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VOLUME

12-3-USA

UNITED STATES HEADS OF POST MEETING

Large Conference Room, Main Floor
L.B. Pearson Building
125 Sussex Drive, Ottawa
May 2-4, 1978

McL April 18, 1978
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DRAFT AGENDA

<u>Time</u>	<u>Item</u>	<u>Introductory Speaker</u>
<u>Tuesday, May 2</u>		
(Under-Secretary of State for External Affairs in the Chair)		
09.00	Welcoming remarks	Under-Secretary of State for External Affairs
09.15	State of the Union and Washington Perspective on Canada/USA Relations	Ambassador Peter Towe
09.45	Consular Posts Perspectives	Statements by each head of Consular Post
12.00	Luncheon with address by Secretary of State for External Affairs	
(Director-General, Bureau of U.S. Affairs, External Affairs, in the Chair for balance of the meeting)		
14.00	National Unity	Minister of State for Federal-Provincial Relations (not confirmed)
15.30	Trade, Industrial and Tourism Policy	Deputy Minister of Industry, Trade and Commerce
17.00	Financial Relations	Deputy Minister of Finance
18.00	Adjourn for the day	

Note: Except for items on morning of May 2, remarks by introductory speakers are to be followed by general discussion.

United States Heads of Post Meeting
Ottawa
May 2-4, 1978

DRAFT AGENDA

<u>Time</u>	<u>Item</u>	<u>Introductory Speaker</u>
<u>Wednesday, May 3</u>		
09.30	Investment Relations	Commissioner of FIRA
10.00	Defence Relations	Deputy Minister, Department of National Defence
11.00	Public Affairs	Director General, Bureau of Public Affairs, Department of External Affairs Minister Counsellor (Public Affairs) Embassy, Washington
13.00	Lunch Break	
14.00	Energy Relations	Deputy Minister, Energy, Mines and Resources
15.15	Environmental Relations	Deputy Minister of Fisheries and Environment
16.15	Immigration Policy and Operations	Deputy Minister of Employment and Immigration
17.15	Adjourn for the day	

United States Heads of Post Meeting
Ottawa
May 2-4, 1978

DRAFT AGENDA

<u>Time</u>	<u>Item</u>	<u>Introductory Speaker</u>
<u>Thursday, May 4</u>		
09.30	Provincial Interests	Director General of Bureau of Coordina- tion, External Affairs Assistant Deputy Minister (Trade Commissioners Service) Industry, Trade and Commerce
10.30	Congressional Relations	Ambassador Peter Towe
11.15	Post Management and Operations	J.S. Nutt, Deputy Under-Secretary of State for External Affairs R.A. Kilpatrick, Director-General, TCS, Industry, Trade and Commerce
	Country Programming	Secretary of ICER
	Finance and Administration	Bureau of Finance and Management Services
12.30	Lunch Break	
13.30	Telecommunications	Bureau of Communica- tions and General Services
	Security	Security Services Division
	Locally Engaged Staff Questions	Bureau of Personnel
	Privileges and Immunities	Protocol Services
	Consular Affairs	Bureau of Consular Affairs

Thursday, May 4

16.45

Conclusions of Meeting

17.30

Meeting adjourns

12-3-USA.

MAR 30 1978

MINUTES OF ICER 1978/79 COUNTRY PROGRAMME REVIEW MEETING

February 20 & 21, 1978

The United States of America

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Overview

The 1978/79 Country Programme review meeting for posts

in the United States was held on February 20 and 21, 1978 in the Lester B. Pearson Building. A list of those present is attached as Annex A.

2. The opening session, on February 20, was chaired by Mr. J.R. McKinney, Director General, Bureau of United States Affairs, Department of External Affairs. Mr. McKinney made an opening statement (full text attached as Annex B), providing an overview of Canada/U.S. relations. The atmosphere of the relations, he said, particularly the tone established during the meetings between the Prime Minister and President Carter and in contacts between Canadian and U.S. Cabinet members, had been remarkably good in the last year and the climate had been enhanced by the Northern Gas Pipeline Agreement, the Transit Pipeline Treaty, the Interim Nuclear Cooperation Agreement and the initialling of an agreement on a new tolls structure for the St. Lawrence Seaway. Mr. McKinney stressed the importance of trade in the bilateral relationship and the success in the past year but also pointed out that we face a variety of

