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 ORGANIZATION AND ESTABLISHMENT
 POLICY AND PLANNING
 DEPARTMENTAL STRATEGIC OVERVIEW
 ORGANISATION ET EFFECTIFS
 PRINCIPES ET PLANIFICATION
 STRATEGIE GLOBALE DU MINISTERE

CLOSED

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EST. SANS AFFILIATION
INTERNATIONAL TRADE

AFAIRES EXTERIEURES
COMMERCE EXTERIEUR CANADA

NOTE.

**CLOSED FILE
DOSSIER FERME**

94-04-30

**FOR SUBSEQUENT CORRESPONDENCE SEE RICS
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External Affairs and International Trade Canada



Affaires extérieures et Commerce extérieur Canada

Canada

MCB-1133

OTTAWA, Ontario
K1A 0G2

May 8, 1992

Mr. Robert Henry,
Fiscal Policy Division,
Department of Finance,
Ottawa, Ontario,
K1A 0G5.

Dear Mr. Henry,

I am writing in response to Frederick Gorbet's letter of April 10 to Reid Morden, requesting this department's assessment of a paper submitted to the Fraser Institute. The paper, titled How to Reduce the Cost of Canada's Foreign Service, was written by Mr. Alan Blyth.

Although Mr. Blyth's paper includes some recommendations which seem worthwhile, much information contained in it is dated or erroneous. Further, many of the problems identified by Mr. Blyth have been addressed in the years since he has had contact with the foreign service. In many other respects, the paper is prone to unfortunate exaggeration, use of information that is unreliable and in places simply inflammatory without benefit of supporting evidence.

With respect to the "perks" under the Foreign Service Directives (FSDs) to which repeated references are made, it must be noted that these are negotiated benefits and not subject to unilateral amendment by the government. Statements such as "the living conditions for personnel of the Canadian Foreign Service are quite unusual in their opulence, and in the financial perks that go with their lifestyle" are inflammatory. The benefits provided through the FSDs are negotiated by the Treasury Board Secretariat's Personnel Policy Branch on behalf of the employer with the various bargaining agents to ensure that Canada's policies reflect the norm as opposed to being at the leading edge.

.../2

- 2 -

With regard to the quality of housing provided to Canadian staff abroad, the Treasury Board guidelines established in 1988 governing the size of staff accommodation were designed to ensure comparability with Ottawa standards. These guidelines have been respected in all 545 staff quarters acquired since then.

The analysis supporting one of Mr. Blyth's main recommendations, the reduction of the management category, is factually incorrect, leading to a conclusion which is erroneous and exaggerated. Furthermore, in calculating the executive/employee ratio as 1 to 9, he neglects to factor in the 4,877 locally engaged staff (LES) managed by these executives. Adjusting for these factors, the actual ratio is 1 to 22 overall and 1 to 33 abroad. The Treasury Board Secretariat has indicated that this compares favourably with other government departments and the private sector.

The paper's estimated costs of maintaining personnel abroad are also inflated through erroneous calculations. Mr. Blyth fails to factor out the salaries of staff at headquarters and locally engaged staff abroad. In addition, he does not exclude the grants and contributions portion of the budget. Adjusting for these elements drops the cost to approximately \$220,000 per employee which, while still expensive, is 40 percent less than Mr. Blyth's estimate of \$330,000.

In many other areas the information is dated and the problems identified are being dealt with or have already been resolved, for example:

- the Office of the Comptroller General is working with the department on financial management practices, particularly with respect to travel and hospitality;
- practices relating to refurbishing of residences and inventory control of household goods have been completely overhauled;
- policies on acquisition of accommodation abroad (Crown-owned vs. rented accommodation) have been developed and approved by Treasury Board on the basis of the department's Long-Term Capital Plan. An updated plan for the next five years will soon be considered by Treasury Board;
- the Foreign Services Directives are now being renegotiated in accordance with the established review process. Changes deemed necessary to improve their management and administration will be proposed.

.../3

- 3 -

In summary, Mr. Blyth's paper, while containing some positive recommendations, contains errors of fact which lead to erroneous conclusions. Action has already been taken or recommended in many of the areas identified as problems. You may also wish to note that, in recent years, the department has taken several difficult decisions to reduce the cost of operations abroad and that it is reviewing further opportunities for downsizing that will not compromise Canadian foreign policy interests.

Should you require further information, please contact Mark Romoff, the Senior Advisor in our Resource Planning and Management Secretariat. Mr. Romoff may be reached at 990-9097.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'G. Lambert', with a long horizontal flourish extending to the left.

Garrett Lambert
Assistant Deputy Minister
Corporate Management Branch



External Affairs and
International Trade Canada

Affaires extérieures et
Commerce extérieur Canada

Assistant Deputy Minister

Sous-ministre adjoint

MCBA
Mark

Greg
Action pls
m

Can you dig out the piece you
had prepared on this and combine
with whatever TBS had put together, pls.

J.

CLASSIFICATION / COTE

0532

**THE OFFICES OF THE DEPUTY MINISTERS
LES CABINETS DES SOUS-MINISTRES**

ACTION SLIP / FICHE DE SERVICE

TO / À: **MCB**

FROM / DE: **USS**

NO. **L0573**

DATE **APR 13 1992**

Appropriate Action
Action appropriée

No Action Required
Pas d'action requise

Reply for signature of
Réponse pour signature de

USS DMC DMT

Reply on behalf of
Réponse rédigée au nom du

USS DMC DMT

Due Date
Échéance

April 30 1992

For information and file
Pour information et classement

Information copies done by DMCR
Copies à titre d'information faites par DMCR

USS USS (Fox)

DMCR

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DMCR DOIT ÊTRE AVISÉ DE TOUT CHANGEMENT (993-4708)

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Department of Finance
Canada

Ministère des Finances
Canada

Deputy Minister

Sous-ministre

Ottawa, Canada
K1A 0G5

APR 10 1992

10:PR92 16 5 10

Mr. J. Reid Morden
Under-Secretary of State
Department of External Affairs
Tower "A"
8th Floor
Lester B. Pearson Building
125 Sussex Drive
Ottawa, Ontario
K1A 0G2

Dear Reid:

As you may know, the Fraser Institute recently sponsored a Prize for Economy in Government. The Institute received a number of proposals on ways in which the federal government could increase efficiency, reduce costs and thereby reduce the deficit.

The Institute has forwarded to Minister Mazankowski the proposals of the 28 finalists in the contest. I believe that it is incumbent on the federal government to review all of these proposals and to formulate a response to the more significant recommendations. Otherwise I fear we risk leaving ourselves open to the criticism that valuable and credible options for reducing the deficit were written off in an arbitrary fashion.

.../2

- 2 -

In order to develop a comprehensive and consistent response to the proposals, I am soliciting the views and comments of relevant departments. The proposal(s) which pertain to the mandate of your organization is (are) attached. I would request that your department's assessment of this material be forwarded, by April 30, 1992, to Mr. Robert Henry, Fiscal Policy Division (996-7380).

I will send you a copy of the overall federal response to the Fraser Institute contest proposals. Thank you in advance for your cooperation.

Sincerely,



Frederick W. Gorbet

Attachments



HOUSE OF COMMONS BOOK - BRIEFING NOTE

LIVRE DE LA CHAMBRE DES COMMUNES - NOTES D'INFORMATION

2-1-12

Classification

UNCLASSIFIED

Subject/Highlights / Sujet/Points saillants

PROPOSAL SUBMITTED TO THE FRASER INSTITUTE ENTITLED "HOW TO REDUCE THE COSTS OF CANADA'S FOREIGN SERVICE"

Source

FEBRUARY 11, 1992 ARTICLE IN THE CITIZEN AND INTERVIEW ON CANADA AM

Suggested Reply / Réponse suggérée

WHILE PROPOSAL CONTAINS INACCURACIES AND DATED OBSERVATIONS, IT MAKES WORTHWHILE RECOMMENDATIONS, ALL OF WHICH HAVE BEEN UNDER STUDY, IF NOT ALREADY ADDRESSED

GUIDELINES GOVERNING SIZE OF STAFF ACCOMMODATIONS OVERSEAS ESTABLISHED BY TB IN 1988 TO ENSURE COMPARABILITY WITH OTTAWA NORMS; RESPECTED IN ALL 545 STAFF QUARTERS ACQUIRED SINCE

WITH STREAMLINING OF OPERATIONS RESULTING FROM CORPORATE REVIEW AND BUDGET-IMPOSED 10% REDUCTION IN SENIOR EXECUTIVES, OVERALL MANAGER/EMPLOYEE RATIO IS 1 TO 22 (1 TO 31 OVERSEAS) WHICH COMPARES FAVOURABLY WITH OTHER DEPARTMENTS AND INDUSTRY

BENEFITS PROVIDED TO EMPLOYEES SERVING ABROAD UNDER FOREIGN SERVICE DIRECTIVES PARALLEL THOSE OF OTHER COUNTRIES. SOME 200 CANADIAN PRIVATE SECTOR FIRMS BASE THEIR COMPENSATION PACKAGE ON OURS

SUPPLEMENTARY POINTS

FOREIGN SERVICE DIRECTIVES NEGOTIATED ON TRIENNIAL BASIS BY TB WITH PUBLIC SERVICE UNIONS; NOT AMENABLE TO UNILATERAL REVISION BY GOVERNMENT

OVER PAST TWO YEARS, EAITC HAS TAKEN DIFFICULT DECISIONS TO REDUCE REPRESENTATION OVERSEAS; OPERATIONS ABROAD REMAIN SUBJECT OF CONTINUING REVIEW TO IDENTIFY FURTHER OPPORTUNITIES FOR DOWNSIZING WITHOUT COMPROMIZING CANADIAN FOREIGN POLICY INTERESTS

Assessment / Évaluation

THE PAPER "HOW TO REDUCE THE COST OF CANADA'S FOREIGN SERVICE" WON THIRD PRIZE IN A FRASER INSTITUTE-SPONSORED CONTEST WHICH SOLICITED PROPOSALS ON HOW TO REDUCE THE FEDERAL DEFICIT. THE PAPER WAS WRITTEN BY ALAN BLYTH, A FORMER CIDA OFFICER WHO RETIRED IN 1979 AFTER MANY YEARS OF SERVICE OVERSEAS

THE PAPER ARGUES THAT, WHILE THE FUNCTIONS OF THE FOREIGN SERVICE ARE GENERALLY PERFORMED IN AN EXCELLENT MANNER, THE COST OF OPERATIONS OVERSEAS IS EXTRAVAGANT. OF PARTICULAR CONCERN TO THE AUTHOR ARE: THE SIZE OF EAITC'S EXECUTIVE CADRE; THE NECESSITY OF MAINTAINING THE CURRENT NUMBER OF MISSIONS ABROAD; THE QUALITY OF HOUSING PROVIDED TO CANADIANS OVERSEAS; AND VARIOUS ALLOWANCES PROVIDED UNDER THE FOREIGN SERVICE DIRECTIVES.

IN MANY INSTANCES, THE PAPER'S ANALYSIS IS SUPERFICIAL AND MISLEADING. TWO EXAMPLES ARE:

- FAILURE BY BLYTH TO TAKE INTO ACCOUNT THE NUMBER OF LOCALLY-ENGAGED STAFF OVERSEAS IN CALCULATING HIS 1 TO 9 RATIO OF EXECUTIVES TO EMPLOYEES. THE ACTUAL RATIO IS 1 TO 22 ONCE LOCALLY-ENGAGED STAFF HAVE BEEN FACTORED IN; AND
- BLYTH'S NEGLECT TO ADJUST EXPENDITURES OVERSEAS FOR LOCALLY-ENGAGED STAFF SALARIES, MAJOR COMMUNICATIONS AND CAPITAL WORKS PROJECTS AND VARIOUS GRANTS AND CONTRIBUTIONS IN ESTIMATING THE AVERAGE COST OF MAINTAINING A CANADIAN OVERSEAS. TAKING THESE ITEMS INTO ACCOUNT REDUCES THE COST OF MAINTAINING A CANADIAN ABROAD TO \$220,000, AN AMOUNT FULLY ONE-THIRD LESS THAN THE \$330,000 CALCULATED BY BLYTH.

ONCE THESE AND OTHER INACCURACIES ARE CORRECTED, THE \$170 MILLION IN POTENTIAL SAVINGS IDENTIFIED BY BLYTH QUICKLY EVAPORATE.

Prepared by / Préparé par

MARK ROMOFF

Division / Direction

MCBA

Date

12/2/92

Tel. n° / N° de tél.

990-909-000377



External Affairs and
International Trade Canada

Affaires extérieures et
Commerce extérieur Canada

ORA/ARNOTT/990 9020/EAA

Reg Michael

TO / À • Program Management Board (through MCBA)

FROM / DE • OFB

REFERENCE
RÉFÉRENCE •

SUBJECT
SUJET • Consular and Immigration Five Year
Strategic Plan

file

*lets have both
sides of the
sheet take a
look at
this*

M

Security / Sécurité UNCLASSIFIED
Accession / Référence
File / Dossier 2-1
2-1-12
Date 12 February 1992
Number / Numéro ORA-052

ENCLOSURES
ANNEXES

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DISTRIBUTION

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Attached please find the Consular and Immigration Five Year Strategic Plan. The Plan is intended for use by the Branch, Senior Management, MCBA, the Treasury Board and the CEIC as a reference document, similar to the Federal Trade Business Plan. In this document, we have set out our long term planning for the majority of the Branch's activities. The Passport Office has not been dealt with in depth because, as a Special Operating Agency, it files a comprehensive business plan annually.

The Plan has been extensively redrafted following consultations within the Branch, with the Geographic Branches, other interested Government departments and MCBA. We feel that it is important to present our established planning now for most of the Branch's areas of responsibility, although we do intend to edit and amend the Plan again once the Consular Services Strategy requested by Treasury Board has been completed for presentation in June, 1992. The Consular Services Strategy will clarify the resourcing requirements and proposed cost recovery initiatives for the consular program.

With you concurrence, I will have the Plan translated and distributed.

RECEIVED IN MCBA
REÇU À MCBA

FEB 13 1992
FEV

Gavin Stewart

Gavin Stewart
Assistant Deputy Minister
Consular, Immigration and
Passport Affairs Branch

8/13

CONSULAR AND IMMIGRATION

STRATEGIC PLAN:

PRIORITIES AND OBJECTIVES

1991-1995

EXTERNAL AFFAIRS AND INTERNATIONAL TRADE

CANADA

CONSULAR AND IMMIGRATION

STRATEGIC PLAN:

PRIORITIES AND OBJECTIVES

1991-1995

**Program Strategy Group
Consular, Immigration and Passport Affairs Branch
November 1991**

***** OUR MISSION *****

**TO PORTRAY, PROMOTE AND DEFEND THE INTERESTS OF CANADA
AND THE COMMON VALUES OF CANADIANS IN THE WORLD**

TO BRING AWARENESS AND UNDERSTANDING OF THE WORLD TO CANADIANS

TO SERVE CANADIANS AT HOME AND ABROAD

The Department of External Affairs represents Canada in the international environment. Of the many programs and services the Department provides, the most visible and publicly-demanding are those of consular and immigration.

From individual to international crises, consular officials render assistance in many forms to Canadians abroad. The provision of consular assistance, "to serve Canadians at home and abroad," is a fundamental responsibility of all Canadian diplomatic missions.

While not located at all Canadian missions, visa officers responsible for selecting prospective immigrants and facilitating the movement of visitors "promote and defend the interests of Canada" while respecting legislative requirements. In reunifying families and assisting visitors they too work in the service of Canada.

Canadians travelling or resident abroad consider access to consular services while abroad as their right and the Government of Canada's responsibility. As such, any shift in emphasis in consular policy or operations abroad has far-reaching implications. The delivery of the immigration program touches on many aspects of our mission statement; promoting and defending Canadian interests and values in the world; serving Canadian interests and values in the world; and serving Canadians at home. This Department recognizes that the subject of immigration has complex and sensitive political, economic, foreign policy and socio-humanitarian aspects.

The Department of External Affairs will face many challenges in the coming years to deliver these programs in a climate of fiscal restraint. The development of a strategic planning framework, including the establishment of long-range priorities and objectives for the interrelated programs of consular and immigration will assist the Department in meeting the expectations of the Canadian public for global standards and improved quality of service. Although an integral part of the branch, the Passport Office will not be dealt with extensively in this plan as it is a Special Operating Agency and submits a business plan annually.

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GLOBAL ENVIRONMENT

International Environment

Canada has long enjoyed a positive international image. Our involvement in international activities and organizations, in peacekeeping, development assistance and the resettlement of refugees, for example, has been long-standing and welcomed by the international community. In future Canada will continue to play a role in international events as foreign and domestic policy objectives become more and more entwined.

The Foreign Policy Framework, an analysis by the Department of the international environment, forecasts three major long-term international trends: interdependence, globalization and strategic uncertainty. These trends impact on the environment in which the Department delivers its programs and are reflected in the development of long-term strategy for program delivery.

Interdependence, globalization, and the adjustment to boundaries result in national problems becoming international. States can no longer exist in isolation as the activities of one affect the many, to a greater degree than has ever been the case. The 1991 Gulf War and the events leading to and flowing from it illustrate the effects of the growing interdependence. Political instability in one nation can affect not only the region but involve the entire international community. At the same time, with the constraints of interdependence comes renewed interest in international solutions. The enhanced role of the United Nations in the Gulf crisis gives renewed emphasis to the aims of international fora to play the role of intermediary in regional disputes, and reinforces Canada's long-standing objectives in strengthening these bodies.

Economic interdependence and the free-flow of information throughout the world render previously simple issues, such as development assistance, more complex. Transnational problems are now no longer limited to economics but run the range of interests from the environment to drugs to terrorism. The increasing numbers of nationals resident outside their countries of origin pose challenges not only for routine consular services but for assistance in times of crisis. Transnational consular problems such as those experienced by Jordan who played host to thousands of third-country nationals fleeing the war in the Gulf perhaps illustrate the complexity of the international environment in the future.

