestones:* The Department has implemented a Results-based Management and Accountability Framework that specifically covers the above-mentioned grants. This framework will provide the necessary performance measurement, monitoring, audit and evaluation of the agreed short-term, intermediate and long-term outcomes.

### Contributions

#### International Security and Cooperation

#### Business Line Objective:

A peaceful, law-based international system reflecting Canadian values in which Canada is secure from threats from abroad.

### Projects and Development Activities Resulting from La Francophonie Summits - \$8.1 million

*Planned Results:* The fund supports the biennial action plan, ratified by the heads of state and government on the occasion of La Francophonie summits, in the areas of democratic development, consolidation of the rule of law, peace and human security, La Francophonie multilateral cooperation, new information technologies and cultural diversity. The amount contributed by Canada is the subject of interdepartmental coordination and is usually re-evaluated at each summit.

*Milestones:* La Francophonie is situated in a multilateral context and its actions are verified and adjusted by a joint committee made up of Foreign Affairs Canada, Canadian International Development Agency and Agence intergouvernementale de la Francophonie (AIF) <<http://www.agence.francophonie.org>>, which meets three times a year. In addition, the AIF produces a report each year assessing the state of its programming. Canadian programming is also assessed in this report.

*Continued on next page*



**Youth International Internship Program - \$5.9 million**

*Planned Results:* This program develops approximately 390 overseas work placements annually for young Canadians to enhance their employability skills while increasing the number of highly qualified young Canadians with international work skills in the workforce. Placements are consistent with, and aim to further, Canadian foreign policy objectives. The program also reviews the proposed host organizations for all overseas placements developed as part of the Youth Employment Strategy in order to reduce risks to participants associated with overseas work experiences. Finally, the program provides young Canadians with a single point of entry to learn about international employment opportunities.

*Milestones:* Internship program agreements are regularly audited, and the program will be evaluated in 2005 and 2008. Each year the views of young participants, Canadian-based implementing organizations and overseas hosts are surveyed to ensure that the program continues to meet its objectives and constantly improves. Participants are also surveyed two and four years after the program to evaluate longer-term results and ensure the effectiveness of the tools used.

**Assessed Contributions to International Organizations - \$136.0 million**

*Planned Results:* Canada has membership in a wide range of international organizations. The purpose of membership is to further the Government of Canada's foreign policy goals and provide it with a voice in the international community. To this end, the Department makes contributions to international organizations, often in the form of dues or membership fees. These are assessed based on a number of factors, the most common being a percentage of gross national product. The Department is just one of a number of government departments and agencies that participate in these activities. Assessed contributions to individual international organizations that each total in excess of \$5 million include:

• World Health Organization (WHO)	\$ 6,513,000
• Agence intergouvernementale de la Francophonie (AIF)	\$ 11,776,000
• Commonwealth Secretariat	\$ 5,125,000
• Food and Agriculture Organization (FAO)	\$ 15,573,000
• International Atomic Energy Agency (IAEA)	\$ 10,055,000
• International Labour Organization (ILO)	\$ 10,192,000
• NATO Civil Administration	\$ 17,706,000
• Organization for Security and Cooperation in Europe (OSCE)	\$ 17,631,000
• Organization of American States (OAS)	\$ 12,822,000
• World Trade Organization (WTO)	\$ 6,094,000
• Organization for Economic Cooperation and Development (OECD)	\$ 10,549,000
• UN Educational, Scientific and Cultural Organization (UNESCO)	\$ 12,096,000

*Milestones:* Foreign Affairs Canada will adopt a risk-based approach to determine the extent to which these international organizations have oversight mechanisms in place to report on results and financial integrity. Foreign Affairs Canada will rely on evaluation and internal audit reports produced by the evaluation and audit divisions of relevant Organizations and made available to Canada's representative. In addition, external auditor's reports on the annual financial statements of the Organization available to members will be reviewed. When evaluations and audits are not conducted or when there is a certain degree of risk associated with the organization, the Department may jointly with other donors, conduct an evaluation and audit to assess the extent to which results are being achieved and to determine the integrity of financial information.