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problems in our trade relations. The Carter Administration deserved credit for its leadership in seeking to keep the world trade and payments system open and stoutly resisting protectionist pressures. The whole question of energy resources and consumption would continue to be a major item of concern in the Canada/U.S. relationship, and so also would be the whole range of environmental problems. A solution to our maritime boundaries and fisheries problems would be difficult; if the negotiators do not arrive at a solution or if the results of a successful negotiation were not ratified by the U.S. Senate, there could be very serious potential for conflict in our relations with the United States. By contrast, defence relations had been essentially problem-free although we have been keeping a close watch on some possibly troublesome U.S. measures in defence-related trade. Mr. McKinney highlighted the change in emphasis of the operations of our consular posts occasioned by the shift in population and industry in the United States from the northeastern states to the sunbelt. He pointed to the need to devote more attention to congressional relations in the coming year. The public affairs programme in the United States had become a very important complement to other activities there. In the coming months we would be devoting more attention to the cultivation of the media. He reminded the meeting that Canadian domestic concerns, particularly the national unity debate and the economic situation, could have important implications for Canada/U.S.

relations and for the activities of our posts. He reported that a study was expected to get underway shortly under ICER auspices into the extent, level and location of Canadian representation in the United States. He emphasized that in dealing with the United States, we would always have an agenda of unresolved problems and issues. As problems were solved, others would arise. The relationship was always on the move and we must run with it, not after it.

3. Mr. R. Gherson, Director General, Western Hemisphere Bureau, Department of Industry, Trade and Commerce, expressed support for Mr. McKinney's comments about the tone of the relationship and agreed that there had been enhanced understanding of the relationship on both sides of the border over the past year. He emphasized the importance of day-to-day management of the relationship. The trade and industrial development programme was viewed by ITC from three perspectives: (a) The domestic situation: it did not appear that U.S. economic recovery would save Canada from its economic doldrums and we might be in for a mild recession in 1979. Unemployment and inflation rates would remain high and the growth rate would not climb above 3.5%. The value of the Canadian dollar had been sliding faster than that of the U.S. dollar, but this should improve our trade competitiveness. In this situation, the trade function would increase in importance in Canada/U.S. relations. (b) The international economic environment: Not only

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Canada but the whole western world was going through a period of sluggish growth accompanied by an increasing spirit of protectionism. The multilateral trade negotiations gave some hope for expanded trade opportunities and it was vitally important that the United States be kept in these negotiations. Their participation was the only element which would ensure the success of the MTN. If the USA withdrew, Canada would have to review its trading relationship with the U.S. afresh. (c) ITC's policy of stressing the expansion of trade as a vehicle for developing a viable and internationally competitive industrial economy in Canada and not only to increase employment and to offset current account deficits: Twenty-three industry sectoral studies had been approved by interdepartmental committees and were published at the time of the First Minister's Conference the previous week. The action plans of these sectoral studies would play an important role in governing ITC activities in the United States in the coming year. Canadian capital and labour costs were about twenty per cent higher and our productivity was about twenty per cent lower than in the USA. Mr. Gherson foresaw increased liaison with posts and with the provinces as a part of ITC's decentralization programme and as a means of acting on these sectoral studies. The United States was still by far Canada's greatest market and the major action on trade promotion would be in the United States. Canada must exploit the advantage provided by the lower Canadian dollar.

4. Mr. Gherson said that we had passed from the era of irritants in trade relations with the USA in which "we did things to them" to one in which "they were doing things to us". There was, however, greater cooperation in the relationship. Perennial problems such as extraterritoriality, the auto pact, the DPSA remained and we could expect some new strains on the relationship, but the system of consultation and cooperation had been established and should see us through.

5. Mr. Gherson made some comments about post activities. Washington would remain a policy post first and foremost. He stressed the role played by customs officers at the Embassy in Washington and the help they provided to Canadian exporters, especially small companies who were not accustomed to dealing with complicated U.S. tariff schedule requirements. The Embassy had an important role to play in sensitizing the U.S. Administration, Congress and officials to economic conditions in Canada. Each of the consular posts had its own particular characteristics and functions. He agreed with Mr. McKinney's introductory comments that the posts must act as the eyes and ears of the Embassy in particular regions. Trade and industrial efforts by our posts in the United States must be maintained at the highest possible levels. Expansion of our trade with the United States must assume first priority.

6. Mr. Gherson suggested that the Ambassador in Washington might wish to consider the establishment of a policy coordination committee which would complement the work of the Embassy's CPM and the Executive Committee and which might ensure among other things that trade and industrial development would be fully considered in coordination of policy matters at the Embassy. Mr. McKinney assured him that, while this was a matter for the Ambassador to decide, the meeting would take note of his suggestion.

7. Mr. J.K. Eaton, Director, International Information Services, Labour Canada, asked if the regional shifts in industry which were discernible in the United States had been influenced by differences in labour costs. Mr. Gherson replied that there were a number of factors but that it was his impression that the move to the south particularly reflected structural changes in industries in the northeast and cheaper energy costs and lower wage rates in the south.