In an environment of global geopolitical and strategic uncertainty, Canada will strive to implement and achieve its Foreign Policy objectives. Protection of and assistance to Canadian nationals abroad and the operational delivery of Canadian immigration policy objectives are two cornerstones of Canadian foreign policy.

International Migratory Trends

The mass movement of people is becoming an increasingly pressing transnational problem. There is a growing economic disparity between blocs, North/South and East/West, which is bringing enormous migratory pressures to bear upon traditional immigrant-receiving countries and those, particularly in Western Europe, who have never been considered immigrant-receiving. As a result, migration issues have become an increasingly important item in Canada's bilateral relations with source countries and multilateral relations with many of the new geopolitical blocs.

Events of the last several years have demonstrated how clearly regional economic and political changes have forced the migration of large groups of people. The liberalization of exit controls in the East Bloc, for example, has allowed hundreds of thousands of Eastern Europeans to travel west in search of permanent resettlement.

Just as political liberalization allows for mass migration so does political repression as people continue to flee regimes with a record of political persecution. Domestic political uncertainty has resulted in record numbers of migrants from Hong Kong each year, Canada being the primary destination.

War, civil war and turmoil as a result of military action throughout the world continue to increase the large numbers of people seeking permanent resettlement for reasons of peace and security. Not only do political and military events force people to move in large numbers, economics play a large role as the free movement of information across borders fosters the "perception of deprivation" among Third World nations. The direct consequence of this perception is the generation of large numbers of economic migrants - those who are determined to resettle in industrialized nations simply to better their lives. The movement of these economic migrants, legally or illegally, has tremendous consequences for First World nations and is a significant and recent change in the international environment.

The mass migration of population groups is in itself a destabilizing factor contributing to the strategic uncertainty which characterizes the present international environment. The movement of educated individuals contributing to the "brain drain" from the Third World is a further destabilizing factor. Canada as one of a very few immigrant and refugee-receiving nations has an important role to play in this increasingly unstable international environment.

This increasingly interdependent and unstable global environment does present opportunities for Canada to play a greater role in international migration and refugee institutions, to encourage the peaceful resolution of international disputes before they become refugee-producing and to advocate regional solutions to problems including the regional resettlement of displaced population groups.

Canadians Abroad

In 1989/90, the Department of External Affairs and International Trade provided consular assistance in approximately 610,000 instances to Canadians abroad. In 1988, approximately 2.8 million Canadians were either travelling or living abroad. A Departmental audit of 1989 confirmed that there are new realities which are driving the demands for these services.

The environment for the provision of consular services has, for a number of reasons, changed substantially since the adoption of the Vienna Convention. Specifically, more Canadians are travelling abroad both for business and pleasure and at the same time, more Canadians are living abroad, particularly as a result of demographics which indicate a growing population of retired people with substantial disposable income. The Canadian government's recognition of dual citizenship coupled with agreements with other countries on dual taxation, for example, make living abroad attractive for many Canadians. However, the continuing decline in personal security in many parts of the world makes the Canadian abroad more dependent upon consular assistance.

Improved air connections between Canada and a number of countries has led to increases in the numbers of Canadians travelling abroad as tourists. In addition, our missions have noted that consular workload is directly linked with immigration activities. As the numbers of immigrants and students from a particular country increase, so does the eventual consular workload due to international marriages and the increasing tendency of Canadians to return for long term residence to the countries of their origins. This scenario is presently true in Hong Kong, for example, and will likely be a growing trend in Eastern Europe and the Baltic States, where political changes in these regions will significantly increase travel by tourists, business people and Canadians originally from these areas.

The increasing numbers of Canadians travelling, working and living abroad has resulted in growing demand for consular services and assistance in a climate of resource restraint. The ever-changing world environment will create new demands in areas where mechanisms for the delivery of the consular program are not currently operating. This will present new challenges for the Consular Program in the 1990's.

Innovative methods of program delivery must be pursued to meet these challenges, which include the extension of consular sharing agreements, the Honorary Consular program, and greater involvement and cooperation with the private sector. Finally, there must be ongoing efforts through an expanded Consular Awareness program to inform the Canadian public about consular services and to generate realistic expectations.

CANADIAN ENVIRONMENT

Role of the Provinces

Provincial interest in immigration has fluctuated over the years. The level and intensity of interest has been largely determined by the labour market, economic, and cultural or linguistic requirements of individual provinces.

By 1985, the federal government had signed immigration agreements with all provinces except British Columbia, Manitoba and Ontario. With the exception of Quebec and Alberta, these agreements are largely similar, with differences reflecting the varying priorities of the particular province.

The latest agreement with Quebec, the Canada-Quebec Accord, came into effect on April, 1991. This accord continues the evolution of agreements between the federal and Quebec governments on their respective roles in the selection and settlement of immigrants. Following this accord, the federal government reiterated its earlier stance that it was prepared to begin discussions on immigration agreements with any province which indicated a desire to do so. This issue touches on both of the major thrusts of the recent throne speech - national unity and prosperity. It is evident that other provinces are taking a more active interest and seeking an enhanced role in immigration matters, as they see growing backlogs abroad delaying the arrival of immigrants who have the potential for making the greatest economic contribution to their area.

Auditor-General

In its report on the consular and immigration programs of the Department of External Affairs, the Auditor General noted areas with potential for improvement. The development of long-term goals and objectives for both programs will allow the Department to address these areas and respond positively to the suggestions of the Auditor General.

Specifically, the 1989 Report on the Consular Program noted:

- * the need to define the range and extent of services offered in the program to ensure that Canadians receive consistent and fair service at each mission;
- * the need to enhance training procedures for consular staff;
- * the need to inform Canadians who travel abroad about potential dangers, and what services are, and are not, available from the Department abroad;
- * the need to define more clearly the role of Honorary Consuls and supervise their delivery of services; and,
- * the need to develop and keep up-to-date contingency plans.

Action has been taken on all these issues, and the details are discussed in the following pages. In his 1991 report, the Auditor-General has reported that "substantial progress" has been made in the area of public awareness, and that "reasonable progress" has been made on deployment and training of consular personnel, the need to define the duties and responsibility of Honorary Consuls, and contingency planning. Only in defining the range and extent of consular services has the progress been graded as "slower"; a project to set minimum standards for the delivery of the consular program is ongoing.

The 1990 Report on the Immigration Program noted:

- * the need to manage the issuance of immigrant visas to meet target levels established by CEIC;
- * the need for consistency of processing times between posts;
- * the need to establish efficiency norms for resource allocation;
- * the need to improve the use of resources at missions through greater automation, the greater use of locally engaged program officers, amended medical screening procedures, the waiver of more interviews, and a reduced paper burden.

Action is being taken on all these issues, and the Department is still meeting with the Auditor-General's staff to discuss the progress being made.

made. Many of the recommendations involve long term action for complete implementation, and cooperation and coordination with other government departments.

Significant progress has already been made in controlling the number of immigrant visas being issued abroad, through the refinement of the workload management system, and the improvement of our management information system. Although final figures for 1991 are not available, it is estimated that we will be within the parameters of the levels which were presented to Parliament for 1991 in the CEIC Five Year Immigration Plan. Significant progress has also been made in automation at posts and in the greater use of locally engaged staff.

Reasonable progress is being made toward the development of efficiency norms for both the length of time and the amount of resources needed to process visa applications abroad. Once established, this information will be used for the better allocation of departmental resources and for the adjustment of staffing levels at posts.

Progress is slower in other areas. On the implementation of streamlining procedures, and the introduction of changes to medical screening procedures, specific action of other government departments (CEIC and HWC) is required. Action is ongoing in both areas. In addition, a project involving interview waivers is in the very early stages, and will not be completed before the end of 1992.

The goals and objectives outlined in this long-range Strategic Plan reflect the Department's commitment to address the concerns of the Auditor General and in so doing, improve the quality and nature of the services delivered to the Canadian public.

Resource Management of the Immigration Program

In recognition that the immigration program is a Government priority, in 1991 the Treasury Board decided to place all funds associated with the program, government-wide, in a controlled allotment. The controlled allotment has recently been lifted because of the substantial resources which would have been required to amend departmental financial systems across the Government in order to produce the detailed information required. The Board, however, remains particularly concerned about the significant pressures the immigration system is putting on the very limited financial reserves within which the Government must manage over the coming five years.

In order to manage the government-wide immigration system, the Treasury Board has directed the formation of a deputy level interdepartmental committee, chaired by CEIC, to deal both with the overall system and the quarterly reporting required by the Board on all immigration related expenditures. The goal is to develop a reporting system that will facilitate effective government-wide decision making with respect to immigration, and will accurately reflect all the expenditures necessitated by the program.

The Branch will continue to work with Departmental colleagues, and with members of other departments to reach the goals set by the Board on use and monitoring of resources necessary for the delivery of the immigration program.

Public Service 2000

Public Service 2000 is an initiative which emphasizes the Canadian government's commitment of service to the public. Strategic and long-range planning for the Department's delivery of consular and immigration programs will complement PS 2000 by:

- * establishing a long-range commitment to enhanced quality of service to the public
- * facilitating the development and communication of standards of service for the delivery of both programs
- * utilizing technological improvements to upgrade service delivery
- * ensuring that the identification and development of long-range priorities, goals and objectives are utilized in the accountability process
- * emphasizing career training and development

Consular and immigration programs have a range of clients from the Canadian public to non-Governmental organizations. Providing better service to these clients is a fundamental objective of the Department and a priority activity. In introducing a long-term Consular Awareness program, for example, the Department is taking steps to inform Canadians about the range and limits of services abroad. In proceeding with Quality of Service initiatives for both consular and immigration programs abroad the Department hopes to provide a better service environment for its clients, more efficient and effective service delivery and a more client-oriented organization.

Departmental Initiatives

In 1990 External Affairs and International Trade undertook a Corporate Review to establish a revitalized, restructured Department which would be better equipped to face the challenges of the future. Consular, immigration and passport affairs were among the groups most affected by those initiatives.

The Corporate Review established six main objectives around which the Department's Corporate Strategy was formed. These were:

- 1) to confirm our mandate, to identify what we do best, and to build on these strategic strengths;
- 2) to recommit ourselves to the service of the Canadian public, business people and travellers;
- 3) to build a more integrated and efficient organization, characterized by strong leadership and team effort;
- 4) to create a better trained and motivated professional staff, committed to the Department, its vision, and its search for quality;
- 5) to establish new standards of delegation of authority and responsibility to managers and staff; and
- 6) to make resourcing and administrative processes more flexible and sensitive to ever-changing requirements.

In order to meet the requirements of the first objective, the Department renewed its emphasis on strategic planning. The preparation of an annual Foreign Policy Framework, and an annual Business Plan for International Trade which are presented to Cabinet provide the impetus for a similar long-range strategic planning focus for the consular and immigration programs.

The requirements of the second objective, better service to the Canadian public, and third objective, a more integrated and efficient organization, are served by the establishment in 1990 of a Branch for Consular, Immigration and Passport Affairs. This new Branch brings together three interrelated and publicly-visible programs to allow for better use of existing resources, and creates a reorganized Headquarters structure which is more efficient and responsive to operations abroad. The integration of consular and immigration programs at missions abroad is another step towards a more effective organization which can deliver a higher level of service to the public, incorporating the spirit of the sixth objective.

The fourth objective, the creation of a better trained and motivated professional staff is met through the Branch's increased emphasis on consular and immigration training, for both Canadian and locally-engaged staff at Headquarters and abroad.

Complementing the Department's Corporate Review initiatives were Branch initiatives in 1990 which requested incremental resources from Treasury Board

to allow for long-range immigration initiatives. Specifically, Cost Recovery and Quality of Service initiatives brought with them increased resources from 1991 through to 1996 which will facilitate delivery of the immigration program to the public and improve the quality of the immigration service the Department delivers abroad.

BRANCH LONG-RANGE PRIORITIES

The Consular, Immigration and Passport Affairs Branch is the functional Branch responsible within the Department of External Affairs for establishing the global direction of consular delivery and for implementing and managing the delivery of the immigration program outside Canada. As such, in the annual management planning cycle of the Department, it outlines to Deputies and geographic Branches its short and long-term priorities.

The long-term priorities of the Branch are as follows:

- 1) to ensure that Canadians receive efficient consular and passport services of a consistently high standard;
- 2) to facilitate the movement of genuine visitors to Canada;
- 3) to manage the delivery of the immigration program on an annual basis within the levels established by CEIC;
- 4) to strengthen the Department's control activities abroad to ensure the integrity of our documentation, and the security and sovereignty of our borders in support of domestic Canadian legislation;
- 5) to participate in domestic and international initiatives to manage the mass movement of peoples;
- 6) to assist CEIC in developing better, more effective policies and programs;
- 7) to pursue automation initiatives; and
- 8) to enhance the training of immigration, consular and passport staff.

BRANCH LONG-RANGE STRATEGIC OBJECTIVES

In delivering Canada's immigration, refugee, consular and passport programs, in contributing to the formulation of policies which portray, promote and defend Canada's interests and values in the world, and in providing service in program areas to Canadian and other clients, the long-range objectives of the Consular, Immigration and Passport Affairs Branch are as follows:

- * ensure overseas immigration and refugee programs and global consular and passport programs are delivered in a fair, humane and effective manner according to the objectives of legislation and public policy announced in Parliament;
- * contribute to the formulation of policies which meet Canada's foreign and domestic goals and obligations, both in a unilateral and multilateral context;
- * give renewed emphasis and vitality to the consular program through its direct linkage to the management and delivery of the immigration and passport programs;
- * improve service to the public, both Canadian and other, through expanded cost recovery with increased revenues invested in enhanced standards of services;
- * maintain and pursue a consular awareness program to inform Canadians about the range of services provided by the Department;
- * pursue the development and implementation of automation initiatives such as the Department-wide computerized communications system (SIGNET) and the computer-assisted immigration processing system (CAIPS) which, together with other technology options, will support a more integrated organization, enhance coordination and consultation and provide better service to our varied clientele;
- * maintain support abroad for Canada's control and enforcement activities; and,
- * enhance training of personnel dedicated to delivery and management of the consular, immigration and passport programs.

CONSULAR/IMMIGRATION INTEGRATION

The Departmental Corporate Review conducted in the spring of 1990 decided that the Department's consular program would be given "...renewed emphasis and vitality by linking it directly with the management and delivery of the immigration program."

Implementation of the Corporate Review decision required assessment as to its feasibility at individual missions, the transfer of Political/Economic officers to the Social Affairs stream to match the resulting consular workload shift, and the maintenance of Departmental consular expertise. As well, enhanced consular training, the development of program standards and upgrade of the Consular Operations Management Information System (COMIS) were identified as means of attaining the Corporate Review objective of renewed emphasis and vitality.

The results of the exercise included agreement to integrate the management of the two programs at 61 of 68 missions with a Social Affairs presence by 1991/92. The remaining seven missions will follow when resource/workload and physical facilities permit. Among those 61 missions are included 51 in which the consular program will be entirely delivered by Social Affairs officers and 10 at which officers of other streams will share in consular duties and report to the Social Affairs Program Manager. In support of the project, the Program Management Board funded additional consular training in FY 1990/91. Budgetary increases will be requested for consular training in subsequent years.

Integration of the two programs will have been attained by 1992 with a net estimated Canada-based personnel transfer to Social Affairs of 25 positions and officers from the Political/Economic Stream. The consular support resources involved have either been transferred intact or with compensating adjustments. A mission-specific review of the allocation of resources will be conducted during the annual resource allocation exercise. A broader review of the effectiveness of the integration is planned before the end of the fiscal year.

LONG-TERM OBJECTIVES

- 1) INCREASED USE OF CROSS-STREAM ASSIGNMENTS TO BROADEN THE BASE OF CONSULAR EXPERTISE AND CAPABILITY TO RESPOND TO CRISES
- 2) DEVELOPMENT OF EXPLICIT STANDARDS AND PROCEDURES FOR CONSULAR PROGRAM DELIVERY
- 3) INTRODUCTION OF AWARDS FOR EXCELLENCE IN CONSULAR SERVICE.

CONSULAR ACTIVITIES

Consular Policy Activities

General

The Consular Policy Division is responsible for: the development, interpretation, revision and implementation of consular policy; the Consular Awareness Program; the administration of the honorary consul program; the Canada-Australia Consular Sharing Agreement; and since May 1991, contingency planning.

One of the significant decisions of the Corporate Review was to give the consular program "renewed emphasis and vitality." The Consular Policy Division will play an active role in achieving this objective.

LONG-TERM OBJECTIVES

- 1) REVIEW THE HONORARY CONSUL PROGRAM TO IMPROVE THE MANAGEMENT/DELIVERY OF THE PROGRAM AND ENSURE ONGOING FINANCIAL RESOURCES
- 2) IMPLEMENT PHASE II OF THE CONSULAR AWARENESS PROGRAM WHICH WILL INCLUDE INFORMATION CAMPAIGNS WITH THE PRIVATE SECTOR AND A FOUR-PART EDUCATIONAL TELEVISION SERIES
- 3) REVISE KEY CHAPTERS OF THE MANUAL OF CONSULAR INSTRUCTIONS
- 4) SET STANDARDS OF CONTINGENCY PLANNING READINESS AT MISSIONS AND COUNTRIES OF SECONDARY ACCREDITATION, AND ENSURE PLANS ARE COMPLETED AND REVIEWED ANNUALLY.
- 5) IMPLEMENT PHASE I OF THE ASSURED COMMUNICATIONS NETWORK FOR CONTINGENCY PLANNING, AS PROVIDED BY A SPECIAL TREASURY BOARD SUBMISSION
- 6) REVIEW DEPARTMENTAL POLICY ON THE ALLOCATION OF CONSULAR COMMISSIONS.