*Continued on next page*



**Assessed Contribution to UN Peacekeeping - \$174.6 million**

*Planned Results:* Under the Canadian Interests Abroad Program, it is a primary objective of political and international security affairs to contribute to international peace, stability and the rule of law. One of the principal means of achieving this objective is through UN peacekeeping operations that are authorized by the UN Security Council. Assessed contributions to individual peacekeeping operations that each total in excess of \$5 million include:

• United Nations Organization	\$ 75,230,000
• UN Mission of Support in East Timor (UNMISET)	\$ 7,974,000
• UN Interim Administration Mission in Kosovo (UNMIK)	\$ 12,999,000
• UN Mission in the Democratic Republic of Congo	\$ 25,546,000
• UN Mission in Ethiopia/Eritrea (UNMEE)	\$ 7,762,000
• UN Observer Mission in Sierra Leone (UNOMSIL)	\$ 21,426,000
• UN Mission in Liberia	\$ 23,654,000

*Milestones:* The Assessed Contribution to UN Peacekeeping is monitored and assessed on at least an annual basis through the Canadian Permanent Mission to the United Nations at the UN General Assembly. The 5th Committee (Administrative and Budgetary), of which Canada is a member, reviews and approves the annual audited financial statements, financial performance reports, and proposed budgets for each peacekeeping mission. Through Canada's membership on the UN Special Committee on Peacekeeping Operations (Canada provides the vice-chair of the committee and the chair of its working group), the Report of the Secretary-General on Peacekeeping Operations is reviewed annually. Recommendations for improving the performance of peacekeeping operations are made for consideration by the General Assembly.

**Peacebuilding and Human Security Program - \$6.5 million**

*Planned Results:* This program was created to advance Canada's foreign policy objectives for human security, which were determined through a broad interdepartmental consultative process. Priority areas include protection of civilians, peace support operations, conflict prevention, accountability and public safety. During its four fiscal years of operation, the program has funded practical, action-oriented projects in support of Canada's human security agenda both within Canada and abroad. Additional information on the Human Security Program (HSP) can be found at <<http://www.humansecurity.gc.ca>>.

*Milestones:* The HSP will undergo a summative evaluation in 2004-2005 — as mandated by the Treasury Board Policy on Transfer Payments — to assess the achievements of the program, identify lessons learned from its implementation and contribute to the decision making about program renewal. Thirteen recipient projects will be audited in 2004-2005.

*Continued on next page*



### Global Partnership Program - \$96.1 million

*Planned Results:* Canada's Global Partnership Program is being established as a part of the larger G8 Global Partnership Against the Spread of Weapons and Materials of Mass Destruction in countries of the former Soviet Union launched by leaders at the Kananaskis Summit. Under this initiative, G8 members committed to raise up to US \$20 billion in support of specific cooperation projects, initially in Russia, to address a number of non-proliferation, disarmament, counter-terrorism and nuclear safety issues. Among the priority projects are: chemical weapons destruction, dismantlement of nuclear submarines, fissile material disposition and employment of former weapons scientists. Canada's budget will serve to support activities in all of these four priorities in an effort to reduce the proliferation risks associated with materials and weapons of mass destruction (WMD). It should be noted that, at this time, only \$47.1 million of the \$96.1 million in planned spending for contributions under this program have been included in the Department's Main Estimates. Details for the remaining \$49 million in planned spending are under development.