8. Mr. R.E. Desjardins (CGOT) pointed out that the United States was our number one customer for tourism and represented about seventy per cent of our total tourism return. In the past year we earned about \$1.4 billion from the USA although we still remained in a very serious deficit position. The picture was brighter than it had been, he said, as the earnings figure represented a five per cent improvement over the previous year. The

target for 1978 was \$1.7 billion. CGOT and the travel industry were making a particular effort to arrest the decline in our market share in the USA where the domestic travel industry is booming. CGOT was monitoring the shift to the sunbelt. There was increased provincial and private sector involvement in travel promotion in the United States. Air Canada and other airlines would be inaugurating new air routes to provide service to regions which were developing as sources of visitors to Canada. The United States convention expenses legislation as a challenge to Canada which the convention was trying to meet by promoting and concentrating on smaller meetings.

9. Mr. Desjardins pointed out that competition in the U.S. market was fierce. The CGOT budget had been static for a number of years and CGOT advertising in the USA was now down to 1.8 per cent of total travel advertising there. As a result, CGOT was specializing its advertising to concentrate on vacation benefits, and, owing to comparative costs, had withdrawn from television in favour of magazines, newspapers and radio. He said that seventy per cent of CGOT advertising resources was allocated to the USA in accord with the size of the market. In 1978, CGOT would be increasingly responsive to provincial and local needs. It would shift its efforts to product sales, concentrate on consortium techniques and strive to meet the demands of the automobile traveller, the major source of income for tourism in Canada.

10. Colonel W.J. Marsh, (DND) agreed with Mr. McKinney that our defence relations with the United States were essentially problem free. He believed, however, that, whereas the United States Defense Department welcomed the Canadian decision to spend more money on equipment, there was a hardening of attitude by U.S. military personnel who believed that Canada was not doing its share in North American defence. Against this background Canada would be carrying on important negotiations with the United States Government and industry regarding such things as replacements for our air defence system in Canada and Alaska, Regional Operational Control Centres and possibly new fighter aircraft acquisition. There would be a good deal of hard bargaining over how Canada and the USA would share operations and costs in the upcoming 20 years. The upcoming \$5-6 billion in defence equipment expenditures would have implications for overall Canada/US defence relations.

11. Mr. G. Schroh, Director, Western Hemisphere Bureau, Department of Employment and Immigration, reserved specific comments for the post by post programme discussions. He did make the points, however, that while there was a decline in immigration worldwide as well as from the United States, the coming year would be busy for EandI in the United States as it shifted to the new system of non-immigrant control. In reply to a question, he said that the decline in immigration was due primarily to Canadian selection standards and not to a decline of interest on the part of potential immigrants.

12. Mr. Eaton said that the Department of Labour was concerned about U.S. withdrawal from the ILO. His department would be trying to establish a bridge between the United States and the ILO. He said that the monitoring of the U.S. labour movement by the Labour Counsellor in Washington would be an important function in the coming years because the movement was undergoing changes in character emphasized by a decline in membership for the first time in the history of the U.S. labour movement and the move of industry and labour to the south. The equilibrium of the AFL-CIO would change with the inevitable passing of George Meany and by the growing rank and file opposition to Meany policies, as well as by the shift to the south. Mr. Eaton looked to the consular posts to help in monitoring the labour situation in the United States. He reminded the meeting that the OECD Conference on Collective Bargaining and Government Policies would be held in Washington in July and would occupy some of the attention of the labour representative.

13. Mr. H. Fraser (EA, Public Affairs) reported that the External Affairs Public Affairs Bureau had been obliged to focus its activities on a small number of countries and also to concentrate on media relations. He assured the meeting, however, that the United States remained the highest priority country for public affairs activities. The United States, with its powerful press

and vibrant democracy, provided Canadian representatives with a vital opportunity to influence public opinion and the course of events. The public affairs programme in the United States had improved in the past years as a result of better liaison between public affairs officers at the posts and at headquarters. A number of measurable results had been achieved. For example, the increased media coverage of Canada could be attributed at least in part to the dialogue of the posts with the media. On the cultural side he reported that seed money, which in the past had been devoted to sponsoring performing groups in the United States, was beginning to pay off and that now some of the big companies such as the Toronto Symphony Orchestra or the Royal Winnipeg Ballet could make a profit on American tours. More than 2,000 courses on Canada were being offered in American universities. The increased emphasis on media relations and the intent to sharpen the focus of consular post activities would have manpower implications but these had not yet been assessed. Mr. Gherson congratulated the Public Affairs Bureau for its activities in support of the trade and industrial development programme in the United States. He asked whether our "cultural diplomacy" in the United States might have as its main thrust a demonstration of the distinctiveness of the Canadian way of life or way of thinking. Mr. Fraser agreed that there was certainly an effort to underscore the distinctiveness of Canada as well as an attempt to explain who we were and what the government

was trying to do. He added, however, that culture can be a useful vehicle to demonstrate to foreigners that Canada is more than a country of rocks and logs and, in this sense, can be a complement to trade promotion programmes.