Honorary Consuls

The Auditor General in his 1989 report noted that the Honorary Consul Program is less expensive than establishing a regular diplomatic mission or extending services from such a mission to a remote area. In a period of resource restraint, the program has proven to be an effective vehicle for the delivery of basic consular services. Canada's 52 honorary consuls provide vital emergency consular services and assistance to Canadian nationals.

Historically, multi-year funding for the honorary consul program was not included in the Department's base. At the same time, many honorary consuls have had to shoulder increased consular workloads, in addition to trade promotion and other governmental activities. Without new resources, the Department will no longer be in a position to respond to these responsibilities from its base. The need for incremental resources will be addressed in a separate resourcing strategy document for the Consular Services Program, which is currently being prepared for Treasury Board.

The comprehensive review of the honorary consul program now underway is examining issues related to the role of honorary consuls, long-term management of the program, honoraria and enhanced funding. A Working Group began its deliberations in October and will make recommendations to senior management in early 1992.

LONG TERM OBJECTIVES

- 1) COMPLETE REVIEW OF THE HONORARY CONSUL PROGRAM
- 2) ENSURE RESOURCES ARE OBTAINED FOR EFFECTIVE PROGRAM DELIVERY.

Consular Awareness

As part of the Department's Corporate Review and in response to a recommendation from the Auditor General, a rejuvenated Consular Awareness Program was launched by ministers in April 1991. Activities planned in 1991-92 include briefings for MP's and their staff on consular services, a launch by the SSEA of a new anti-drug music/drama film and a four-part "Bon Voyage But..." television series.

The major objectives of the program are to generate realistic expectations of consular services and to promote self-reliance. The program was given a mandate and funding to develop cooperative ventures with the private sector, particularly the travel industry, to maximize the impact of our major consular messages. To achieve the desired results, the Department's public awareness activities must be ongoing and the necessary resources provided.

LONG-TERM OBJECTIVES

- 1) ENSURE CONTINUED PRIORITY FOR THIS PROGRAM, AND AN ADEQUATE LEVEL OF FUNDING
- 2) DEVELOP CLOSER WORKING RELATIONSHIPS WITH THE TRAVEL INDUSTRY TO PROMOTE SAFER TRAVEL
- 3) THROUGH PUBLIC EDUCATION, REDUCE THE NEED FOR CERTAIN KINDS OF CONSULAR ASSISTANCE RESULTING IN WORKLOAD SAVINGS
- 4) GENERATE REALISTIC EXPECTATIONS OF CONSULAR SERVICES.

Contingency Planning

The Department of External Affairs undertakes consular contingency planning to safeguard the lives and interests of Canadian citizens threatened by or experiencing an emergency abroad.

The purpose of contingency planning is to define measures to assist Canadian citizens and establish the organization and procedures necessary to implement planning measures. Evacuation of Canadian citizens is the last in a series of measures implemented by a mission's contingency plan.

Every Canadian mission abroad is responsible for developing and annually updating a Consular Contingency Plan to assist and protect Canadians resident locally. Contingency plans are based on a system of communications within the Canadian community which uses "Wardens" to form the link between the mission and resident Canadians. Canadian missions abroad frequently cooperate with missions of other nations in developing and implementing contingency plans.

With the exception of sudden natural disasters, most emergency situations develop through several phases, each of which require a sequence of responses from the mission and the Canadian community. An effective Contingency Plan relies upon up-to-date registration information of resident Canadians, nomination of wardens, identification of assembly points, safe havens, and evacuation routes. Plans are updated on an annual basis and are standardized to the extent possible.

In order to facilitate communications with missions in countries of risk, the Department has developed a program for the installation of an Assured Communications system. This program identifies twenty countries in which a new communications system will be made available to mission staff to provide a secure and official link with Headquarters in the event of a consular emergency. Wardens in these countries of risk will also receive new equipment to facilitate their ability to communicate with Canadian citizens in both urban and rural environments. The chart below highlights the progress planned for this system over the next five years.

ASSURED COMMUNICATIONS SYSTEM

IMPLEMENTATION SCHEDULE

FY	NO. OF POSTS	NO. OF ROVING SYSTEMS
1991/92	5	3
1992/93	4	2
1993/94	4	2
Total	13	7

LONG TERM OBJECTIVES

- 1) ENSURE THE ESTABLISHMENT OF CONTINGENCY PLANS FOR ALL POSTS AND ALL COUNTRIES OF SECONDARY ACCREDITATION
- 2) CONTINUE EMPHASIS ON NEED FOR ANNUAL REVIEW OF PLANS AND GENERAL LEVEL OF PREPAREDNESS.

Consular Operations Activities

General

All Canadian missions abroad provide assistance to Canadian citizens on a priority basis. Statistics show that requests for assistance are increasing world-wide, particularly in Eastern Europe where the rise of democracy has ironically brought with it less personal security for foreign nationals. Although not all consular service provided abroad is based on a legal requirement to do so, it is based on longstanding national and international tradition of assistance to one's own citizens. Visits to long term prisoners, assistance to families of deceased Canadians and child custody cases would all fall outside the Department's legal requirements, but could not be dropped from our roster of duties without very serious criticism.

Consular services are provided at all Canadian missions abroad regardless of whether there are dedicated personnel. In many missions abroad, consular workload is only a fraction of an individual's overall job responsibilities. As a result, the aggregate number of positions dedicated globally to the consular program is relatively small (chart).

However, workload is predicted to increase as demand by travelling or resident Canadians abroad increases. As a result, the Department is examining the formula upon which the consular program is resourced to ensure improved delivery of the program despite workload increases.

While consular workload has been integrated with that of immigration at the majority of missions, both programs remain separately demand-driven and very publicly-visible. Resources dedicated to the immigration program have, in reality, limited flexibility given the constraints of program delivery. Resources allocated to the consular program will need to keep pace with the growth in this program's workload.

Public sector alternatives, i.e., the identification and development of innovative ways to ensure that the requirements of the Canadian public abroad are met through non-Governmental sources, is a priority for the future.

LONG-TERM OBJECTIVES

- 1) DEVELOP MINIMUM STANDARDS FOR GLOBAL DELIVERY OF THE CONSULAR PROGRAM, BOTH WITHIN OFFICE HOURS AND AFTER HOURS
- 2) REDESIGN AND UPDATE STATISTICAL REPORTING BASE
- 3) INCREASE EFFICIENCY THROUGH INCREASED TRAINING FOR CANADA-BASED CONSULAR STAFF.

TOTAL DEDICATED CONSULAR PERSON-YEARS ABROAD

(includes Canada-based and locally-engaged staff)

REGION	CONSULAR PY'S	NO. OF MISSIONS	% OF CONSULAR PY'S
Europe	69.8	29	37
USA	28.7	12	15
Latin America	27.7	16	15
Africa	28.9	29	15
Asia	33.3	19	18
Total	188.4	105	100

Passport Services

Of all consular services delivered abroad by the Department of External Affairs, the one which is most demanded and on which Canadian staff expend the most time, is the issuance of passports.

Canadian missions have always issued passports to Canadian citizens travelling or resident abroad. As a result, Canadian citizens have come to expect this service and to expect that it will be delivered efficiently, with a minimum of complications. Canadians who have any experience with the domestic Passport Office have the expectation that services abroad will be delivered at this same standard of efficiency, regardless of foreign circumstance, workload or host country complications.

Current statistics on passports issued abroad demonstrate a regular increase in demand over the last fifteen years. There has been a 34% increase in passport issuance, which corresponds roughly to the increase in registration during the same period. Passport issuance in 1995/96 is anticipated to reach 80,000 documents. The respective distribution among geographic regions is expected to remain constant over the next five years, although it should be noted that, at 35%, Asia has demonstrated the largest increase in the last five years.

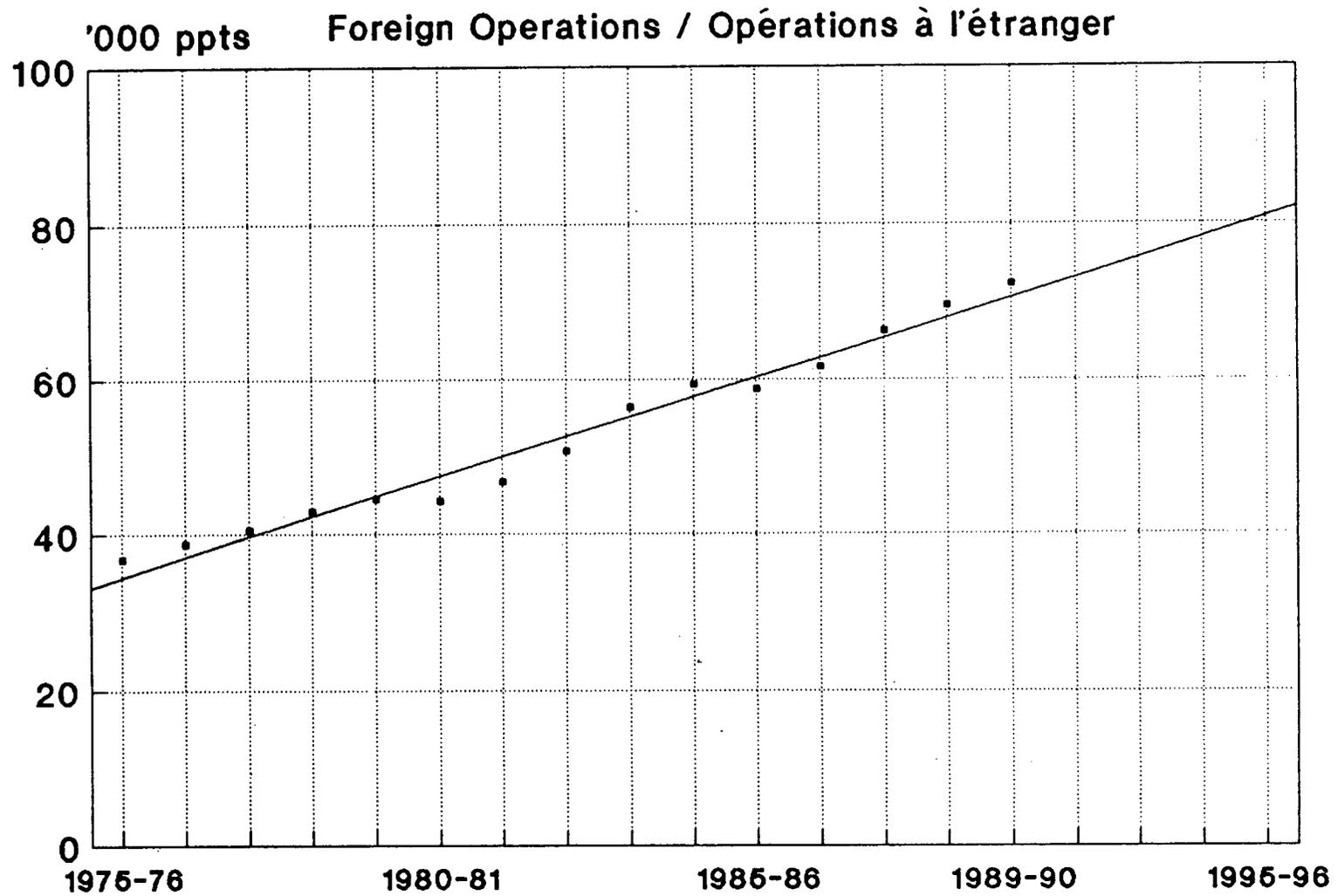
There is also an ever-increasing pressure on missions due to the increasing incidence of fraudulent travel documentation. This requires vigilant examination of passport applications to ensure entitlement to passport services, and training to ensure that consular staff is able to detect forgeries and alterations.

Some missions are automated for passport issuance in order to achieve certain efficiencies of scale. The advantages of automation are obvious: it facilitates the issuance of large numbers of passports, and it allows for immediate access to material by either Headquarters or the mission for updating, reporting or statistical purposes. As of 1991, the ten missions reflecting the largest passport workload are automated: Atlanta, Detroit, Los Angeles, New York, San Francisco, Bonn, Hong Kong, London, Paris and Rome.

LONG-TERM OBJECTIVES

- 1) ESTABLISH MINIMUM EFFICIENCY STANDARDS FOR PASSPORT PROCESSING
- 2) MOVE TOWARD FULL AUTOMATION OVER FIVE YEAR PERIOD AS RESOURCES PERMIT
- 3) ACHIEVE BETTER QUALITY CONTROL FOR PASSPORTS ISSUED ABROAD.

Projection 1995-1996

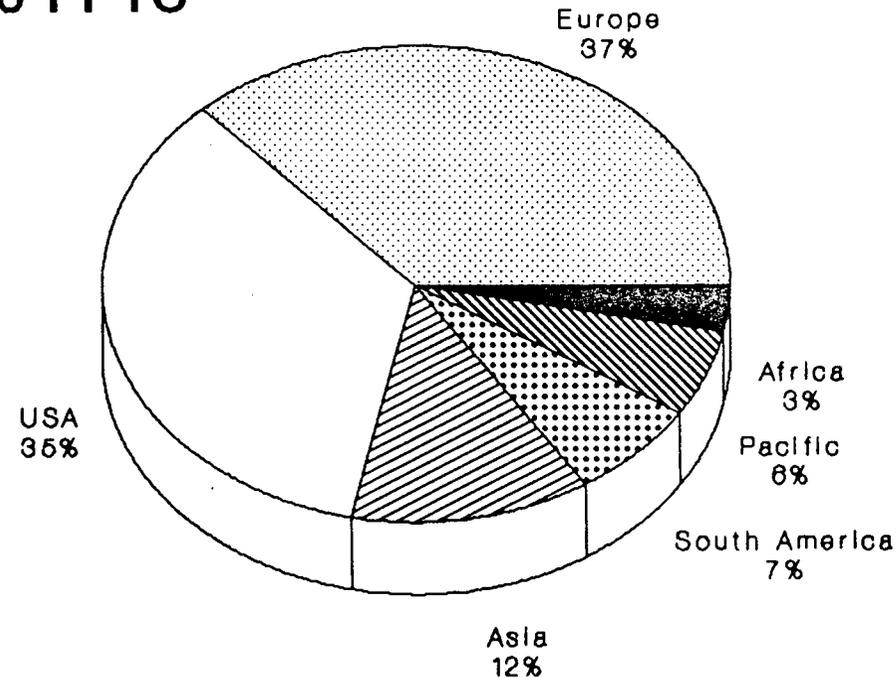


O & M Services

Passports Issued Abroad Passeports délivrés à l'étranger

1989-1990

TOTAL: 72,196 PPTS



O & M Services, Source: CPT 190

Citizenship

Canadian missions act as a liaison between an applicant for Canadian citizenship abroad and the Secretary of State which is responsible for citizenship.

More Canadians are applying through Canadian missions for citizenship for themselves and their families because more Canadians are resident temporarily or permanently abroad than ever before. Similarly, more Canadians are dual or multiple nationals. Some of the ramifications of this latter situation are set out in the Departmental publication, "Bon Voyage, But..."

The 1977 Citizenship Act allows for Canadian citizenship to be automatically passed to multiple indefinite generations through either parent without the requirement of residence in Canada. It also allows for the application for citizenship after a three rather than five year period of residence in Canada. While a 1987 White Paper, "Proud to be Canadian: A Discussion Paper on Citizenship," recommended limitation to the third generation, no formal moves have been made to date to change this aspect of Canadian citizenship entitlement. As a result, more Canadians hold dual or multiple citizenships than ever before.

With this rise come the unique consular problems posed by individuals who do not register with Canadian missions for fear of detection by the country of their second citizenship, or those who take out Canadian citizenship in hopes of escaping military service or other national obligations. The issue of consular access to Canadian citizens who are dual nationals requiring assistance in their country of second citizenship remains unresolved.

At the same time, as noted by the Auditor General, consular staff must be vigilant against the use of fraudulent documentation for the purposes of obtaining Canadian citizenship.

LONG-TERM OBJECTIVES

- 1) TRAINING ON FRAUDULENT DOCUMENT DETECTION FOR CONSULAR STAFF
- 2) CITIZENSHIP TRAINING ON POST-SPECIFIC BASIS (GIVEN BY SECRETARY OF STATE)
- 3) GREATER PUBLIC AWARENESS OF RAMIFICATIONS OF DUAL AND MULTIPLE NATIONALITY ON THE CANADIAN TRAVELLER.

Registration of Canadians Abroad

More and more Canadians are living or residing temporarily abroad. As a result, increasing demands are placed upon Canadian missions to offer a registration service.

The Department of External Affairs does not offer registration services at all missions. Countries which have in place adequate domestic systems to manage natural disasters, civil unrest or other potential emergencies have the confidence of the Canadian government that its nationals will be protected and their interests safeguarded. Registrations are therefore not accepted at Canadian missions in Western Europe or the United States, Japan, Hong Kong, Australia or New Zealand.

In order to introduce certain efficiencies into the registration process, the Department has instituted the Registration of Canadians Abroad (ROCA) computerized system. All Canadian missions which accept registrations currently have this program. The efficiency of the program is dependent upon the ability of locally-engaged staff in a mission to access it, which varies from post to post depending upon local conditions.

As with almost all consular activities, registrations abroad are on the rise. The period 1987 to 1991 saw a 35% increase. As of 1991, over 32,000 Canadians are registered with Canadian missions, with the volume expected to increase in the period 1991 to 1995 at a similar rate. The top four countries for registration are currently Paraguay, Israel, Saudi Arabia and Lebanon, accounting for over 3,000 registrations each.

LONG-TERM OBJECTIVES

- 1) ENSURE ROCA IS FULLY OPERATIONAL AT ALL POSTS.