*Milestones:* Canada's Global Partnership Program will be evaluated on the basis of progress in each of the four priority areas. In the first three areas enumerated above, this will be measured in terms of Canadian support of large capital multilateral projects to destroy chemical and nuclear weapons and submarines (e.g. percentage of a destruction facility completed, destruction or transportation equipment procured and installed and ultimately percentage of WMD items destroyed). In the fourth category, the measurement will be the number of scientific personnel engaged for peaceful purposes. In the process of implementing the cooperation projects to meet each of these milestones, a rigorous audit and evaluation framework will be established in compliance with Canadian legal and policy requirements will be a condition to proceeding. These requirements include, among others: access, monitoring and transparency measures, privileges and immunities, liability, taxation and intellectual property protections.

### Extension of the Canadian Landmine Fund - \$5.9 million

*Planned Results:* The objective of the Canadian Landmine Fund (CLF) is to promote universalization and implementation of the Ottawa Convention. The CLF launches and supports projects that improve the advocacy capacity of mine action groups, assist in universalization and ratification of the Ottawa Convention, increase use of mine action information for decision making, promote the use of safer, more efficient and affordable demining technologies, improve mine action planning, clear high-priority lands, increase mine action capacity, rehabilitate landmine victims and reintegrate them into society. The Nairobi Summit for a Mine-Free World, November 29 to December 3, 2004 the Ottawa Convention's Review Conference, will serve as the focus for all CLF activities over the coming year and offers an excellent opportunity to advance Canada's priorities in overcoming the remaining challenges posed by landmines throughout the world. For further information, visit the Government of Canada's mine action Web site <<http://www.mines.gc.ca>>.

*Milestones:* The detailed RMAF of the Canadian Landmine Fund includes a wide range of measurements to ensure that the Fund's objectives are met.



**Table 5: Major Initiatives and/or Programs**

Any departmental major initiative or project administered as a Grant or Contribution appears in the preceding table (i.e. Table 4: Details of Transfer Payments Programs). Any such major initiative or program not administered through Grants or Contributions is discussed in the relevant portion of the "Plans and Priorities by Business Line and Strategic Outcome" section of this document.



**Table 6: Sources of Respendable and Non-Respendable Revenue (\$ millions)**

Respendable Revenue	Forecast Revenue 2003-2004	Planned Revenue 2004-2005	Planned Revenue 2005-2006	Planned Revenue 2006-2007
<b>International Business Development</b>				
Trade fairs and trade/investment technology missions	1.1	0.0	0.0	0.0
<b>Assistance to Canadians Abroad</b>				
Specialized consular services	2.4	2.6	2.6	2.6
<b>Public Diplomacy</b>				
Canadian Education Centres	0.4	1.1	1.1	1.1
International Youth Exchange	1.2	1.2	1.2	1.2
	1.6	2.3	2.3	2.3
<b>Corporate Services</b>				
Training services	5.0	5.0	5.0	5.0
Real property services abroad	9.0	9.3	9.3	9.3
Telecommunications services	1.2	2.1	2.1	2.1
	15.2	16.4	16.4	16.4
<b>Passport Services</b>				
Passport fees	150.7	166.2	182.5	200.6
<b>Total Respendable Revenue</b>	171.0	187.5	203.8	221.9
<b>International Business Development</b>				
Contributions repaid under the Program for Export Market Development	2.3	0.0	0.0	0.0
<b>Trade, Economic and Environmental Policy</b>				
Import and export permit fees	16.0	0.0	0.0	0.0
<b>Assistance to Canadians Abroad</b>				
Consular fees	53.3	58.6	64.4	70.7
<b>Corporate Services</b>				
Sales of properties and other assets	6.8	18.4	10.0	10.0
Employee rent shares	10.9	12.2	12.2	12.2
Services provided to the Passport Office	4.4	4.4	4.4	4.4
Adjustment to previous years' expenditures	12.8	3.0	3.0	3.0
Other	1.0	1.0	1.0	1.0
	35.9	39.0	30.6	30.6
<b>Total Non-Respendable Revenue</b>	107.5	97.6	95.0	101.3
<b>Total Respendable and Non-Respendable Revenue</b>	278.5	285.1	298.8	323.2

Totals may not add due to rounding.