Post-by-Post Review

14. With Mr. P. Slyfield, Director, United States General Relations Division, Department of External Affairs in the chair, discussion then turned to a post-by-post review on the basis of the ^{agreed} agenda, prepared by the preliminary meeting of country programme coordinators on February 9, 1978 (~~copy attached as Annex C~~). ||

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15. The Chairman reviewed the "rules" of the meeting. Only requests for programme positions would be discussed. Support positions would be discussed only insofar as there were support staff implications of programme position proposals. Requests for positions in 1978/79 would have to be met by redeployment from a source to be identified. Because growth in 1979/80 would be minimal *at most* requests for that year would have to be grouped in one of three categories: (a) critical requirements ^{with consensus}, (b) high priority but lacking consensus; (c) not supported. Requests for 1980/81 could be kept on a "tentative" list at the request of the sponsoring department subject to the next review exercise.

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16. The Chairman explained that the agenda items had been discussed and agreed to at the February 9, 1978 meeting of Country Programme coordinators and suggested that the review meeting consider the agenda items in order as circulated. He pointed out, that in accordance with established practice, position requests not supported by the Department principally concerned had not been placed on the agenda. He stressed that the prepared agenda did not, however, preclude discussion of any issue relevant to country programming that any participant might wish to raise.

17. The Chairman called on the ICER Secretary and the representative of the Treasury Board for comments. Mr. Clark noted that a particular problem for the review meeting would be the setting of priorities for 1979/80 requests. This ranking would be extremely important for the subsequent Treasury Board review of resource requests.

18. *sup. Miss Hamblin*
Treasury Board commenting on Mr. Clark's remarks, noted that the Treasury Board wished ICER to reach a consensus on the priorities of requests. She reminded the meeting that last year the government had allowed only 0.6 per cent growth in terms of manyears and that this growth included large services like the RCMP, the Post Office and the Correction Service. It was recognized that there would be no chance of increased manyears in an election

year. Foreign operations did not have a high priority when compared to domestic concerns. External Affairs noted that any requests for redeployment of programme positions would again be contingent upon the support staff being available to meet the requirements. Treasury Board pointed out that one of the ironies of the current situation was that the numbers requested by ICER departments often seemed small enough to be covered from existing resources in times of austerity. A request of only 7 or 8 new programme positions might seem ridiculously small when compared to requests from some of the larger domestic departments. In summary, the Treasury Board representative reminded the meeting that resources were very scarce and that inflation, currency devaluation and other factors had effectively reduced the resources available for government operations.

19. The meeting then turned to a consideration of the previously circulated agenda.

Atlanta - Status of Head of Post Position and Implications for Post Manning Levels

20. External Affairs maintained that when the post in Atlanta was established it had been agreed that the head of post position would be transferred to the External Affairs establishment. There now appeared to be some question whether or not resources had been

provided for that position either by External Affairs or by IT&C. A similar situation pertained at Seattle. IT&C questioned whether there had ever been such an agreement. E&I suggested that the meeting identify a position to be redeployed to Atlanta. External Affairs conceded that the history of this matter was vague but argued that it appeared to be a question of regularizing the existing situation. The head of post in Atlanta was consuming an External Affairs manyear. The problem was not one of post manning levels but of identifying a position. The ICER Secretariat agreed and noted that at the end of the Review of Post Establishments in 1976 Cabinet had established a guideline that no new positions were to be established. The head of post positions in Atlanta and in Seattle had apparently been in place before the "Richardson exercise".

21. The ICER Secretariat suggested that this problem was primarily an administrative one to be discussed bilaterally between External Affairs and IT&C. National Revenue asked if this was a problem concerning manyears or positions. External Affairs reiterated that what was at question was a position rather than a manyear. E&I wondered how an officer could be posted to a position for which there was no established number.

22. The meeting directed the Departments of External Affairs and IT&C to report to the ICER Secretariat by March 31 on measures

taken to regularize the head of post positions in Atlanta and Seattle.

Boston - Explanation of Defence Production Staffing Arrangements with U.S. Authorities at Hanscom Field AFB

23. IT&C explained that the Defence Industrial Liaison Office had been established at Hanscom Field Airforce Base in Bedford, Massachussetts some years ago. This office provided liaison between the Canadian government and industry on one hand and the United States Airforce and other U.S. military establishments on the other. It was felt important to maintain some physical presence at the office in support of the defence industrial liaison officer who was based at the Consulate General in Boston. Support staff for this office had been provided by the U.S. military but has been withdrawn. A similar situation existed in Pasadena where the U.S. authorities still provided support paid for indirectly by the Canadian government. External Affairs thought it would be advisable to examine the legal and protocol implications of having a Canadian government employee based at Hanscom Field. The Chairman suggested that, as this issue had been raised because of the post's request for an additional support manyear, it be discussed in the appropriate context along with other support requests. He thanked IT&C for its explanation of the situation.