Notarial Services

Canadian missions are often requested to provide notarial services because documents are required by a Canadian court or jurisdiction, or because the fees are reasonable. Given the volume of requests for other forms of consular assistance, this type of activity is not an effective use of increasingly scarce resources and one which the Department of External Affairs can not afford to offer indefinitely. Annually, the Department provides notarial services in over 35,000 cases taking over 12,000 hours in mission time.

For many years the costs of providing this service have not kept pace with the fees charged. A new fee schedule has been developed which will more accurately reflect costs and will divert the travelling public into private sector alternatives. Despite this new emphasis on cost recovery, the Department will continue to provide some notarial services free, e.g., an application for a Canadian pension.

LONG-TERM OBJECTIVES

- 1) DISCOURAGE RELIANCE UPON MISSIONS ABROAD TO PROVIDE DISCRETIONARY NOTARIAL SERVICES
- 2) INCREASE FEES ON REGULAR BASIS TO REFLECT COSTS OF SERVICE.

NOTARIAL SERVICES PROVIDED ABROAD BY REGION

FY 88/89	REGION	SERVICES	PERCENTAGE SHARE
	USA	1,358	4.0
	Latin America	4,813	13.0
	Asia/Pacific	5,746	15.0
	Africa	7,995	21.0
	Europe	17,288	47.0
	Total	37,200	
FY 89/90			
	USA	1,169	3.0
	Latin America	3,911	11.0
	Asia/Pacific	5,678	16.0
	Africa	9,147	26.0
	Europe	15,532	44.0
	Total	35,437	
FY 90/91			
	USA	2,453	8.0
	Latin America	4,321	12.0
	Asia/Pacific	4,815	14.0
	Africa	9,141	26.0
	Europe	14,010	40.0
	Total	34,740	

Notarial services are showing a decrease of 4.7% possibly due to increase in fees charged for services.

Distressed Canadians

Canadian citizens who contact a Canadian mission request a variety of services. The category known as "distressed Canadians" includes those who require financial assistance, those who are ill or hospitalized, those who are incarcerated or die abroad, those whose families inquire regarding their well-being and whereabouts and lastly, those who require mission assistance in affecting their repatriation to Canada. While the Department of External Affairs is actively exploring private sector alternatives for certain categories of consular assistance, nevertheless for many activities, missions will remain responsible or will take the lead role in delivering a service.

In aggregate terms, there are more distressed Canadians than ever before. Over the next five years, we anticipate that the trend towards increasing workload will continue. Canadians are travelling more and it appears that more are elderly, or on the margins of financial self-sufficiency. More Canadians are incarcerated than ever before, mainly as a result of contravention of drug laws. This trend can be expected to increase in future as legal systems are increasingly adopting a tougher stand towards the use of illegal drugs.

Although provincial medical schemes cover the majority of Canadians travelling abroad, funds are often a problem for Canadians unexpectedly hospitalized or requiring treatment as many medical facilities require payment either on admission or prior to release. Missions are often required to act as intermediary between family in Canada and the medical facility to advance funds pending reimbursement. In many countries, medical facilities expect families to take care of hospitalized patients by providing them with nursing care, physical supplies and even food. Often a Canadian family is not able to provide this level of care and calls upon the mission for assistance.

Missions are also called upon to assist in arrangements for a deceased Canadian which can range from identification through the shipment of remains. These situations are sensitive and complex and require liaison with local health and police authorities, transportation companies and bereaved family members. Intensive assistance by locally-engaged mission staff is required because of language or cultural barriers.

Concerned friends, family or employers often contact a mission abroad asking for assistance in establishing contact with a Canadian living or travelling abroad. This is an essential service which the Department is willing to provide to the Canadian public within the bounds of Canadian Privacy legislation. The Consular Awareness campaign will inform the public that while missions are able to perform this service, their activities are seriously limited by the accuracy of records such as immigration records of entry, hotel bills, etc., which are kept locally. This activity highlights the need for up-to-date registration material.

Financial assistance is requested from a mission by those Canadians who are travelling, rather than resident, abroad. Generally speaking there are two types of cases: those who find themselves financially destitute through no fault of their own and those who have left Canada ill-prepared or who have the expectation that they may receive financial assistance from a mission. The

provision of financial assistance is not a discretionary activity although missions are instructed to exhaust all other possible sources before extending taxpayers' funds on a recoverable basis. As with many consular services provided abroad, the quality or extent of the service is dependent upon local conditions: local communications facilities, local banking practices, hours of access to the public, etc. As a result, the Department may extend its facilities for the transfer of funds to an indigent Canadian who has no access to private sector alternatives, such as those provided by travel agencies or credit card companies.

Repatriation of a Canadian citizen is yet another activity of consular staff abroad who must effect the return to Canada of Canadian citizens, many of whom are mentally unstable or truly destitute with families who are unable or unwilling to assist them. While these cases are still very much the exception they are nonetheless exceedingly time-consuming and resource-intensive, particularly where organization of an escort is required.

LONG-TERM OBJECTIVES

- 1) CONTINUE TO MONITOR THE LEVEL, TYPE AND LOCATION OF ASSISTANCE REQUESTED TO ENSURE ADEQUATE RESOURCES
- 2) EVALUATE ABILITY OF CONSULAR AWARENESS PROGRAM TO MODERATE DEMAND FOR INTENSIVE CONSULAR ASSISTANCE
- 3) ESTABLISH MINIMUM STANDARDS FOR CONSULAR SERVICE AND FOR EMERGENCY AFTER HOURS SERVICE, DISTINGUISHING BETWEEN OUR LEGAL OBLIGATIONS AND DEPARTMENTAL POLICY.

Child Custody

Child custody is a private legal matter usually settled through the courts, but a Canadian court order is valid only in Canada. When the non-custodial parent removes a child to another country, the parent with legal custody often turns to consular officials for help.

If the country in question is one of the 16 to have ratified the Hague Convention on Civil Aspects of Child Abduction, consular representatives can help to confirm the existence of the international agreement and provide counsel on how to initiate procedures.

When the country is not one of the signatories to the agreement, the role of consular staff is limited to providing general consular assistance to the parent in Canada, including liaison with host country officials, to ensure the well-being of the child.

Consular services have to deal with an increasing number of child custody cases. Although some cases have been successfully resolved within short periods, most remain unsolved or drag on for long periods. Unfortunately, consular staff can generally do little but direct parents to appropriate agencies and extend moral support.

LONG-TERM OBJECTIVES

- 1) TO CONTINUE TO PROVIDE THE MAXIMUM SUPPORT POSSIBLE IN ACCORDANCE WITH A CANADIAN COURT ORDER
- 2) TO ENCOURAGE OTHER COUNTRIES TO RATIFY THE HAGUE CONVENTION ON CIVIL ASPECTS OF CHILD ABDUCTION.

Travel Warnings

The Department's policy and practise is and has been to provide oral information on a responsive basis on travel conditions that might constitute a personal security risk, generally refraining from the issuance of formal, written warnings such as those issued by the U.S. State Department. The Department prefers to provide factual information, on request, concerning known conditions which might constitute a risk, and allow Canadian travellers to draw their own conclusions on the wisdom of travel to the country or area of concern. When requested, advice to would-be Canadian travellers is conveyed to the Canadian media via the media relations office depending on the degree of perceived risk and on the volume of Canadian travel. If warranted, the SSEA may make a statement in the House, or when the House is not in session, a press release might be issued.

For the Canadian public, the ability of the Department to answer routine inquiries on travel to foreign countries is an essential service. It is often the only contact a traveller has with this Department. As a result, information must be timely and accurate. In order to ensure the accuracy of information, the Department should move towards an expansion of its source base from traditional sources such as other Governments, the media and international companies.

Although written travel warnings have not traditionally been issued, the Department has begun to do so when warranted by international events such as the Gulf War. As a result, there is a new public expectation that the Department will continue to provide this service.

LONG-TERM OBJECTIVES

- 1) INSTALL AUTOMATED TELEPHONE ANSWERING SERVICE TO PROVIDE TRAVEL WARNINGS ON EASILY-ACCESSIBLE BASIS
- 2) SEEK ADDITIONAL RESOURCES TO UPDATE REGULARLY THIS SYSTEM
- 3) DEVELOP A FORMULA FOR REGULAR INPUT FROM MISSIONS TO ENSURE THAT SPECIFIC PROBLEMS OF CANADIAN TRAVEL ABROAD ARE ADDRESSED.

TRAVEL ENQUIRIES/ADVICE PROVIDED ANNUALLY BY HQ

FY	CONTACTS	% INCREASE
88/89	1,568	not available
89/90	2,986	90.4
90/91	2,985	0.0
* 91/92	3,986+	33.5+

* FY 91/92 figure reflects only the first three months of FY 91/92 when public enquiries increased due to the Gulf War

Consular Operations Centre

As a result of the 1991 Gulf War, the Department recognized the need to review and revise its existing procedures for Contingency planning. One of the key elements identified as a result of Departmental activities in the Gulf crisis, is the need for an upgraded and well-designed Consular Operations Centre and Watch Office to reflect their importance in the management of consular emergencies.

The Operations Centre is not provided with the person year resources to permit it to assume the management of a consular emergency abroad. Instead, the Department draws upon a variety of personnel to form a Task Force for the management of consular crises.

Renovations and enlargement of the physical space, upgrading of computer equipment and increasing the number of toll-free telephone lines will facilitate the Department's ability to respond to crises developing abroad. To utilize fully the potential of the computer mapping system, trained support staff are required to input and update post-specific data. A consultant was engaged by the Department in 1991 to make recommendations on a new design for the Operations Centre in order to make it a more modern facility taking advantage of advances in automation and new technology.

At the same time as renovating the physical space, there is a need to standardize Headquarters' responses to consular emergencies through the development of a checklist of required information and a framework of procedures.

LONG-TERM OBJECTIVES

- 1) UPDATE THE OPERATIONS CENTRE FOR BETTER USE DURING CONSULAR CRISES
- 2) DEVELOP MANUAL OF HEADQUARTERS CRISIS PROCEDURES
- 3) DEVELOP TRAINING PROGRAM FOR HEADQUARTERS PERSONNEL TO HANDLE CONSULAR CRISES.

IMMIGRATION ACTIVITIES

General

The Consular, Immigration and Passport Affairs Branch provides Departmental input to CEIC, HWC and other government departments on the full range of immigration policy issues and manages the implementation of immigration policies and procedures abroad. It also implements the CEIC's list of Designated Occupations and the General Occupation List.

The Branch is responsible for recommending to CEIC what amendments should be made to the Immigration Regulations, initiating and coordinating departmental input to changes proposed by CEIC and other departments to law, policy and procedures, and undertaking reviews of problematic procedural areas. Recent or ongoing areas of action include changes to the Regulations on retirees, adoptions, the definition of dependants; changes in processing priorities; proposed amendments to the Citizenship Act; review of international adoption regulations; medical inadmissibility; and the foreign domestic worker program.

In addition, the Branch provides input for provincial negotiations by CEIC and negotiates procedures for the Canada-Quebec Accord. It also provides Departmental input on counselling material, on the new Environmental Review Act, and for the reform of national parole policy.

While the CEIC is responsible for the formulation and development of immigration policy, this Department has a consultative role due to the fact the we are responsible for overseas delivery of the immigration program. In addition, we frequently request CEIC to address policy issues which cause difficulty in implementation, or which are creating perceived inequities. Examples of ongoing policy issues include: adoption, business immigration, regulatory development and changes, domestic workers, medical issues, processing time frames and priorities.

LONG-TERM OBJECTIVES

- 1) TO WORK WITH CEIC IN THE DEVELOPMENT OF IMMIGRATION POLICIES TO MAKE THEM WORKABLE ABROAD
- 2) TO ENSURE ADEQUATE CONSULTATIONS ON DRAFT IMMIGRATION POLICY SO THAT OVERSEAS RESOURCE AND WORKLOAD IMPLICATIONS OF INITIATIVES ARE TAKEN INTO ACCOUNT.

Five-Year Immigration Levels

The CEIC Five Year Immigration Plan, approved by Cabinet in October 1990, calls for immigration levels to rise from 200,000 in 1990, to 220,000 in 1991 and to 250,000 in 1992 through 1995. Immigration from abroad (as differentiated from landings from within Canada), the responsibility of this Department, will increase from 185,000 in 1991, to 190,000 in 1992 and to 195,000 in 1993 through 1995.

While projecting immigration flows is difficult, emerging trends would indicate some modest downstream shifts in migration patterns. During the first two years of the plan, the Family Class and refugees, both Government and privately sponsored, are expected to dominate the overseas immigrant movement. This is expected to result in increased immigration from Asia, eastern Europe, and Latin America and the Caribbean. Migration from other regions will remain static or decline modestly.

In the third and subsequent years of the plan, while the Family Class and refugee movements will remain sizable, the plan calls for a shift in emphasis to the selected worker component or independent movement. This will possibly result in decreased immigration from the Latin America and the Caribbean area and Africa, a stabilization in immigration flows from Asia and increased migration from Europe.

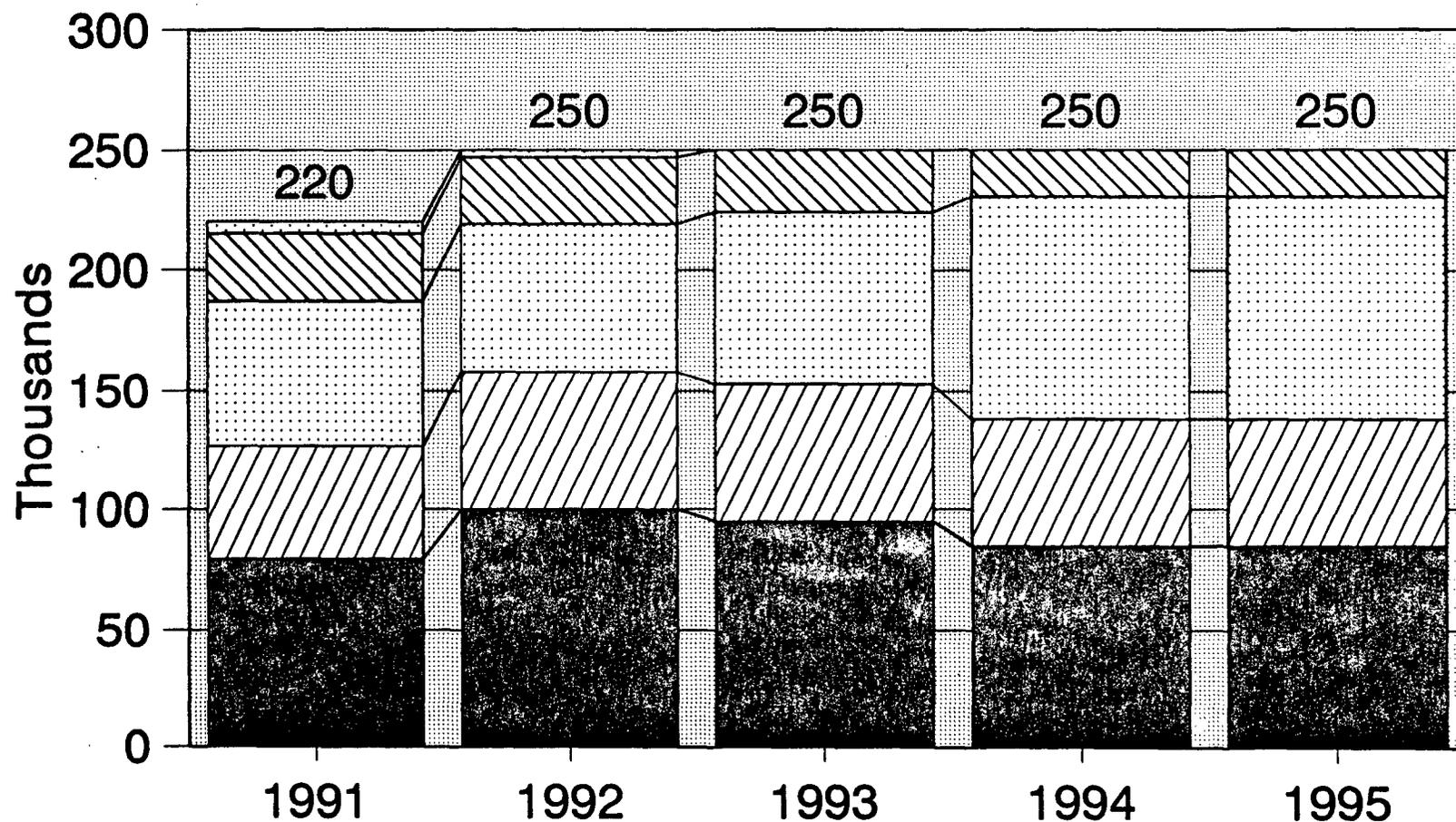
Within regions, patterns will change. In Asia, a decreased Family Class movement will be replaced with higher flows of independent applicants, likely from Hong Kong and India. In Africa there can be expected post-1993 decreases in the sub-Sahara which will be partially offset by increased Quebec-destined migration from the Maghreb and Egypt. Concrete projections are hazardous given the uncertainty of future policy shifts and changing economic conditions in Canada and source countries.

This Department shares responsibility with CEIC for ensuring that the Immigration Plan is delivered in accordance with the announced levels. This has necessitated the continuing evolution of the workload management system and a concomitant improvement in our management information system.

The need to manage immigration levels will place a greater responsibility on Geographic Branches and Heads of Mission to ensure that their missions manage to pre-set targets. The anticipated shift in emphasis in the Plan for 1993 will necessitate resource shifts not only within, but between geographic regions. The requirement for resource reallocations will be identified annually. The Department's resource allocation process will be required to redeploy person years to ensure that surplus resources in one area are not left in place or absorbed by other programs, therefore leaving under-resourced missions unable to cope with rising workload.