**Table 7: Net Cost of Program for the Estimates Year (\$ millions)**

	<b>Total</b>
<b>Net Planned Spending</b>	<b>1,832.3</b>
Plus: Services received without charge	
Accommodation provided by Public Works and Government Services Canada (PWGSC)	18.4
Contributions covering employer's share of employees' insurance premiums and costs paid by Treasury Board Secretariat (excluding revolving funds)	39.6
Worker Compensation coverage provided by Human Resources and Skills Development Canada	0.2
Salary and associated expenditures of legal services provided by Justice Canada	1.2
<b>Total</b>	<b>59.4</b>
<b>Total Cost of Program</b>	<b>1,891.7</b>
Less: Non-Respendable Revenue	97.6
<b>Total</b>	<b>1,794.1</b>
<b>2004-2005 Net Cost of Program</b>	<b>1,794.1</b>

Totals may not add due to rounding.



**Table 8: Passport Office Revolving Fund – Statement of Operations (\$ millions)**

	Forecast Spending 2003-2004	Planned Spending 2004-2005	Planned Spending 2005-2006	Planned Spending 2006-2007
<b>Respendable Revenue</b>	150.7	<b>166.2</b>	182.5	200.6
<b>Operating Expenses:</b>				
Salaries and employee benefits	75.7	<b>86.7</b>	95.9	106.4
Employee termination benefit	0.4	<b>0.4</b>	0.4	0.4
Passport material and application forms	9.9	<b>10.8</b>	11.8	13.0
Passport operations at missions abroad	4.4	<b>4.4</b>	4.4	4.4
Accommodation	7.1	<b>7.3</b>	7.4	7.6
Professional and special services	7.1	<b>6.4</b>	6.7	7.5
Amortization	11.3	<b>15.4</b>	18.5	20.9
Freight, express and cartage	10.5	<b>12.6</b>	14.0	15.6
Telecommunications	1.9	<b>1.9</b>	2.0	2.2
Printing, stationery and supplies	2.8	<b>2.6</b>	2.7	3.0
Other	9.2	<b>8.2</b>	8.8	9.3
	140.3	<b>156.7</b>	172.6	190.3
<b>Surplus (Deficit)</b>	10.4	<b>9.5</b>	9.9	10.3

Totals may not add due to rounding.



**Table 9: Passport Office Revolving Fund – Statement of Cash Flows (\$ millions)**

	Forecast Spending 2003-2004	Planned Spending 2004-2005	Planned Spending 2005-2006	Planned Spending 2006-2007
<b>Surplus (Deficit)</b>	10.4	<b>9.5</b>	9.9	10.3
<b>Add non cash items</b>				
Amortization	11.3	<b>15.4</b>	18.5	20.9
Passport material usage	9.9	<b>10.8</b>	11.8	13.0
Interest on loan	0.2	<b>0.0</b>	0.0	0.0
<b>Total Non Cash Items</b>	21.4	<b>26.2</b>	30.3	33.9
<b>Add cash inflows</b>				
T.B. loan and repayment	(4.5)	<b>(4.5)</b>	0.0	0.0
<b>Change in working capital</b>	(13.7)	<b>(11.3)</b>	(12.8)	(14.1)
<b>Investing activities</b>				
Acquisition of depreciable assets	(13.6)	<b>(19.9)</b>	(27.4)	(30.1)
<b>Cash Surplus (Requirement)</b>	0.0	<b>0.0</b>	0.0	0.0

Totals may not add due to rounding.



**Table 10: Passport Office Revolving Fund – Projected Use of Authority (\$ millions)**

	Forecast 2003-2004	<b>Planned 2004-2005</b>	Planned 2005-2006	Planned 2006-2007
<b>Authority</b>	4.0	<b>4.0</b>	4.0	4.0
<b>Unused Authority (Drawdown)</b>				
Balance as of April 1	10.3	<b>10.3</b>	10.3	10.3
Projected surplus (deficit)	0.0	<b>0.0</b>	0.0	0.0
	10.3	<b>10.3</b>	10.3	10.3
<b>Projected Balance at March 31</b>	14.3	<b>14.3</b>	14.3	14.3

Totals may not add due to rounding.