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Buffalo - Request for an Additional Programme Manyear for
Employment and Immigration

24. E&I explained that new immigration regulations would result in a good deal of additional work for posts as students and others applying, for example, for employment visas would now have to do so outside of Canada. This could affect all programmes because of its sensitivity and the possible impression that Canada was more strict or unfriendly. The posts most likely to be affected immediately were Buffalo, Detroit, Chicago, Seattle, San Francisco, New York and Boston. Although a great increase in work load was expected, E&I would not try to forecast resource implications until the actual effects of the regulations change were clearer. Buffalo, however, was at the top of the list for increased resources because of past demand. E&I explained that, for example, the number of visitors visas issued by Buffalo had grown from 1,170 in 1975/76 to 4,535 in 1976/77 and that, for seven months in 1977/78, 5,561 had been issued. In the past the post had been able to cope with the workload by employing emergency staff. E&I now believed, however, that the workload required a permanent position.

25. E&I had not been able to identify a source for redeployment and so asked that this request be placed on the "A" list (critical requirement) for 1979/80. IT&C asked what would happen to the resources in Canada that had been devoted to issuing visas

that would now be issued outside of the country. E&I replied that more resources would be devoted domestically to the enforcement of the new regulations and reiterated that the request for an additional position in Buffalo was based on the existing workload which could not be expected to diminish and not on anticipated increases in workload that might result from changes in immigration regulations. Treasury Board asked to what extent the workload was increasing in Buffalo while decreasing in Canada. E&I answered that, while it was clear that the workload was increasing in Buffalo, it could not be said that there was a parallel decrease of workload in Canada. IT&C asked if the work in question could be delegated to a non-programme employee. E&I did not consider this possible.

26. The meeting endorsed the E&I request that an additional programme manyear for Buffalo be placed on the "A" list for 1979/80.

27. External Affairs commended the post's general relations and public affairs work. The post had made an effective use of limited resources.

Dallas - (A) Request for Additional Programme Manyear for Trade and Industrial Development, 1978/79

28. IT&C explained that programme manpower restrictions had resulted in some curtailment of industrial development activity and a loss of potential business opportunities. Nonetheless, Dallas

has led the U.S. posts in business influenced for the past three years. In addition, the head of post was able to devote only 0.2 manyears to trade and industrial development. The post had therefore requested two programme positions, an FS and a CO. IT&C believed that, on the basis of the situation in Dallas, one FS position was warranted immediately.

29. The meeting agreed to the redeployment to Dallas of one FS position for the trade and industrial development programme subject to identification of the source of the redeployment ~~being~~ before the end of the Country Programme review exercise.

(subsequently identified as Cleveland)

(B) Request for an Additional Programme Manvear for Tourism 1979/80

30. CGOT noted that the territory served by Dallas was a prime tourism market. Four Canadian provinces and Air Canada had recently placed greater emphasis on serving that market. CGOT therefore supported the post's request for a locally engaged officer for the tourism programme pointing out that this addition represented the normal evolution of the tourism office in Dallas and that no support resources would be required. In response to a question from IT&C, CGOT noted that Canada had a tourism deficit with the United States of \$929 million. Treasury Board asked whether the reason for this deficit was a decline in the number of Americans travelling to Canada or an increase in the number of

Canadians travelling abroad. CGOT admitted that the deficit was largely due to Canadians travelling abroad and that there had been the decrease in the number of Americans travelling to Canada had been only about one per cent.

31. The meeting agreed that the request for an additional locally-engaged programme position for the tourism programme in Dallas should be placed on the "A" list for 1979/80.

(C) Request for an Additional Manyear for General Relations, Public Affairs and Transport Communications and Energy 1980/81

32. External Affairs asked that this item be placed on a tentative list for future consideration without any prejudgement of the merits of the request. National Revenue wondered about the procedure in endorsing a request for a manyear to be divided among separate programmes. IT&C noted that with the additional programme positions available at the post in 1978/79 and perhaps in 1979/80, some of the requirements for the External Affairs position might be met. The ICER Secretariat reminded the meeting that posts were required to submit a three year forecast so that headquarters could look more critically at the development of their programmes. It was not, therefore, without precedent to flag for future consideration a request for a programme manyear to be divided among several programmes. External Affairs noted that the general relations programme had only recently been established in Dallas and that the

pattern of reporting from that programme was still evolving. It hoped that more attention could be paid to energy matters, the question of Canadian corporate links to the territory, the influence of business and other such subjects within current resources. It was because more time was required to assess the post's reporting priorities and the attendant resource requirements that External Affairs was suggesting that this request be considered at a future date.