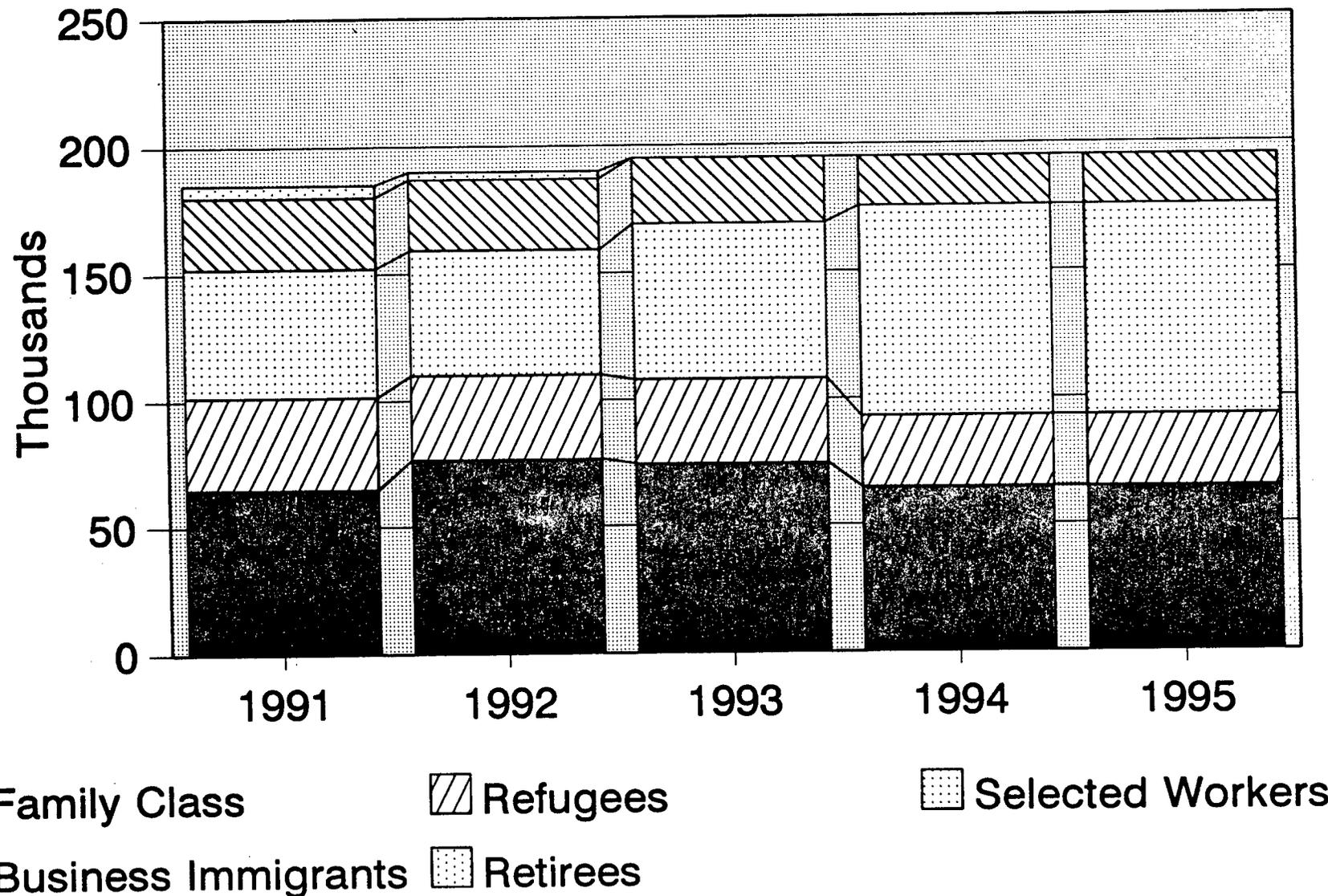
Immigration Plan for 1991-1995

Planned Landings - Total



Immigration Plan for 1991-1995

Planned Landings - From Overseas



Non-Immigrant Trends

Visitor activities have increased significantly in recent years and this trend is expected to continue. The number of visitor visas/authorizations issued abroad increased from approximately 270,000 in 1985 to approximately 610,000 in 1990. This increase was due to increased travel and the removal of visitor visa exemptions from countries whose citizens or documents presented control problems. Additions to and removals from the exemption list (Schedule II of the Immigration Regulations) will continue to occur as enforcement and control problems change.

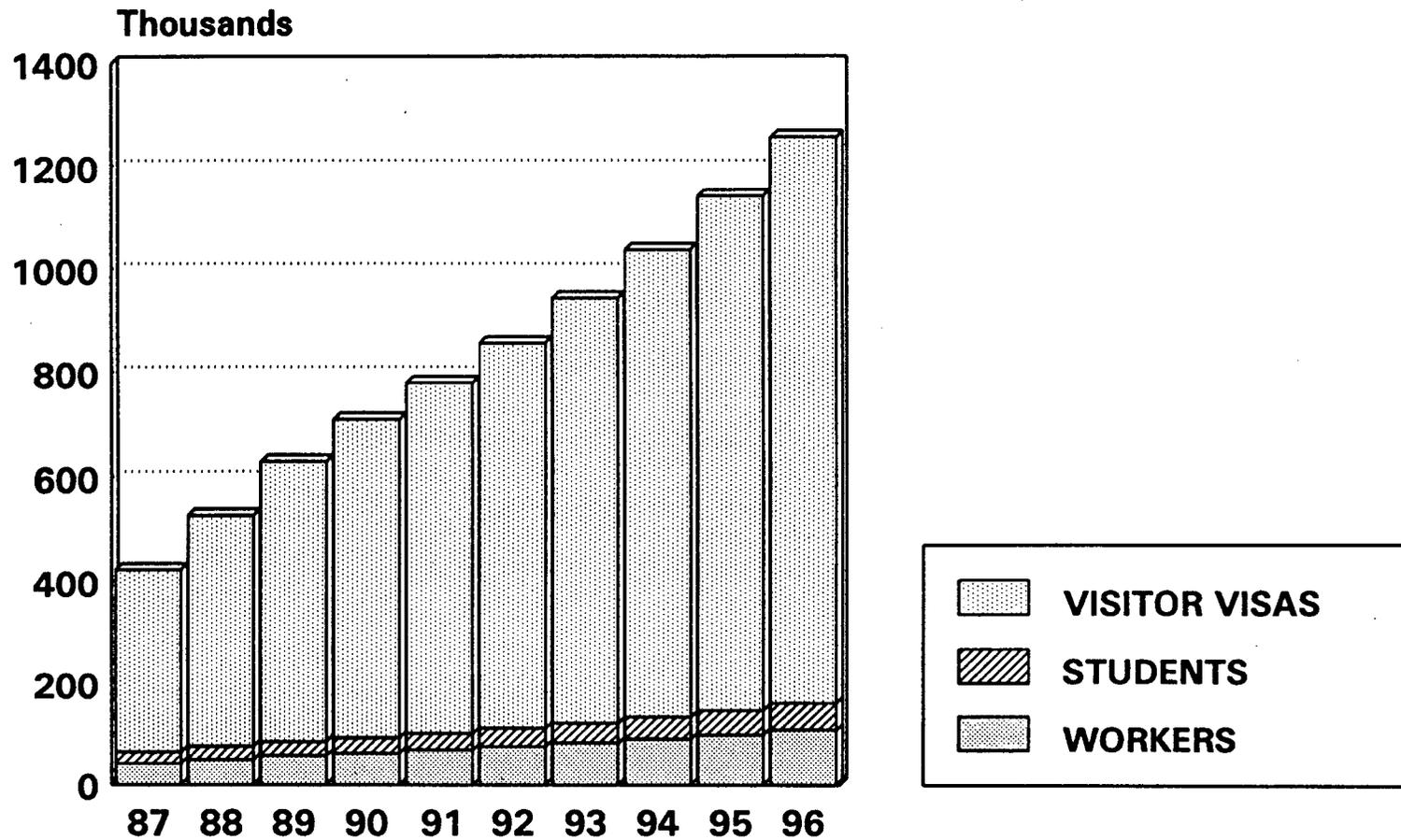
In cooperation with CEIC, the Department will continue to be active in coordinating changes in procedures and policies as they affect student and employment authorizations and visitor visas.

LONG-TERM OBJECTIVES

- 1) DEVELOP CONSISTENT AND EQUITABLE VISITOR VISA PROCESSING PROCEDURES
- 2) ANALYZE AND EVALUATE NEW PROPOSALS FOR ENHANCED VISITOR CONTROL PROGRAMS
- 3) ENHANCE INTERDICTIONS OF IMPROPERLY DOCUMENTED TRAVELLERS SEEKING TO COME INTO CANADA.

NON IMMIGRANT MOVEMENT

VISITORS, STUDENTS AND WORKERS



1991 on: 10% linear growth projection

Enforcement and Control

Migratory pressures from economically or otherwise deprived regions to westernized industrial countries is expected to continue. Of immigrant-receiving countries, Canada is a particularly attractive destination.

Of the 36,559 persons (i.e., over 100 per day) claiming refugee status in Canada in 1990, over 20,000 were "improperly documented" arrivals at air and land ports-of-entry. This was an increase of over 56% from the 1989 total of approximately 12,900 arrivals. Given Canada's inability to remove improperly documented arrivals in numbers sufficient to act as a deterrent, this flow will continue unabated and shows every indication of increasing.

Overseas interdiction is the only immediately viable means of keeping improperly documented arrivals at acceptable levels. Primary program responsibility for enhancing interdictions rests with Immigration Control Officers (ICO's), currently 15, posted abroad. It is anticipated that by 1996 25 ICO's will be in place at critical missions. ICO responsibilities include:

- * liaison with host country authorities and travel companies on individual cases, fraudulent document operations, smugglers, etc.;
- * liaison with representatives of other countries on all aspects of immigration control and multilateral initiatives;
- * providing information and training to carriers and Canadian missions within the area on Canadian documentation and requirements;
- * gathering intelligence on document fraud, illegal migrant movements, interceptions, etc.;
- * monitoring multilateral control/enforcement initiatives and representing Canada at multilateral meetings in concert with experts from CEIC.

Increased arrivals have been paralleled by interceptions, of which 1,564 were reported in 1989, 3,537 in 1990 and 2,047 in the first six months of 1991. As 3,101 undocumented arrivals by air were recorded in the latter period, the effectiveness of the ICO program is evident.

LONG-TERM OBJECTIVES

- 1) TO ENHANCE INTERDICTIONS ABROAD THROUGH ACTIVITIES OF ICO's, AND TO MONITOR IMMIGRATION CONTROL ISSUES
- 2) TO FOSTER COOPERATION WITH OTHER GOVERNMENTS DEPARTMENTS SUCH AS CEIC, CITIZENSHIP, RCMP, CSIS AND OTHER SECTORS OF THIS DEPARTMENT TO ENHANCE THE EFFECTIVENESS OF CONTROL AND ENFORCEMENT ACTIVITIES
- 3) TO PROMOTE TRAINING FOR IMMIGRATION CONTROL OFFICERS.

Refugee and International Migration Issues

The Consular, Immigration and Passport Affairs Branch is responsible for the supervision and administrative coordination of the annual refugee plan. This includes preparation of guidelines for its efficient implementation and monitoring, guidance to and cooperation with missions abroad and CIDA, and working in close coordination with CEIC Refugee Affairs and Settlement Divisions.

The Branch is also responsible for the coordination of responses to information requests from the Immigration and Refugee Board, development and maintenance of a refugee information bank and coordination of the preparation for the annual Executive Committee meeting of the United Nations High Commissioner for Refugees (Excom), including drafting of the main statement on protection and intervention issues and participation in the delegation.

In addition the Branch provides support for and participation in the UN General Assembly in relation to the annual report of the UN High Commissioner for Refugees (UNHCR), and monitors the increasing number of national and international meetings dedicated to the study of the refugee and asylum seeker phenomenon. Position papers and briefing notes are prepared for Canadian participants in international meetings and Canadian participation is coordinated in multilateral fora such as the UNHCR, UNGA, IOM, Council of Europe, OECD and the European Community where international agreements are debated and formulated. The Branch liaises with the Canadian academic community active in refugee and refugee law studies and prepares an independent policy analysis of perceived trends and developments through the study of the reports and policy papers emanating from national and international research organizations.

The trends that have brought wider and more numerous responsibilities for the Branch over the past few years will continue in the future. The expansion that has already occurred has been as a result of the blurring of the lines between refugees and asylum seekers, as economic migrants take advantage of facilities intended for refugees in Canada and other developed countries. This trend will continue, and quite possibly accelerate over the next few years as conditions unrelated to individual persecution, such as war, famine, ecological change or population pressures, drive more and more people into refugee or "humanitarian" immigration channels, whether their individual claims are justified under existing law or not.

In addition, it is likely that the Branch will become more involved in population policy, as it becomes more and more evident that measures to protect Convention refugees and to respond to the abuse of refugee systems by asylum seekers in Canada and elsewhere in the world cannot be discussed without consideration of the national and international demographic implications.

LONG-TERM OBJECTIVES

- 1) IN COLLABORATION WITH THE CEIC, BRING CANADIAN OVERSEAS REFUGEE SELECTION AND RESETTLEMENT POLICY INTO LINE WITH INLAND PROTECTION POLICY
- 2) ACHIEVE, THROUGH INFORMAL OR FORMAL AGREEMENT, AN UNDERSTANDING WITH OTHER GOVERNMENTS WHICH WILL PERMIT THE HARMONIZATION OF CANADIAN INLAND REFUGEE PROTECTION POLICY WITH THAT OF LIKE-MINDED STATES
- 3) ENSURE THAT CANADA IS ADEQUATELY REPRESENTED IN THE INTERNATIONAL DIALOGUE OVER RESPONSES TO MIGRATION AND POPULATION POLICY-RELATED PROBLEMS NOW CONFRONTING WESTERN STATES, INCLUDING IMMIGRATION, REFUGEE RESETTLEMENT AND REFUGEE PROTECTION POLICY, AND ROOT CAUSES. THE LATTER WILL ITSELF INCLUDE ATTENTION TO INTERNATIONAL DEVELOPMENT AND HUMANITARIAN ASSISTANCE POLICY, HUMAN RIGHTS AND THE RESPONSIBILITIES OF STATES OF ORIGIN.

Provincial Activity

Following the collapse of the Meech Lake Accord in June 1990, the federal government undertook to review the Cullen-Couture Agreement, in order to update Quebec's role and responsibilities in immigration matters in accordance with Quebec's needs, circumstances and desires. The Canada-Quebec Accord was signed in February 1991 and took effect on April 1, 1991.

This administrative Accord continues the evolving role of Quebec by granting it sole responsibility for selecting Quebec destined refugees and independent immigrants, and certain classes of immigrants from within Canada. The Accord also grants Quebec sole responsibility for the integration of immigrants, and provides for a transfer of funds to allow it to assume this new role.

The federal government has reiterated its offer to review existing immigration agreements with the other provinces or to negotiate first agreements with British Columbia, Ontario and Manitoba, most of which have indicated their interest in doing so. Saskatchewan is actively pursuing an immigration proposal. Provinces appear concerned about the special status accorded to Quebec and may seek increased powers. It is unlikely, however, that another province will pursue an immigration strategy involving the creation and posting of its own selection officers abroad, to the same extent as Quebec has done.

Mobility rights enshrined in the Charter of Rights and Freedoms impact on the ability of any province to manage their provincial labour markets; like all Canadian residents, immigrants are free to settle in any province despite having been expressly chosen for residence in a specific province.

LONG TERM OBJECTIVES

- 1) TO WORK WITH THE CEIC AND THE PROVINCES IN NEGOTIATING IMMIGRATION AGREEMENTS, ENSURING THAT FEDERAL OBJECTIVES ARE NOT OBSCURED
- 2) TO ENSURE THAT ANY FISCAL IMPACT OF IMMIGRATION AGREEMENTS ON THE DEPARTMENT IS OFFSET BY A COST RECOVERY FORMULA WITH THE PROVINCES
- 3) TO PURSUE CONSULTATIONS WITHIN THE DEPARTMENT SO AS TO ENSURE THAT INTERESTED DIVISIONS ARE KEPT ABREAST OF DEVELOPMENTS AND THAT THEIR CONCERNS ARE ADDRESSED.

Litigation

The increasingly litigious environment in which visa officers work affects the manner in which individual selection decisions are made as well as a range of immigration policy and program delivery issues. It is expected that the trend toward litigation and its concurrent costs will continue to grow over the next five years, as some of our most basic assumptions are already being challenged in the courts.

In order to ensure that visa officers are working within the law and in conformity with all legal precedents, and to provide them with the tools necessary to make better documented decisions which will pre-empt possible legal challenges, the litigation section routinely assists in the training of new officers, refugee specialists, Immigration Control Officers and officers on pre-posting briefings. Guidance on the impact of court decisions, privacy legislation and similar matters is routinely provided to all missions, and pro forma refusal letters for all categories of visitors and immigrants have recently been distributed.

There are a number of legal bodies whose decisions influence the nature of immigration work performed at missions abroad. These are:

a) Immigration and Refugee Board (Appeals Division) (IRB)

The IRB is the first level of appeal for refusals of sponsored, i.e. family class, applicants for immigration to Canada. While the Branch is not directly involved in these appeals, copies of important decisions taken by the IRB are reviewed by the Branch and, as appropriate, disseminated to missions abroad for their information and guidance.

b) Federal Court of Canada

Appeals from a negative decision of the IRB are made to the Federal Court of Appeal. However, this Department has little opportunity for input in decisions taken on whether or not to appeal.

Applications for certiorari/mandamus under S.18 of the Federal Court Act are made to the Federal Court Trial Division. These applications are subject to tight court-directed deadlines and often turn on important principles relevant to overseas program delivery. The Litigation unit of the Branch is responsible for monitoring these cases and responding to Court requirements. Given the impact of Court decisions on processing abroad it is a major portion of the unit's activities.