# Contact Information



## Section 8

### 8.1 | How to Reach Us

Foreign Affairs Canada shares a wealth of information resources and reference tools with the Canadian public through its information and media services.

#### Information Services

The Enquiries Centre is a referral service and resource centre that responds to general questions about the Department, questions concerning exporting procedures and foreign markets, and questions about Canada's foreign policy and involvement in international organizations. Where specialized knowledge is required, clients are referred to experts in the Department. The Centre also coordinates the storage and distribution of the Department's hard-copy publications.

**Telephone:** 1 800 267-8376 toll-free in Canada or (613) 944-4000 in the National Capital Region and outside Canada

**TTY:** (613) 944-9136

**Fax:** (613) 996-9709

**E-mail:** [enqserv@international.gc.ca](mailto:enqserv@international.gc.ca)

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Fax: (613) 996-9709  
Web: [www.fac-aec.gc.ca](http://www.fac-aec.gc.ca)

### Canadian International Development Agency

Mail: 200 Promenade du Portage  
Gatineau, QC K1A 0G4  
Tel.: (819) 997-5006  
Fax: (819) 953-6088  
Toll Free: 1 800 230-6349  
Web: <http://www.acdi-cida.gc.ca>

### International Development Research Centre

Mail: 250 Albert Street, 18th Floor  
P.O. Box 8500  
Ottawa, ON K1G 3H9  
Tel.: (613) 236-6163  
Fax: (613) 238-7230  
Web: <http://www.idrc.ca>

### International Joint Commission

Mail: Canadian Section  
234 Laurier Avenue West, 22nd Floor  
Ottawa, ON K1P 6K6  
Tel.: (613) 995-0088  
Fax: (613) 993-5583  
Web: <http://www.ijc.org>

### Passport Office

Mail: Foreign Affairs Canada  
Gatineau, QC K1A 0G3  
Tel.: (819) 994-3500  
TTY: (819) 994-3560  
Toll Free: 1 800 567-6868  
TTY: 1 866 255-7655  
Web: <http://www.ppt.gc.ca>

### Rights & Democracy: International Centre for Human Rights and Democratic Development

Mail: 1001 de Maisonneuve Blvd. East  
Suite 1100  
Montreal, QC H2L 4P9  
Tel.: (514) 283-6073  
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Web: <http://www.ichrdd.ca>





# Other Information



## Section 9

### 9.1 | Acronyms and Abbreviations

<b>ADM</b>	Assistant Deputy Minister	<b>MOU</b>	Memorandum of Understanding
<b>APEC</b>	Asia-Pacific Economic Cooperation forum	<b>MRRS</b>	Management, Resources, Results Structure
<b>ASEAN</b>	Association of Southeast Asian Nations	<b>NATO</b>	North Atlantic Treaty Organization
<b>CIC</b>	Citizenship and Immigration Canada	<b>NORAD</b>	North American Aerospace Defence Command
<b>CIDA</b>	Canadian International Development Agency	<b>OAS</b>	Organization of American States
<b>COSMOS</b>	Consular Management and Operations System	<b>OECD</b>	Organization for Economic Cooperation and Development
<b>DND</b>	Department of National Defence	<b>OSCE</b>	Organization for Security and Cooperation in Europe
<b>e3</b>	Equilibrium, effectiveness, excellence (a departmental initiative)	<b>PAA</b>	Program Activity Architecture
<b>G8</b>	Group of seven leading industrialized nations (Canada, France, Germany, Italy, Japan, United Kingdom, United States) plus Russia	<b>PCO</b>	Privy Council Office
<b>GOL</b>	Government On-Line	<b>POL</b>	Passport On-line
<b>HRSDC</b>	Human Resources and Skills Development Canada	<b>PRAS</b>	Planning, Reporting and Accountability Structure
<b>HSP</b>	Human Security Program	<b>ROCA</b>	Registration of Canadians Abroad
<b>IAEA</b>	International Atomic Energy Agency	<b>SD</b>	Sustainable development
<b>ICAO</b>	International Civil Aviation Organization	<b>TBS</b>	Treasury Board Secretariat
<b>IPR</b>	International Policy Review	<b>UN</b>	United Nations
<b>ISAF</b>	International Security Assistance Force	<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>ISO</b>	International Organization for Standardization	<b>WMD</b>	Weapons of mass destruction