33. The meeting agreed to note for future consideration the request for an additional programme manyear for general relations, public affairs and transport, communications and energy for Dallas for 1980/81.

Los Angeles - (A) Explanation of Defence Production Staffing Arrangements with U.S. Authorities in Pasadena and Burbank

34. The Chairman noted that the question of arrangements in Pasadena had already been discussed in conjunction with the Hanscom Field arrangement in Boston and suggested that the discussion not be repeated. He also suggested that, in the absence of a representative of the Department of National Defence, that a discussion of the arrangements in Burbank be postponed. The meeting agreed to move to the next item on the agenda.

(B) Explanation of the Programme Manyyears Level Following the Reductions During the "Richardson Exercise"

35. The Chairman noted that the ICER Secretariat had raised the question of the possibility that two new External Affairs positions had been added to Los Angeles subsequent to the Review of Post Establishments in 1976. He asked External Affairs for an explanation. External Affairs stated that the positions had been approved as early as the 1975/76 review meetings although they were not immediately filled. One of them, EXT 7379, had appeared on the list of reductions proposed by Mr. Richardson during the 1976 reduction exercise. It was not, however, among the 103 positions identified by ICER during its own reduction exercise and it did not appear in the final list of 74 reductions submitted to Cabinet. In short, these positions survived the review of post establishments and were quite legitimate. External Affairs offered to provide the ICER Secretariat with full documentation concerning these positions.

36. External Affairs commented on the overall quality of the country programme submission from Los Angeles noting that the overview section was particularly useful in illustrating the range of activity in the Los Angeles post territory. External Affairs was gratified by the post's increased general relations activity and reporting and commented favourably on the post's organization of administrative and support services.

New Orleans - Clarification of Manning Levels

37. The Chairman noted that the ICER Secretariat had discovered an apparent discrepancy in the actual staffing at the post and the official manning levels for New Orleans and asked External Affairs for an explanation. External Affairs indicated that the manning levels telegrams had been in error and had apparently anticipated the intention to remove one programme position from New Orleans as required by the Review of Post Establishments in 1976. At that time, although New Orleans was identified for reduction, no date was set for the removal of a position. The ICER Secretariat confirmed that the original decision still stood and that presumably it would be necessary to reduce the complement at New Orleans when the current head of post leaves the post. IT&C recalled that part of the original decision to open a Consulate General in Atlanta was an understanding that New Orleans would eventually be closed. The post had been kept open for political reasons. In fact the requirement to keep New Orleans open might be the origin of the current confusion regarding the Atlanta head of post position. The Chairman asked External Affairs to ensure that the manning level records correctly reflect the actual situation at the post as explained to the review meeting.

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Seattle - ICER Status of Head of Post Position

38. This item was not discussed as the meeting had already directed External Affairs and IT&C to report to the ICER Secretariat by March 31 on measures taken to regularize the head of post positions in Atlanta and Seattle.

Washington - (A) Status of Locally Engaged Commercial Officer Position 5729x

39. IT&C explained that this position had inadvertently been transferred to External Affairs at the time of integration. The incumbent was the only commercial officer overseas on the External Affairs establishment and the existence of the position as an External Affairs position is an anomaly. IT&C also explained that Washington had for some time been attempting to have this position returned to IT&C. External Affairs agreed.

40. The meeting decided that Washington commercial officer position EXT 5729x should be returned to IT&C from External Affairs and that External Affairs and IT&C should report by March 31, 1978, through the ICER Secretariat, on steps taken to affect this transfer.

(B) Discussion of Resources Devoted to International Development Assistance

41. The Chairman reported that the CIDA Country Programme Coordinator, who was unable to attend the review meetings because

of illness, had asked that this item be withdrawn from the agenda.
The meeting agreed.

What was it
42. The Chairman suggested that, in the absence of a representative of the Department of National Defence, discussion of agenda item 8C be postponed. The meeting agreed. The Chairman also suggested that discussion of agenda 8D be postponed so that a fuller report could be given later in the meeting. The meeting agreed.

43. DSS intervened to offer a correction to the manning level list in the Washington Country Programme submission. That list should show six rather than five DSS positions. The sixth position had been mistakenly shown as an External Affairs position (5103x) but was, in fact, a DSS position.