Because of a 1990 Federal Court decision, visa officers must personally swear affidavits which therefore makes them subject to possible cross-examination. The potential costs, both in terms of time and money, are dramatic as these types of actions proliferate unless we succeed in convincing the court that use of technology will suffice (i.e. teleconferencing).

c) Canadian Human Rights Commission (CHRC)

The Canadian Human Rights Commission has become involved in complaints by foreign nationals regarding decisions of Visa Officers. As of November 1991, there were 18 outstanding complaints requiring investigation, a significant number relating to visitor visa refusals. This Department disputes the jurisdiction of the Commission since, as a condition precedent, there must be a "victim" in Canada who has been discriminated against.

Nevertheless, should the CHRC be able to establish jurisdiction, particularly for visitor visa applications, the Department will face tremendous costs and logistical problems. The CHRC, by virtue of jurisdiction, would be seen as a cost-free appeal mechanism whose investigation and ultimate decision could result in entry being granted and in addition, a possible award of up to \$5000 should a charge of discrimination be substantiated, a sum for which the Department would be responsible. While the number of cases is still small, it is clear that complainants already view the CHRC as an alternate avenue of appeal. The Branch is continuing to liaise closely with the Department's Domestic Legal Services Division, the CEIC and the Department of Justice on this matter. Three cases are scheduled for tribunal in early 1992 to establish the question of jurisdiction conclusively. Should the Tribunals find in favour of the CHRC, the decision will likely be appealed to the Federal Court of Appeal.

d) Canadian Charter of Rights and Freedoms

Although the courts have been ambiguous to date on the question of the applicability of the Charter to overseas applicants, it is the opinion of the Department's Domestic Legal Service, the CEIC and the Department of Justice that it is only a matter of time before it is firmly established. Charter challenges anticipated include the low-income cutoff guidelines and the establishment by this Department of targets for immigration final dispositions on a mission, as opposed to global basis.

Litigation in the immigration field is a growth industry, directly affecting Visa Officers abroad and policy and program delivery. Associated costs of this litigious environment will be increasingly significant.

LONG-TERM OBJECTIVES

- 1) TO ENSURE THAT VISA OFFICERS ARE MAKING DECISIONS IN CONFORMITY WITH LAW AND LEGAL PRECEDENT THROUGH TRAINING, INFORMATION AND LITIGATION SUPPORT
- 2) TO INCREASE THE LEVEL OF BRANCH COORDINATION WITH DEPARTMENTAL LEGAL ADVISORS, CEIC AND DEPARTMENT OF JUSTICE TO ATTEMPT TO OBTAIN FAVOURABLE RULINGS ON LEGAL CHALLENGES
- 3) TO ANALYZE PRECEDENT SETTING DECISIONS TO DETERMINE THEIR IMPACT ON OVERSEAS OPERATIONS, AND TO FORMULATE CLEAR OPERATIONAL INSTRUCTIONS.

QUALITY OF SERVICE

In recognition that the Department's consular and immigration programs are responsible to the public, the delivery of which is driven by public demand and the immigration levels plan, increasing emphasis is being placed on the quality of service the Department provides to its clients.

It is recognized, however, that the definition of quality service differs between the two programs. Many consular services are considered an entitlement by every Canadian travelling or resident abroad. The delivery of efficient and personalized service is the goal of the Department's consular program delivery.

Immigration services rely less upon personalized service and more upon efficiency of delivery. The use of automation and new technologies will help in the efficient management and delivery of a program whose demands far exceed legislated intake.

In developing a quality of service strategy, the Department must take into consideration the needs of its differing clientele and prioritize their requirements according to resources available. In addition, the physical structure of missions abroad must reflect these requirements as well as forecasted growth in both programs. Quality of service translates into, among other objectives, an efficient working environment in which applicants for either program receive a high standard of service.

In conjunction with the implementation of expanded immigration cost recovery, and in conjunction with the goals of PS 2000 and the Departmental Corporate Review of 1990, the Department developed a proposed Plan of Action and a Treasury Board submission in December 1990 seeking funding for enhanced quality of service in the delivery of the immigration program abroad. The plan was approved and more than \$30 million has been allocated for the 1991/92 through 1994/95 period.

Activities planned to pursue immigration quality of service objectives over the period will include the upgrading of public facilities (waiting areas, reception and interviewing space and furnishings, etc.), funding of additional temporary LES and security guards abroad, the acquisition of more computer equipment and better telephone systems, improved counselling material, staff training, and the acceleration of the CAIPS implementation schedule.

In order to plan and coordinate the implementation of these activities, a Working Group was established to include representatives of the geographic Branches, MCBA, MIT, MIS, MRP, MFF and OSM. Detailed implementation plans will be developed in consultation with missions for the Group's approval. Approved plans will then be used by the Branch Quality of Service Unit to track progress and measure results annually in relation to the Quality of Service objectives which the activities are intended to achieve.

In addition, a survey may be done to assess client perceptions of existing service and proposed changes. This will provide the basis for reporting on the Quality of Service program as well as for the development and/or revision of ongoing Quality of Service objectives and activities.

LONG TERM OBJECTIVES

- 1) TO PROVIDE MORE EXPEDIENT, COURTEOUS AND CONVENIENT SERVICE TO CLIENTS
- 2) TO ENSURE THE GREATEST POSSIBLE DEGREE OF QUALITY AND CONSISTENCY IN DECISION-MAKING AND SERVICE IN THE DELIVERY OF THE IMMIGRATION AND CONSULAR PROGRAMS.

COST RECOVERY

Support for cost recovery was contained in the Auditor General's 1982 report on the Immigration Program, based on international precedent and the concept that the person specifically requesting a service should pay for it. The intention to introduce a system to recover part of the costs of immigration processing was announced in Parliament in November, 1984. On September 13, 1985 Treasury Board approved the initial joint submission of the Minister of Employment and Immigration and the Secretary of State for External Affairs involving the introduction of an Immigration Cost Recovery Program. In February 1986 Phase I of the Cost Recovery Program for Immigration was introduced. Fees were initiated for permanent residence applications, visitor extensions, employment authorizations and verification of landing records.

As recommended in the Auditor General's Report of October 1990, the Immigration Cost Recovery Program was broadened on April 1, 1991 as part of a government-wide initiative to increase the revenue from non-tax sources to offset the total costs of delivering government services. Phase II of the Cost Recovery Program for Immigration which was introduced April 1, 1991, included significant increases to existing fees as well as the introduction of new fees for a number of other services. Total revenue collected under the program in Canada and abroad in 1990/91 was approximately \$40 million. The expanded cost recovery program is expected to generate an estimated \$105 million in 1991-92, \$120 million in 1992-93, and \$150 million in 1993-94. Total fee transactions abroad will increase to more than 800,000 annually. The money collected will be used in part to offset some of the costs of delivering immigration services, thus lessening the burden on the Canadian taxpayer. Monies collected will also be used to improve services to clients, both in Canada and overseas. Phase III, which will be concluding in 1992, will include additional new fees and increases designed to bring the program as close as possible to full cost recovery. In preparation for this phase, a review of the cost of immigration, and consular services will be carried out in 1991/92.

In addition to immigration cost recovery, the Corporate Review exercise of 1990 recommended that cost recovery in the consular program be extended to cover a greater portion of costs incurred. This recommendation will also be implemented over the course of the coming year as the Department reviews a range of possible consular services for enhanced cost recovery measures.

The Department provides input to CEIC on the full range of issues relating to Cost Recovery. In addition, the Department is responsible for recommending amendments to the Immigration Act Fee Regulations and coordinating the implementation of new fee schedules.

LONG-TERM OBJECTIVES

- 1) EXAMINE EXTENT TO WHICH FEES COULD BE RAISED FOR SERVICES TO BETTER REFLECT COSTS OF PROVIDING SERVICE TO THE PUBLIC
- 2) EXAMINE NEW AREAS IN WHICH COST RECOVERY PRINCIPLES COULD APPLY.

AUTOMATION

In order to better meet the needs of its clients in the next five years, the Department must move to ensure that it takes advantage of automation and new technologies. This will involve the efficient completion of existing automation projects and the initiation of new projects where required.

Phase I of the installation of CAIPS, the Computer-Assisted Immigration Processing System, has been completed. An independent evaluation has concluded that CAIPS has met its operational and technical expectations and there is a high degree of user satisfaction. Treasury Board has approved Phase II funding and Phase II installations will begin February 1992. A proposed installation schedule is attached.

Initially, CAIPS was intended to follow the COSICS installation schedule. It has now been agreed that CAIPS can proceed independently. The Treasury Board has already provided additional resources over the next four years to advance the schedule. In addition, the Branch will be undertaking two further phases of software enhancements, the first of which will begin in FY 91/92.

The Auditor General's Report on Consular Services identified weaknesses in the management of the consular program including the lack of application of automation. The current system (COMIS) will be revised to ensure that a system is introduced abroad which will accurately reflect consular workload. At the same time, mechanisms must be developed to ensure that consular statistics are monitored, analyzed and interpreted to indicate trends or shifts in emphasis. A PC-based software program has been developed for registration of Canadians abroad and sent to missions. In FY 91/92 we will begin a project for the eventual automation of much of the consular program. This will begin with a study of user requirements at missions and headquarters followed by a feasibility study to identify systems alternatives.

During FY 91/92 the Branch will begin looking at the application of technology generally to improve productivity in the immigration and consular programs abroad. Such applications as voice-activated enquiry systems, laser disk storage and image processing, among others, will be examined. As many of the same technology application opportunities are being explored by the United States State Department, we will be proposing an ongoing exchange of information on technology application in the consular/visa area. Further exchanges of information with other countries are being considered.

LONG-TERM OBJECTIVES

- 1) COMPLETE INSTALLATION OF CAIPS PROGRAM AT MISSIONS ABROAD AS SCHEDULED
- 2) DEVELOP ENHANCED AUTOMATED PROGRAM FOR GATHERING OF GLOBAL CONSULAR WORKLOAD STATISTICS AND ENSURE CONSULAR DATA IS MONITORED AND ANALYZED
- 3) EXPLORE OTHER TECHNOLOGICAL APPLICATIONS.

CONSULAR AND IMMIGRATION TRAINING

The thrust of the Branch's training strategy should be twofold. First, training must meet program needs. Our primary program objective should be to provide appropriate training for all Departmental staff involved in the delivery of the immigration and consular programs. Consular/immigration integration, quality of service, improved program management, and enhanced utilization of LES, are all initiatives that carry significant training implications. In addition, in order to meet the objectives of the Auditor-General regarding standardization of consular services, particularly with reference to after-hours service, emphasis is being placed on the pre-posting consular training of all outgoing Canada-based staff. The number of these courses has been substantially increased and all staff are very strongly encouraged to attend. The Foreign Service Academy, now being established, has determined that this will be a core program for all entry level FS/AS staff.

Secondly, training must be planned and delivered to meet the Social Affairs stream needs. Our primary stream objective should be to provide professional development opportunities in order to build a motivated and skilled cadre of officers. In this era of restricted resources, training must be seen as an integral part of career development. A summary of the training plan is appended.

Our current activities can be summarized in the following areas:

- * rationalization of immigration and consular training program delivery and management
- * implementation of an enhanced consular training plan to support consular/immigration integration
- * development of quality of service training modules and training packages
- * on-going development and delivery of enhanced FS1(D) training programs
- * on-going development and delivery of immigration program specific training programs (Immigration Control Officer, Refugee Officer, Entrepreneur Development Officer, refresher training and others)
- * development of new training courses for program managers, Immigration Program Officers and others.

LONG-TERM OBJECTIVES

- 1) DEVELOPMENT OF INTEGRATED AND STANDARDIZED CONSULAR AND IMMIGRATION TRAINING PACKAGES FOR ALL STAFF INVOLVED IN THE DELIVERY OF BOTH PROGRAMS
- 2) MOVEMENT AWAY FROM RELIANCE ON TRADITIONAL RESOURCE INTENSIVE INSTRUCTOR-LED TRAINING MODELS TO DEVELOPMENT OF AN INNOVATIVE SELF-INSTRUCTION LEARNING MODEL TO REACH THE WIDEST POSSIBLE AUDIENCE
- 3) CONTINUED DEVELOPMENT OF INTEGRATED ENTRY-LEVEL TRAINING FOR FS1(D)'s
- 4) DEVELOPMENT OF STANDARD AND EFFECTIVE EVALUATION AND VALIDATION SYSTEMS FOR ALL TRAINING COURSES AND TRAINING PACKAGES TO ENSURE PROGRAM AND STREAM NEEDS ARE MET
- 5) ENHANCED PROGRAM MANAGEMENT TRAINING FOR SOCIAL AFFAIRS MANAGERS.

Training Schedule - Summary

TRAINING COURSES OFFERED (DURATION)	PARTICIPANTS
Basic Immigration and Consular (6 weeks)	FS-1(d)
CEIC Orientation (5 days)	FS-1(d)
Consular/Passport & Immigration (10 days)	rotational staff
Introduction to Consular Services (3 days)	CBS
Introduction to Consular Services (one day)	military guards
Consular (5 days)	LES
Consular (3 - 5 days)	Social Affairs Officers
Consular (3 days)	Honorary Consuls and Assistants
Refugee Officer (5 days)	CBO
Immigration Control Officer (8 days)	CBO
Entrepreneur Development Officer (10 days)	CBO
Immigration Program Officer (4 weeks)	LEP
Designated Immigration Officer (4 weeks)	LEP
Refresher Immigration (10 days)	CBO
Detection of Fraudulent Documents (2 days)	CBO
TRAINING COURSES BEING DEVELOPED	
Social Affairs Program Managers (10 days)	CBO
Consular Crisis Management (3 days)	CBS

CONCLUSION

The Department of External Affairs does not deliver its programs in isolation. Because consular and immigration affairs are people programs, the "human face" of the Department, they are sensitive to changes in emphasis, shifts in demand or workload, a changing domestic or international environment.

The emphasis in future will be on delivering better service to our clientele, in Canada and abroad, to complement the themes of Public Service 2000 and Departmental initiatives, such as Corporate Review. Identifying trends and workload indicators, forecasting areas of growth, predicting areas for redeployments of personnel, all these activities form the basis of strategic planning and analysis which will make us better able to meet the needs of our clients in the next five years.

The commitment "to serve Canadians at home and abroad" is real. Long-range planning and the establishment of objectives and priorities in consular and immigration affairs are its foundation.



Department of Finance and Board of Canada / Ministère des Finances et Conseil du Trésor du Canada

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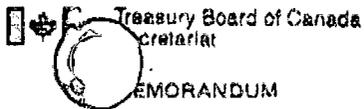
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SecrétariatConseil du Trésor du Canada
Secrétariat

MEMORANDUM

NOTE DE SERVICE

Feb. 11

TO A: Mark Romoff

FROM DE: Stephen O'Connor

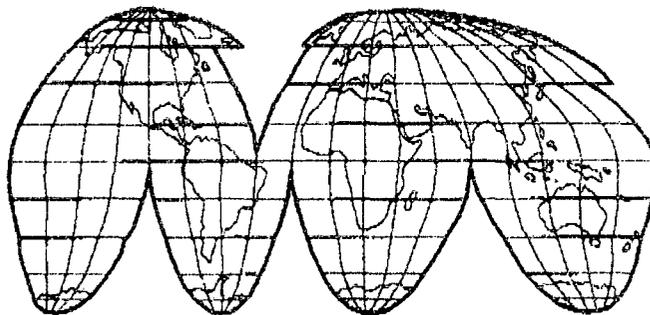
We would most welcome your comments on the attached. We are in the process of preparing briefing note for our Ministers.

The attached proposal "won" third prize in the Fraser Institute's contest. There were over 700 entrants with 80+ finalists.

Another victory for External Affairs and the timing is not bad either.

Canada

HOW TO REDUCE THE COST
of
CANADA'S FOREIGN SERVICE



**A PROPOSAL
SUBMITTED**

to

**THE FRASER INSTITUTE
VANCOUVER, B.C.
January, 1992**

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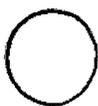
An Executive Summary

Introduction

The proposal is based on the writer's long-time experience in living and working outside of Canada. For part of this time he was Counsellor(Development) in the Canadian Embassy in South Africa. For another period he was Director of the Commonwealth Africa Division of CIDA, and for a further period he was Field Director for WUSC in Swaziland and in China.

Basis of Proposal

- The gist of the document is the writer's recognition that, in general, the living conditions for personnel of the Canadian Foreign Service are quite unusual in their opulence, and in the financial perks that go with the lifestyle.
- In addition, criticism is offered of the top-heavy and extremely expensive upper echelons of the Department of External Affairs and International Trade, which has 531 individuals within the Executive and Senior Management categories, of which 486 are Executives.
- It is pointed out that the average cost of maintaining one individual in a post is well above \$300,000 per year, and this is seen as being outrageously expensive.
- The necessity for maintaining Embassies in a number of African countries is questioned, and the same query is made of a number of our European Embassies. The rationale for maintaining three Ambassadors in one capital city in Europe is questioned, and it is suggested that the number of Consulates in the U.S.A. may be superfluous.
- Many individual items of cost associated with living abroad are questioned in some detail, including the quality of housing, how furniture and appliances are provided, the cost of shipping personal goods from Canada and return, the purchase and use of Government automobiles, travel costs, the use of hospitality funds, owned vs rented accommodation, and the payment of a Foreign Service Premium.
- The Foreign Service Directives - their format, their contents, and their application are all brought into question.



Recommendations

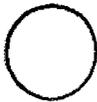
A total of seven recommendations are made, all involving rather drastic cost reductions within what is seen as an extremely expensive bureaucracy, operating in a method and under a set of guidelines, which are not in the least comparable with those of other Agencies in the Federal Government.