## 9.2 | Index

**A**

Access to Information.....	39, 43, 56
Afghanistan .....	18, 19, 22, 25
Africa Action Plan.....	20, 22
<i>Agenda 2006</i> .....	57, 58
Agriculture and Agri-Food Canada .....	49
Arctic Council .....	30
Arts Promotion Program.....	43
Asia-Pacific Economic Cooperation (APEC) forum .....	30, 33, 42, 43, 77
Association of Southeast Asian Nations (ASEAN).....	77
Australia .....	36, 49, 51

**B**

Ballistic missile defence.....	32
Bosnia .....	22
Brazil .....	18, 20, 22, 25, 43

**C**

Canada Corps .....	20, 23, 25
Canada-France 2004.....	25, 42
Canada-U.S. ....	12, 13, 18, 20, 21, 41, 42
Canadian Education Centres Network.....	43, 69
Canadian Heritage .....	40, 43, 49
Canadian International Development Agency (CIDA) .....	12, 40, 49, 64, 76
Canadian Security Intelligence Service.....	30
Canadian Tourism Commission .....	49
Chancery construction and renovations .....	61
China.....	18, 20, 22, 25, 43
Circumpolar issues .....	34
Citizenship and Immigration Canada .....	36, 40, 46, 49, 77
Commonwealth.....	11, 30, 42, 43, 65
Consular Management and Operations System (COSMOS) .....	38, 77
Consular services .....	11, 12, 23, 25, 36, 37, 39, 69
Counter-terrorism .....	22, 27, 29, 30, 32, 67

**D**

Democratic Republic of Congo.....	22, 66
Department of Justice Canada .....	36
Department of National Defence.....	21, 30, 40, 77
Dialogue on Foreign Policy .....	33

**E**

e3 .....	24, 55, 77
----------	------------

**F**

France .....	22, 25, 42, 64, 77
Francophonie (La) .....	11, 12, 30, 42, 64, 65
Fulbright Program .....	42, 79



**G**

G20 .....	22, 25
G8 .....	11, 19, 20, 22, 27, 30, 31, 33, 34, 35, 41, 42, 43, 45, 67, 77
Global Partnership Program .....	67
Government On-Line (GOL) .....	3, 27, 52, 55, 56, 77

**H**

Haiti .....	22, 61
Health Canada .....	36, 49
HIV/AIDS .....	18, 19, 22, 25, 34, 49
Honorary Consul program .....	38
Human Resources and Skills Development Canada .....	36, 40, 70
Human rights .....	11, 12, 13, 18, 20, 22, 23, 29, 31, 32, 33, 34, 35, 57, 76
Human security .....	22, 25, 27, 29, 33, 35, 57, 64, 66, 77