44. The meeting then proceeded to a consideration of general agenda items.

Status Report of the Study of Extent, Level
and Location of Canadian Representation
in the United States

45. The Chairman asked External Affairs for a report.
External Affairs noted that, following the 1976 review of foreign operations resources, Deputy Ministers expressed a wish for a more effective means of assessing the allocation of resources in the

United States. A proposal for a study of the extent, level and location of Canadian representation in the United States was included in ICER's report to Cabinet in 1976 and approved.

46. ICER members had subsequently agreed that the Department of External Affairs would prepare a paper on Canadian Government objectives and tasks in the United States for interdepartmental consideration as a starting point for the proposed study. The draft paper had been considered by the ICER Ad Hoc Subcommittee on December 19, 1977. The Subcommittee had asked that other Departments submit their comments on the paper to External Affairs. A revised draft was considered by the Sub-Committee had agreed that, in the light of suggestions made by IT&C, the current version of the paper should be examined by representatives of the United States Bureau, External Affairs and of the Department of Industry, Trade and Commerce and that a further revised version should then be circulated to ICER Departments for their approval together with the suggestions of the Department of External Affairs on the conduct of the study.

47. It was hoped that the revised paper would guide the group named to conduct the study. It was anticipated, furthermore, that the study would be a thorough examination of the extent and location of our existing resources including an examination of the assumptions upon which those levels and locations were based.

Status Report on CGOT Review of the Replacement
of Canada Based Officers by Locally Engaged Officers

48. CGOT explained that, at the request of ICER, it had agreed to undertake a two year test of the replacement of Canada based officers by locally engaged officers in New York, Pittsburgh, Philadelphia and Los Angeles. Interim reports indicated that this programme had been successful and would probably be continued. When the Pittsburgh office was closed its test position was transferred to Cleveland and filled permanently by a locally engaged officer. CGOT indicated that it would retain at least one Canada based officer at each post. The conversions had led to savings in allowances and housing costs. It had been found possible to fill the positions with expatriate Canadians who had a good deal of knowledge about Canada. CGOT intended to accelerate the programme where feasible.

49. External Affairs noted that some considerable saving was possible from such conversions. It was calculated that housing costs and allowances were approximately equal to salary. CGOT expressed concern, however, about the effect on career patterns and morale of removing potentially desirable locations from the posting patterns of Canada based officers.

Relationship Between NFB Offices and Post Programmes

50. The Chairman asked External Affairs for an explanation

of this relationship. External Affairs explained that under the provisions of the National Film Act the National Film Board was responsible for the commercial distribution and marketing of its films abroad. In the United States it operated commercial offices in Chicago, New York and San Francisco. The marketing work of the NFB was quite distinct from the representational and promotional use of films in post film libraries. There was however an occasional exchange of expertise and advice.

51. CGOT explained that as the major funder of the Canadian travel film programme it contracted with the NFB for all distribution and promotion in the USA of Canadian travel films. The cost to CGOT of operating this programme in the USA in 1977/78 was \$246,100. This amount accounted for 100 per cent of the operating cost of the NFB office in Chicago, seventy-five per cent of the time and services of the NFB staff in San Francisco and the full time services of a librarian in the NFB office in New York. It also covered production of catalogues and promotional material for the U.S. market.

52. External Affairs indicated that some support services, for example payroll and administration of support personnel, had been assumed by posts but was looking into the actual use of support by the NFB in the United States. The department was concerned about the use of support by a non-ICER agency. The ICER Secretariat

also noted that it was considering the question of the extent of support provided to non-ICER agencies and noted that this was a concern shared by all ICER members.

Question of Weekend and After Hours Duty Officers Rosters

53. The Chairman called upon CGOT to speak to this item.

CGOT noted that at some posts CGOT representatives are called upon to serve as consular duty officers despite their lack of consular status and consular training. CGOT also expressed concern about their officers occasionally being called upon to prepare reports on areas beyond their experience and responsibility.

54. External Affairs explained that the after hours duty officer procedure varied with posts. In most instances, however, the consular status of the duty officer was not important in drawing up duty officer schedules. What was important was the fact that Canadians in distress could contact someone outside normal office hours. Difficult problems or questions requiring specific consular advice should be referred to a consular officer for further action.

55. The meeting agreed to note the concerns of certain members concerning duty officer responsibilities and that the feedback letters should stress that duty officers should be able to call upon post consular officers for assistance as required.

56. The meeting adjourned at 5:00 p.m. and resumed at 9:30 a.m. on Tuesday, February 21. The Chairman suggested that the meeting consider the items deferred from the previous days' meetings.

Explanation of Defence Production Staffing Arrangements in Burbank

57. The ICER Secretariat explained that, because of its interest in the non-proliferation of Canadian foreign operations, it was concerned about the numbers of Canadian officials in positions like that at Burbank. The Secretariat was concerned about the relationship between such large concentrations of Canadian officials and ICER posts.