It is unfortunate that the proposal may be seen as a direct attack on our Foreign Service. This is not the intent, and indeed the work and dedication of the Foreign Service is praised. The writer's sole objective is to suggest some corrections to an excessively expensive operation, and in the long term offer some relief to the Canadian taxpayer who in the final analysis "picks up the tab".

Summary

It is estimated that the acceptance and implementation, to a major degree, of the seven recommendations that are made, could result in savings of at least \$170,000,000 per year. It is admitted, that firm estimates of savings are speculative, as published information on costs is extremely sparse. The 1991-92 Estimates for various Departments form the basis for many of the cost projections made in the document.

It is particularly important that one should realize, that personnel within the Foreign Service from other Government Departments, live in exactly the same manner and have access to the same perks as employees of External. Cost information from these other Departments is virtually non-existent in published form. Very large additional savings could be realized, if the recommendations in the proposal were applied to all personnel from all Departments, who serve in the Foreign Service.



**HOW TO
REDUCE THE COST
of
CANADA'S FOREIGN SERVICE**

**A Proposal Submitted to
The Fraser Institute
by:**

**Alan W. Blyth
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Background of Proposal

My contacts with Canadian Embassies and High Commissions are spread over a period of about 25 years and are outlined as follows:

- In 1964 I spent about a month in Finland, Sweden, and the United Kingdom on government business for the Department of Forestry and Rural Development. During this period I had repeated contacts with the Embassies in Helsinki and Stockholm, and the High Commission in London.
- In 1967, again on government business, I was one of Canada's representatives at the Commonwealth Forestry Conference in Delhi, India, and for about a month I had repeated contacts with our High Commission in that country.
- In 1970 I was appointed Director of the Commonwealth Africa Division of CIDA, and during four years I made repeated trips to all Commonwealth African countries and had very extensive contacts with the High Commissions in Ghana, Nigeria, Kenya, Tanzania, Zambia, and South Africa. During the same period I also had working contacts with Embassies in Ethiopia and Italy, the latter being accredited to Malta where CIDA had a small program.

- In 1975 I was posted to the Canadian Embassy in Pretoria, South Africa, and I remained there for four years as Councillor(Development), responsible for the aid programs in Botswana, Lesotho, and Swaziland.
- In 1979 I took early retirement from the Public Service, but I continued to have a heavy involvement in aid work. In 1980 I did some aid related consulting work in Saudi Arabia and was associated with our Embassy in Jeddah.
- In 1981 I went to Swaziland as Field Director for the World University Service of Canada(WUSC) and in that role I was responsible for the implementation of a number of CIDA projects which were being managed by WUSC. I spent four years in Swaziland and during that time I had an ongoing working relationship with our Embassy in South Africa, which is also the High Commission to Swaziland.
- In September of 1945 I went to China as WUSC Field Director in Beijing. My tenure in that country was cut short by the death of my wife in Beijing in March of 1986. In China, also, I had ongoing working contacts with our Embassy personnel.

From the foregoing one can see that I have had considerable contact with Canadian Missions over a period of about 20 years. Throughout this entire period I have been continually shocked at the extravagances exercised at Canadian overseas establishments, and the complete lack of any meaningful controls being exercised on either the nature or the size of expenditures.

This proposal does not pertain to present a finite description of all the various areas of extravagance, but it does scratch the surface by presenting examples that are symptomatic of the whole system. There are no established norms for what is required and what is necessary at overseas establishments and the problem is so thoroughly entrenched in the system that blame cannot be attributed to particular locations. Some very questionable cost items can be attributed to the External headquarters of the Foreign Service, and even such basic questions as to whether Canada should be maintaining Missions in some countries will be discussed in more detail elsewhere in this proposal. (See Page 4)

An anomaly of this whole proposal is that I was part of the "System" for four years. I saw how it operated, and I was angry and embarrassed by the terrible wastes of money that continually occurred.

Many of the criticisms, comments, and recommendations made in this proposal would seem to be directed exclusively against External¹. This is not the case as they apply equally to all the other departments who maintain personnel outside of Canada under the umbrella of the Foreign Service such as CIDA, Employment and Immigration, Health and Welfare Canada, and a whole host of other Federal agencies who have personnel serving outside of Canada.

¹ Throughout this proposal the term "External" refers to the "Department of External Affairs and International Trade".

In many ways some of the problems I describe are "*attitudinal in nature*". There is absolutely no incentive instilled in Foreign Service personnel to exercise any restraint on expenditures. In fact, the reverse is almost the norm, where everyone is out to get at least as many perks as the next person and hopefully more. People make insidious comparisons between posts as to what one has that the other doesn't. There are even comparisons made between individuals in the same post. This proposal should not read as a "vendetta" against External; or against any other group in the Foreign Service; or against any other group of individuals. The work and functions of our Foreign Service are, on the whole, performed in an excellent manner, and many individuals do a superlative job. My whole concern is:

"But at What Cost?"

This proposal is not based on any single item of unnecessary or excessive expense. Rather it touches on a whole group of items associated with the Foreign Service and "out-of-Canada" living. In total they represent a very considerable use of government funds (i.e. tax dollars).

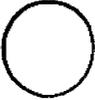
I hope to be able to show that many of the expenses are either unnecessary, or should be much more carefully scrutinized and controlled. A number of very specific recommendations will be made and some of these, if implemented, would have a very profound influence on the life styles of many Foreign Service personnel. It is not my intention to adversely affect individuals, but it is my intention to recommend changes which would bring the life styles of Foreign Service personnel more in line with their Canadian based colleagues and other members of the Public Service.

Foreign Service Personnel Costs

It is virtually impossible to compile the total costs of our Foreign Service from the information contained in the various 1991-92 Departmental Estimates. Many Departments provide no information on what their Foreign Service costs are. It should be recognized, however, that the majority of the Foreign Service are employees of External. An attempt is made to examine that Department's program costs, especially those associated with personnel¹. Some interesting observations are as follows:

- The Estimated Program Cost for External for 1991-92 is \$1,226,568,000 and within this total are the salary costs for 4,661 person years.
- There are 531 individuals within the Executive, Senior Management, and Management categories, or 1 in every 8.8 people. **The Executives number 486 individuals.**
- The average salary for Executives and Managers, based on 1990 salary costs and used for estimate purposes was \$91,172, with a range of from \$61,500 to \$165,000. These figures are probably below today's costs by a factor of about 5%.

¹ 1991-92 Estimates for External Affairs and International Trade, Part III - Expenditure Plan

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- Expanding the average salary figure by multiplying by the number of person years in the Executive and Senior Management categories yields a total salary cost in excess of \$48,000,000.

My personal contention is that the number of Executives and Senior Managers within the External blanket far exceeds what is normal for any organization of a comparable size. A ratio of one Executive for every 9 employees would, under any organization plan, constitute an unbelievably top-heavy structure.

The Estimates provide little or no information about where the 531 Executives and Senior Managers are employed. One can perhaps theorize that Ambassadors and High Commissioners are Executive personnel, but let it be clear that Canada has only about 115 Missions abroad.

Where are the other 400+ employed?

For a comparison of the Executive and Management levels of staffing between External and other Federal Departments and Agencies, the reader is directed to examine the information in TABLE1 on Page 7.

An Embassy or Not?

Canada maintains 81 Embassies and High Commissions, 23 Consulates, 3 Delegations, and 5 other Missions abroad. These figures are for 1990 and may now be slightly out-of-date. The questions that should be asked are *"How many of these are really necessary and how many are warranted under today's economic conditions?"*

The following is a sampling of queries that could be made concerning various Missions:

- Is it really necessary to maintain separate Embassies in Finland and the three Scandinavian countries - Sweden, Norway, and Denmark? From Stockholm, any of the capitals of the other three countries can be reached in less than one hours flying time. Today, the facsimile, the telex, the telephone, and the modem provide virtually instantaneous transmission of information. Why then is it necessary to maintain four full Embassies in four countries which are geographically so close together, and with which Canada does not have extremely crucial diplomatic contacts? One Embassy in Stockholm and Mini Posts in the other three countries could result in very substantial savings without having any deleterious affect on bilateral relations.

TABLE 1 - Comparative Examination of the Number & Cost of Executives and Senior Managers
 in Several Federal Departments³

Department	Total Budget	Total Person Years	Executives & Senior Managers	Ratio of Executives to Total Person Years	Average Salary of Executives for Estimate Purposes
External & Int Trade	1,226,568,000	4,661	531	1:8.8	91,171
Employment & Immigr	1,679,648,000	17,772	104	1:170.9	79,660
Agriculture	1,888,191,000	894	26	1:35.8	84,263
Consumer & Corp Affairs	179,225,000	2,266	86	1:26.3	82,184
CIDA	2,220,042,000	1,114	97	1:11.5	84,822
Transport	3,288,245,000	20,133	301	1:66.9	80,945

³ Data Obtained from the 1991-92 Part III Estimates for each of Departments in the Table

- Why is it necessary to have three Canadian Ambassadors located in Brussels, one of the most expensive cities in the world. Surely the Ambassador to Belgium could also represent Canada on the North Atlantic Council and the EEC.
- On the African continent the Embassy in Libreville, Gabon, and the High Commission in Lusaka, Zambia, are surely superfluous to our requirements. Gabon could be easily accredited to either Yaounde or Kinshasa, as the Canadian interests in Gabon are very minimal. Zambia could be accredited to either Dar es Salaam or Harare - preferably the latter. There has never been a rationale for maintaining a full Diplomatic Mission in Zambia.
- To maintain a full Diplomatic Mission in Namibia is ridiculous as the Canadian interests or connections in that country are extremely minimal. Namibia should be accredited to Harare.

The foregoing are merely a few examples of where Canada might seriously examine the need to have so many full Diplomatic Missions. This list is by no means all inclusive. Any examination should also include the rationale for maintaining many of our Consulates, Consulates General, Delegations, and Missions. In particular the need for 10 Consulates General, and 2 Consulates in the United States is questioned. Some of these posts are located right on the Canadian border.

The Costs of Overseas Personnel

From published information it is very difficult to ascertain finite costs of maintaining personnel at Missions. The 1991-92 Estimates show very "lumped" figures with virtually no breakdown into specific items.

There are 2,327 person-years allocated to Bilateral Relations and Operations at a cost of \$768,845,000, out of a Total Budget of \$1,226,568,000. Bilateral Relations and Operations therefore absorbs about 62% of the Total Budget.*

The cost per person-year for the individuals within Bilateral Relations and Operations works out to be \$330,402 (exclusive of any capital costs). It may well be that some of the person-years shown within Bilateral Relations and Operations are not for people serving in Missions. If this is the case then the overseas costs per person-year are even more extreme. I maintain that a person-year cost of \$330,402 is very excessive and could be reduced tremendously by instituting some reasonable control procedures, coupled with a rational accounting and inventory system.

It is my intention in the next section of this proposal to point out a number of items which are particular to out-of-Canada service, and where I consider major economies could be implemented. The items to be discussed only touch on huge list of things that could or should be examined. There is a whole litany of things that incur very high and often excessive expenditures. The ones presented here are the ones that particularly bothered the writer during his term of overseas service.

* 1991-92 Estimates for External Affairs and International Trade, Part III, Figure 1

Excessive Cost Items

1. **The Extensive Renovations and Improvements made to Canadian Owned and Rented Properties.**
 - (a) Most Canadian Ambassadors serve overseas for three to four years on each posting, but very often, particularly in Africa, postings are for less than three years. Almost without exception, when a new Ambassador arrives in a country he arranges for an extensive redecoration of the official residence, very often involving major renovations. Such redecoration and renovation often includes the replacement of many items of furniture. All of this occurs even though the previous Ambassador probably went through the same performance two or three years previous.
 - (b) Another example of bad property management is the redecorating, refurbishing, and improvements that are made to rented properties. Rugs, drapes, landscaping, painting etc are carried out on properties which often revert back to the owner after only two or three years.
2. **The Quality of Housing Provided to Canadians.**
 - (a) Some sort of rationale has to be established concerning what types of housing Canadians should occupy while serving in Missions. There is the old maxim that accommodation must be "*representational*". What really happens is that some sort of pseudo quality is established within the Embassy hierarchy, which bears no relationship, whatsoever, to what is required or what a family had in Canada. On the whole Canadian families abroad live in absolute luxury as far as accomodation is concerned, and usually far above what they enjoyed in Canada. My experience indicates that Canadians abroad occupy much superior housing to their equivalents from the Scandinavian countries, Finland, the United Kingdom, or in many cases the USA.

The Foreign Service Directives state "... WHEREVER POSSIBLE AND PRACTICABLE, AND ALLOWING FOR LOCAL CONDITIONS AND LIFESTYLES, THE EMPLOYER SHALL PROVIDE EACH CANADA-BASED EMPLOYEE OUTSIDE OF CANADA WITH ACCOMMODATION WHICH IS GENERALLY COMPARABLE TO THE AVERAGE FULLY-SERVICED RENTAL ACCOMMODATION NORMALLY OCCUPIED BY A PERSON OF SIMILAR SALARY AND FAMILY CONFIGURATION IN THE OTTAWA/HULL AREA. IN RETURN THE EMPLOYEE SHALL PAY A SHELTER COST TO THE EMPLOYER WHICH IN GENERAL CORRESPONDS TO THE COST OF AVERAGE FULLY SERVICED UNFURNISHED RENTAL ACCOMMODATION NORMALLY OCCUPIED BY A PERSON OF SIMILAR SALARY AND FAMILY CONFIGURATION IN THE OTTAWA/HULL AREA."¹

¹ Foreign Service Directives, February 1, 1989

The shelter cost system would appear to be fair and applicable, but where it breaks down is, that it does not control the quality of housing. Accommodation of superlative quality is provided at many Missions with little or no relation to need. The leasing of three, four, and five bedroom homes for couples or in some cases for single people, simply does not equate with need. I have personally seen single officers living in two storey, four bedroom houses, fully furnished by the Department. The oft quoted axiom of "representational housing" just doesn't fit under such conditions.

3. The Provision of Furniture and Household Appliances

- (a) At most Missions there is the unnecessary acquisition of very expensive Canadian made furniture for all Canadian staff, including junior clerical and secretarial personnel. The most expensive lines of Gibbard, Pepler, and Sklar furniture (to mention only a few brands) are visible in most Canadian owned or rented accommodation. While it may be considered a good idea to promote Canadian products, tremendous savings could be made if furniture was purchased locally, or at least in close proximity to the Mission. In the case of many tropical countries, local furniture would even be much more suitable for the climate. This would also obviate the ridiculous costs of shipping furniture from Canada. Think of the cost of providing and shipping furniture for three and four bedroom homes, which may be occupied by a couple or a single person.

One should understand that a furniture package for a residence includes a dining room suite (table, chairs, bureau, china cabinet), a living room suite (chesterfields, coffee tables, end tables etc), bedroom suites (beds, men's and lady's dressers, bedside tables etc), a complete set of lamps for each room. I leave the reader to guess what it costs to crate and ship such a parcel from Canada to Australia or to China! The whole procedure is absolutely bizarre.

- (b) Appliances for Canadian homes overseas are usually purchased locally, if available, and include the full gamut of everything electrical for the kitchen, stereos, televisions, VCR's, washers, dryers etc. Quite often two types of televisions and VCR's are provided - one set to play local programming and the other to play videos supplied from Canada. Rugs and drapes, in my experience, are also purchased locally - at least when available.

One of the most important factors relative to all household goods at a Mission, is the complete lack of inventory control. The stories are "legend" about the warehouses and rooms at Canadian Missions, full of Canadian owned furniture, appliances, rugs, drapes, etc. People come and go from a post and new arrivals moving into newly acquired housing are often provided with brand new electrical appliances and furniture, simply because they might object to taking over what has been previously used by other people. I have personally seen rooms full of electrical appliances, of every conceivable type, which are never reissued to new people. I have also seen piles of perfectly good rugs and drapes just lying in storerooms. What happens to all this extra

equipment and material items is rather vague, but I assume that it is simply written off, with no questions asked!

4. The Shipment of Personal Goods

(a) When an individual is posted they are allowed to ship certain personal belongings to the Mission location. Normally this would include china, flatware, bedding, clothing, sports equipment, wall decorations, and other items of a personal nature. Keeping in mind that the people are going to occupy fully furnished housing, the shipping allowances for posted families are as follows:⁶

Number of Persons	Allowable Weight in Pounds
1	5940
2	7480
3	8140
4	8800

The figures quoted above are net weights. The net weight can be increased by 20% for air shipment, 15% by road, 15% by container, and 30% for overseas liftvans. It is rather hard to visualize a family of three requiring over 4 tons (net weight) of personal goods, when they are moving into furnished quarters. I don't have any idea what the current shipping costs are to Southern Africa, but I do know that 8 years ago, a shipment for a family of four could cost over \$20,000, and it was still within the weight limitation!

(b) A most interesting comparison could be made between what people ship overseas and what they bring back. The latter would include all the duty free items that can be purchased when on Diplomatic Status, and then can be shipped back to Canada at Government expense.

5. The Purchase and Use of Government Automobiles

(a) The acquisition of motor vehicles for the use of Canadian Missions can be accomplished in many ways. Ambassadorial vehicles are very often of Canadian manufacture. This, in many cases, is ridiculous as warranties cannot be applied, parts are unobtainable and are air shipped from Canada at tremendous expense, and even routine service by knowledgeable mechanics cannot be obtained. When I served in South Africa the Ambassador's vehicle was a Chrysler Imperial, for which not even the simplest repairs, including the tires, could be obtained locally. In a majority of cases it would be far preferable and far cheaper to obtain vehicles locally from dealerships where maintenance and parts can be obtained. Local purchases would also do away with the very high costs of shipping individual vehicles from Canada.