**I**

India .....	18, 20, 22, 25, 43
Industry Canada .....	40, 43
InfoBank project .....	56
Interdepartmental Partnership with the Official Language Communities .....	42
International Atomic Energy Agency (IAEA) .....	30, 65, 77
International Civil Aviation Organization (ICAO) .....	24, 32, 51, 77
International Commission on Intervention and State Sovereignty (ICISS) .....	23
International Criminal Court .....	35
International Joint Commission .....	13, 76
International Maritime Organization .....	32
International Policy Review (IPR) .....	6, 18, 20, 21, 22, 25, 32, 40, 77
International security .....	3, 13, 15, 22, 27, 29, 30, 31, 33, 34, 35, 57, 60, 62, 63, 64, 66, 77
International Ship and Port Facility Security Code .....	32
International Trade Canada .....	9, 10, 13, 15, 19, 20, 21, 27, 44, 45, 46, 49
International Youth Exchange Program .....	43
Iraq .....	17, 19, 22, 25, 29

**J**

John Holmes Fund .....	41
------------------------	----

**K**

Kimberley Process, conflict diamonds .....	25, 33
--	--------

**L**

La Francophonie .....	11, 12, 30, 42, 64, 65
-----------------------	------------------------

**M**

Memorandum of Understanding on Operations and Support at Missions .....	50, 77
Mexico .....	20, 22, 43
Middle East .....	12, 18, 19, 22, 25
Modern comptrollership .....	3, 27, 46, 55

**N**

National Routing System (NRS) .....	53, 57
National Security Policy .....	20, 22, 24, 25, 27, 31, 32



New Zealand .....	51
Non-Proliferation, Arms Control and Disarmament .....	11, 29, 30, 32, 34, 67
North American Aerospace Defence Command (NORAD) .....	30
North American Agreement on Environmental Cooperation .....	57
North American Studies Network .....	42
North Atlantic Treaty Organization (NATO) .....	11, 30, 77

## O

Office of Protocol .....	44
Organization for Economic Cooperation and Development (OECD) .....	34, 65, 77
Organization for Security and Cooperation in Europe (OSCE) .....	65, 77
Organization of American States (OAS) .....	11, 30, 65, 77
Ottawa Convention, landmines .....	57, 67

## P

Passport Management Program Next Generation .....	38
Passport Office .....	13, 19, 24, 26, 38, 39, 51, 52, 53, 56, 57, 59, 69, 71, 72, 76
Passport On-line .....	52, 53, 56, 77
Physical Resources Bureau .....	55
Privacy Commissioner .....	43
Privy Council Office (PCO) .....	13, 40, 44, 77
Proof of concept .....	52, 53
Public Safety and Emergency Preparedness Canada .....	30
Public service .....	44, 48, 49
Publications for Safe Travel .....	49, 70
Public Works and Government Services Canada (PWGSC) .....	38

## R

Receiving Agent project .....	52
Registration of Canadians Abroad (ROCA) .....	38, 77
<i>Responsibility to Protect</i> report .....	23, 34
Results-based management .....	9, 13, 26, 35, 46, 48, 55, 63, 64
Royal Canadian Mounted Police .....	30, 49
Russia .....	11, 31, 33, 61, 67, 77

## S

Service Improvement Initiative .....	3, 39, 55, 56
Sierra Leone .....	34, 66
Smart Border Action Plan .....	31, 33
Solicitor General Canada .....	36
Speech from the Throne .....	20, 31
Statistics Canada .....	53, 57
Strategic Planning and Priorities Framework .....	9, 17, 20, 21
Summit of the Americas .....	22, 34, 43
Sustainable development, Sustainable Development Strategy .....	3, 55, 57, 77

## T

Terrorism .....	11, 17, 18, 20, 22, 25, 27, 29, 30, 31, 32, 33, 34, 35, 42, 49, 52, 67, 78
Treasury Board of Canada Secretariat .....	10, 55

## U

United Kingdom, U.K. ....	49, 77
United Nations, UNESCO .....	11, 17, 27, 30, 42, 66, 77



**W**

Washington Secretariat .....	21, 25, 31
Weapons of mass destruction .....	11, 22, 30, 32, 34, 67, 77
West Africa .....	22

**Y**

Young Professionals International Program .....	34, 35
---	--------