⁶ Foreign Service Directives, February 1, 1989

- (b) Controls should be exercised on what types of vehicles are purchased. The practice of buying Mercedes and BMW's for the use of Ambassadors is a very expensive proposition and a questionable one under today's economic realities. In many countries there are good choices to be made among less luxurious vehicles. A case in question is the recent approval for one of our Ambassadors in a small country to purchase a BMW 735i that retails in Canada for close to \$100,000. Strange that an Ambassador in one country can be using a car worth \$100,000, while in other countries close by Ambassadors are using vehicles worth \$25,000.
- (c) At every Embassy or High Commission with which I have ever had contact there is a flagrant misuse of Government owned vehicles. Heads of Post, together with their wives, are the principle culprits in this regard and Government vehicles are routinely and openly used for personal purposes.

In some cases, Heads of Post never do purchase a personal vehicle, or if they do, they buy it late in their posting making sure they meet the the one year ownership requirement, so that they can import it into Canada duty free. The shipping cost is of course borne by the Government. This is an age old racket.

6. Control of Travel for Overseas Personnel

- (a) Foreign Service personnel are routinely allowed to either come back to Canada to be interviewed for various competitions, or are allowed to travel to some central overseas point for an interview. It is not uncommon for 30 to 40 people to be flown to a particular location to be interviewed for one competition. Many people simply take advantage of this arrangement to obtain a free trip to Canada or some other location without really being interested in the competition.
- (b) Recently, in the newspapers, we have seen the results of an inquiry at our Embassy in France, where it was established that many people, including Ambassadors, had over a considerable period of time, obtained tickets for economy and business class trips, and then traded for "excursion" or "seat sale" tickets, and pocketed the difference. It was announced that restitution had or was being made by the individuals involved, but thus far nobody has been charged with fraud or theft. I think what was discovered in Paris is only the tip of the iceberg, as this racket has been going on for years.
- (c) Cash travel advances, that for families often amount to several thousands of dollars, are made for the purchase of tickets. These are often given months before the actual time of travel. The funds are simply invested by the recipient until the travel occurs. Travel for overseas personnel should be controlled by the "*provision of non-cashable tickets*", not by the "*provision of monies*". It is relatively simple to obtain tickets that are not convertible to cash.

- (d) More stringent limitations should be imposed on the standards of accommodation permitted on government funded travel in foreign countries as well as in Canada. The most extravagant accommodation has almost become the norm.

7. The Misuse of Hospitality Funds

- (a) At many Missions, depending on the current administration, there is virtually no audit of the use of personal hospitality and entertainment allowances. In my four years with an Embassy I was audited once, and that occurred when a Post Inspection Team visited shortly after I arrived. The inspection was done in a very cursory manner and I received no queries as to any of the records I maintained. For almost four years there was no audit whatsoever of my use of hospitality funds. Hospitality "*diaries*" and "*guest books*" are routinely fabricated and very often not kept at all. The whole system of maintaining records is weak or non existant.
- (b) Heads of Post in particular receive very major amounts of money for official hospitality purposes. It may be sacrilege to say it, but often these funds are literally pocketed and only minor portions are spent for legitimate hospitality purposes.

8. Government Owned vs Rented Accommodation

It is difficult to recommend whether Canada should own accommodation at Posts or whether it is better to rent. On the whole and based wholly on my personal experience, I think the Government has been extremely short sighted in it's policies with respect to providing accommodation at Posts. While I was in South Africa the Government owned two residences, one in Capetown and the other in Pretoria, and each was only used by the Ambassador when he happened to be in residence in either of the capitals. All other accomodation was rented and this accounted for about ten other residences. From my observations in other areas, I think what happened in South Africa was more or less the norm in Africa. We only own residences for Heads of Post, and we payed astronomical rents for the housing of all other Canada based staff. The whole procedure smacks of being "*penny wise and pound foolish*" and in the long term we may have poured millions down the drain on rented accommodation.

9. The Foreign Service Premium

The Foreign Service Premium "... IS A TAX-FREE ALLOWANCE PROVIDED AS AN INCENTIVE TO FOREIGN SERVICE AND AS SUCH RECOGNIZES THAT THERE ARE DISUTILITIES AND DISINCENTIVES, SOME OF WHICH MAY BE FINANCIAL, RESULTING FROM SERVICE OUTSIDE OF CANADA".⁷ In my personal view, this

⁷ Foreign Service Directives, Directive #56, 1989

single item is possibly the most flagrant example of the misuse of funds within the entire system of perks that are available to Foreign Service personnel. It is extremely hard to rationalize that large sums of money are paid annually to individuals who opt to work outside of Canada for either a short period of time or for their entire career. The payment has nothing to do with conditions of service within a certain country, nor is it a one time payment for someone who opts to have a career abroad - it is given year after year, in ever increasing amounts as a person's career extends in time. I wonder how many private companies, with personnel working in an overseas office, have a similar system, and how many of them have the ability to designate the incentive as being tax-free?

Note also, that any individual proceeding overseas qualifies for a posting loan of at least \$21,026 (1989) and up to 50% of his gross salary "...solely for the purpose of facilitating service abroad...", and suggested for the use of purchasing clothing and an automobile. It is provided "...at a rate of interest that would not otherwise be available to an employee through commercial channels." A very nice perk not available to other Public Servants.

TABLE 2 is a reproduction, extracted from the Foreign Service Directives, of the amounts available to individuals who serve outside of Canada and have two accompanying dependents. Note, for example, that a person who has accumulated 60 points for 5 years of service outside of Canada, and has a salary of \$45,000, will receive annually an additional \$11,695. Taking Income Tax into consideration, this bonus would be the equivalent of approximately \$20,000 of salary. In External alone, with over 2,300 person-years allocated to Bilateral Relations and Operations, the cost of the Foreign Service Premium could easily total \$25,000,000 per year.

TABLE 2 - The Annual Tax Free Foreign Service Premiums Payable to all Foreign Service Personnel Who are Accompanied by Two Dependents (e.g. a spouse and one child). Amounts are updated annually.⁸

SALARY	(0-23)*	(24-59)	(60-95)	(96-131)	(132-167)	(168+)
<29097	5,315	7,975	10,631	11,695	12,754	13,819
29098-43647	5,582	8,372	11,160	12,280	13,392	14,513
43648-58194	5,847	8,771	11,695	12,864	14,032	15,202
58195-72744	6,113	9,170	12,225	13,449	14,668	15,891
72745+	6,380	9,568	12,754	14,032	15,305	16,585

* Accumulated Number of Months Served Overseas

⁸ Foreign Service Directives, 1989

The Foreign Service Directives

The Foreign Service Directives or the FSD's as they are more popularly known are the "Bible" for people serving abroad and are jocularly referred to as "*the bedtime reading of Foreign Service Officers*".

The Directives are a fantastically complicated set of regulations which constitute virtually the entire basis of how Foreign Service personnel live. In size the Directives constitute about 230 pages of English text and a like amount of French.

Unless a person has actually lived under the FSD's one can not visualize how complicated it can be to apply the Directives to a particular individual. Let me present just a few examples:

- It takes nine pages to explain how the Government will reimburse individuals for Real Estate and Legal Fees, early termination of leases, advance rental payments, appraiser costs, mortgage disposal and acquisition costs, costs of bridge financing etc.
- The Government pays the professional membership fees for spouses who have moved abroad, and pays for their necessary retraining on their return to Canada.
- Sixteen pages describe all the configurations which affect what an employee pays as shelter cost.
- For individuals renting accommodation the government may pay an advance for six month security deposits, for both accommodation and rented furniture.
- Sixteen pages describe how the Department may assist in meeting the costs of personal transportation at a Post, which may be higher than that in Canada.
- Nineteen pages are concerned with the education and travel costs of dependents and to what degree the government pays these costs.
- Fifteen pages describe the medical and health care expenses that are covered by the Department.
- Sixteen pages describe Foreign Service Travel Assistance, including family reunion travel, and also including the rental of automobiles at the holiday or leave centre.
- The Foreign Service Premium, which has been discussed previously is described in one section of five pages.
- The Post Differential Allowance is described in seven pages and is payable in recognition of undesirable conditions existing at some Posts. I have no particular objection to this concept, although I might question the fact that

Pretoria is rated as having undesirable conditions (Post Rating I), and an individual serving there with two dependents would receive an additional \$2,620 annually (1989). The Allowance is taxable.

It would be quite possible to go through the FSD's page by page, and Chapter by Chapter, but the foregoing probably demonstrates the types of things that are covered. The whole point in referring to the FSD's is to stress that Foreign Service employees are covered by a system of perks which are inclusive of just about any eventuality, and in the whole are extremely liberal. It is no wonder that individuals make an avocation of studying the FSD's to determine if they can extract more benefits. I was associated with one employee of Treasury Board who was serving abroad and literally studies his "Bible" every night, and then each morning had a series of questions as to whether he qualified for this or that. A meaningful review of the FSD's is long overdue, as the whole concept has degraded to the point where people spend an inordinate amount of time trying to milk the system and are often successful.

Recommendations

It is not easy to eliminate or change a bureaucratic management system that has become entrenched in the operations of an agency. The whole system of management within our Foreign Service has been built up over many years through unending tinkering with procedures, until today we have such a "clutter" of complicated regulations, that for individuals serving abroad, much of their time is spent unproductively on "personal administration". You have a huge body of people serving outside of Canada, who as a group, spend an inordinate amount of time administering themselves. Sad but true, much of this so called management effort is devoted to maximizing the perks they can obtain. I was not being too facetious when I said earlier in this proposal, that the Foreign Service Directives are "*the bedtime reading of Foreign Service Officers*".

The recommendations presented here have one objective, and that is to lower the tremendous and unwarranted overhead costs that are attached to our Foreign Service. Unfortunately, any lowering of costs will affect the perks received by individuals, and the things I am recommending will be terribly unpopular with the vast majority of Foreign Service Personnel, especially those with External. I believe, however, that the Government must "bite the bullet", so to speak, and put its Foreign Service in order from a cost point of view. I reiterate, that on the whole, I think the performance of the Foreign Service is very good, but the costs of this service are unreal. The recommendations made are as follows:

1. There must be a tremendous downsizing of the number of Executives in External. A total of 531, operating at staff ratio of 1:8.8 is absolutely ludicrous. I would suggest that the number could very easily be cut in half, and even then the ratio of Executives to other staff would still be very high. I am not so naive that I think any reduction can be instantaneous, but I do believe the reduction could be easily implemented over a five year period, and much of the downsizing would occur by attrition. If implemented the savings involved could easily amount to \$23 million annually, not including the concurrent reduction in support staff that would also occur. Great care must be taken that the downsizing is not accomplished by merely changing the designation of people from the "Executive" category to something less

pretentious in description. Reducing the number of people in very high salary brackets would be the road to follow.

2. Taking a representative sample of both large and small Missions, a very detailed audit should be conducted of how Post management is carried out. This should include such things as:

- Types of housing owned and rented by the Department and is it comparable to what similarly salaried individuals occupy in Canada? How many people are resident in various sizes of dwellings at the Posts?
- The extent and nature of the renovations and improvements made to owned and rented properties over the past ten years. What rents were paid for properties and what would be the cost of purchasing suitable accommodation at specific locations.
- How much furniture has been imported from Canada to the Post in the past ten years and at what cost.
- How are inventories of Canadian owned goods maintained at the Post, and what are the write-off procedures for same. What are the procedures for disposing of written off items?
- What quantities of furniture, electrical goods, rugs, drapes etc have been purchased locally by the Post over the past ten years, and at what cost? Are these goods inventoried, and what are the write off procedures?
- At selected Posts an examination should be conducted of the use of hospitality funds over the previous ten years, including an examination of the "diaries" and "guest books" of the Foreign Service Officers. How is the use of these funds verified, and are the expenditures warranted and reasonable?

This recommendation is really one of doing a very thorough appraisal of just what happens at a Post in terms of management, and how are expenditures controlled as to size and necessity. A most important part of the recommendation is that **"IT SHOULD NOT BE DONE IN-HOUSE (EXTERNAL), OR EVEN WITHIN THE PUBLIC SERVICE"**. There are just too many vested interests in External and in other Departments for an authentic fact finding audit to be conducted within Government. The use of a private auditing facility is the only course recommended, and the agency selected should have very wide powers of access to all types of documentation both abroad and in Canada. The audit at the Posts should include not only the External side of the operations, but also that of all other Departments represented at that location.

It should be within the Terms of Reference of any audit that they clearly identify specific cases of the misuse of funds, excessive expense, lack of fiscal controls, poor accounting procedures, lack of equipment inventories, inappropriateness of expenditures of public funds etc. It would be implicit in any Terms of Reference that corrective procedures are devised, clearly defined, and recommended.

3. An examination should be made of the necessity of maintaining such a high number of Posts abroad. Again, I believe this examination should be done by "AN OUTSIDE AGENCY". On the African continent certainly, Gabon, Zambia, and Namibia should be examined. In Europe I would suggest all the Scandinavian countries and Finland should be examined, and the need for three Ambassadors in Belgium should be evaluated. In the USA the plethora of Consulates should be examined as to need.
4. The methodology used for purchasing vehicles for Posts should be examined with respect to what types of vehicles are warranted, and should they be bought locally or in Canada. The use of vehicles should also be examined and this could probably be done most efficiently by the same audit team as recommended under item 2. above. The need for two-way shipping of private vehicles between Canada and the Post should be evaluated as this is a very high cost item.
5. An audit should be made of the use of travel funds by Foreign Service personnel over the past five years. After the irregularities were discovered at the Paris Embassy, one would think that External would perhaps be doing a complete audit of the use of travel funds. I have seen no announcement that this is indeed being done. It should be.
6. A most far reaching recommendation is that the necessity of paying a Foreign Service Premium should be carefully analyzed; once again "BY AN OUTSIDE AGENCY", as this payment is a vested interest of many people throughout Government, who might have the chance to serve outside Canada. Perhaps it is the size of the Premium that I find so distasteful. What do other countries do? Maybe the Premium should just be drastically reduced, by say 50%. Should any premium of this type be tax free? Diplomats already have the right to purchase goods, tax and duty free
7. The Foreign Service Directives should be thoroughly analyzed and evaluated, including the necessity for many of the provisions they contain. This "cluttered" document is a hodgepodge of bureaucratic jargon, which is open to a multitude of interpretations at various Posts throughout the world. The entire document should be redone, shortened, made more specific, and greatly curtailed in the extent of perks it makes available.

Summary Statement

Unfortunately, it might appear that the whole premise of this proposal is to discredit our Foreign Service and their conditions of service. This is not the case, as I have a great deal of understanding of the conditions under which Canadians abroad serve. What I am adamantly opposed to is the

warped and completely uncontrolled system of perks that are available to Foreign Service personnel at high government expense. I am also bothered by the misuse and abuse of government funds. The taxpayer ultimately pays the bill!

In preparing this proposal I have been extremely limited as far as definitive information is concerned. The various Departmental Estimates of "what is to be spent" are vague enough. The Public Accounts of "what has been spent" are virtually useless. To prepare this proposal in a more finite manner would have necessitated obtaining detailed financial expenditure data for External and the other Departments maintaining personnel outside of Canada. To secure such information would probably have required the use of the "Access to Information" legislation. The writer had neither the time nor the funds to take this course of action.

A very preliminary analysis of available information indicates that the following savings could easily be made:

- Reduce the number of Executives in External over five years from 531 to 250 and get an annual saving of at least \$25,000,000.
- By applying certain economies to the many high cost items documented in this proposal it is estimated that at least a 15% reduction could be obtained in the cost of maintaining one person abroad for one year. Reducing the annual cost for each of 2,327 individuals from \$330,402 to \$281,000, would constitute an annual saving of approximately \$115,000,000.
- Closing certain non-essential Embassies and High Commissions around the world and establishing dual accreditation for others, could easily save \$10,000,000 per year.
- Doing away with the Foreign Service Premium, or greatly reducing it, could save at least \$20,000,000 per year.

In summary, it is estimated that the implementation of most of the recommendations in this proposal could result in annual savings, at a very minimum, of \$170,000,000 per year from the External budget, and possibly much more. Not even considered in this estimate, are the savings that would occur if the recommendations were applied to the total Foreign Service, and to all other Canadians who serve abroad under the aegis of the FSD's. A very crude guess is that savings of \$250,000,000 per year could be obtained.

Alan W. Blyth
Stittsville, Ontario

January 22, 1992



Addendum

In a number of places in this proposal the writer has recommended that appraisals, examinations, analyses, and audits of various functions at the Posts, be carried out. It should be clearly understood that the writer is not recommending long term complicated studies. Verification of what the writer is criticizing will certainly be required by the Government before many definitive actions are taken. It is hoped, however, that certain actions (i.e. the required reduction in Executive positions within External) are so obviously necessary, that detailed appraisals will not be required.

The writer, in preparing this document, has been faced with a difficult problem. The Fraser Institute quite obviously does not want to disturb the Public Service Unions. The impression is also received that the Institute is very interested in the "privatization" of Government services. The writer attacked the problem from a somewhat different perspective. It is not believed that the Foreign Service or many of its functions can be privatized, as it is too intimately involved with Government international policy. The tack taken by the writer was purely one of "Trying to Reduce the Deficit" as the original advertisement called for. The whole structure in the Foreign Service is so extravagant, that one must make a straightforward attack on it, if we are at all serious about saving public monies, and thus reducing a deficit that is strangling the country.

It is unfortunate that the proposal could not be written in a form which would serve to placate Foreign Service personnel, or the various unions involved. What has been proposed will obviously irritate many people, but I believe that is unavoidable. When people see their perks about to be eroded, or somebody is recommending that they be eroded, they will certainly be angry. A good deal of support for what has been recommended will be found in other branches of the Public Service, as the Foreign Service is generally viewed as a very pampered group.

The writer hopes that both the Institute and the Government will see fit to further the objective of reducing the deficit, regardless of the static from affected individuals or groups. This country simply has to face up to an economic situation that is continually aggravated by the Government making concessions, to avoid facing problems head on.