58. DND explained that it had 13,000 employees serving abroad. These DND positions did not fall under the purview of ICER. In the United States there were 500 such positions at 93 different locations. Most of these had to do with military technical liaison. Up to 200 technical and financial personnel were attached to the Long Range Patrol Aircraft (LRPA) project in Burbank. DND emphasized that these personnel were carrying out a military and not a representational function. There was some connection between this detachment and CDLS Washington solely for military control purposes. The post involved, Los Angeles, may have been burdened early in the history of the LRPA project as might have

happened had any large Canadian concern transferred a large number of employees to that region. External Affairs expressed its satisfaction with the explanation offered by DND.

59. The Chairman enquired whether a similar situation would arise should the new fighter aircraft contract be let to an American company. DND replied that this probably would be the case.

60. IT&C enquired about the global distribution of the 13,000 DND personnel. DND offered a rough breakdown as follows:

Europe	6,000
Middle East and Cyprus	2,000
United States	500
United Kingdom	200
France	about 20

and noted that the figure of 13,000 included dependents.

61. The ICER Secretariat expressed concern about the narrow scope of the ICER purview. DND reminded the meeting that the purview of ICER was restricted to Canadian posts abroad and did not include specialized operations such as those carried out by the Department of National Defence.

Procedures for the Rationalization of Post Territories

62. External Affairs noted that several posts had made suggestions in their country programme submissions for adjustments

in post territories. It suggested that, as a study on the extent, level and location of Canadian representation in the United States was pending, that these suggestions might be communicated to the ICER Ad Hoc Sub-Committee for consideration in the study. External Affairs also noted that this question had been discussed at some length in 1974 and on other occasions.

63. IT&C noted that many of the posts in the United States had begun as trade posts and that, with the expansion of government programmes and an increase in the number of posts, it had not been easy to maintain consistent jurisdictions among the several programmes and posts. IT&C suggested an early meeting of members to discuss the question of rationalization of post territories.

64. The Chairman suggested that departments and agencies draw up proposals concerning rationalization of post territories. It was agreed that the posts' remarks about the rationalization of territories be communicated to the ICER Ad Hoc Sub-Committee for consideration in the study on Canadian representation in the United States and that, under the coordination of the Department of External Affairs, members give renewed impetus to seeking a solution to this question with a view to communicating a consensus to those responsible for the study.

Status Report on Washington Chancery Project

65. The Chairman asked External Affairs for a progress report on the chancery project. External Affairs reviewed the history of the project and reported that the Pennsylvania Avenue Development Corporation and the Council of the District of Columbia had approved the acquisition by Canada of a site on Pennsylvania Avenue. The actual purchase of the property would probably take place by the end of March 1978 with construction to start in February 1981 for occupancy of the new building in 1984.

General Remarks

66. The Chairman invited general remarks on any posts not already covered in previous discussion.

Washington

67. External Affairs noted that the recommendations of the recent administrative study of the Embassy's operations concerning the conversion of Canada based secretarial positions to locally engaged positions were about to be carried out. DND remarked that this was a major step which could have a detrimental impact. The Chairman hoped that consideration had been given to the potentially damaging effect on the morale of Canada based secretaries to whom a large number of desirable postings would thereby be denied.

IT&C suggested that the conversion was probably a welcome development as there seemed to be too many Canada based positions abroad. Treasury Board thought it commendable to look at all possibilities for the reduction of expenditures abroad. CGOT expressed concern lest this sort of change damage the career opportunities and morale of Canada based secretaries.

68. External Affairs commented that new technology would allow for new communications facilities at Washington and at other posts. It was hoped that secure facsimile equipment would soon be installed at a number of U.S. posts. In answer to a question from IT&C, External Affairs explained that it was expected all posts in the U.S. would be receiving some sort of secure facility.

Chicago

69. External Affairs noted that Chicago continued to be one of the most important posts in the United States in terms of general relations reporting. Because of the unfortunate illness of a key member of the staff in Chicago, the extent of reporting had not been as great as in the past. It was hoped that with the return to full active duty of the officer in question, Chicago would resume its previously high level of general relations reporting.

Cleveland

70. IT&C noted that the ratio of its programme staff in

Cleveland was four FS to one locally engaged CO. In order to adjust this ratio to the norm for posts of this size, IT&C indicated that it wanted to reduce the complement by one FS substituting instead a CO position. In effect, it was proposed that the FS position be redeployed to Dallas and that a CO position be redeployed to Cleveland from elsewhere outside the United States. External Affairs sought the advice of the ICER Secretariat about the mechanism involved in such transfers. The Secretariat suggested that, in effect, this was a simple matter of two redeployments. External Affairs suggested that the conversion of a position was involved and asked IT&C to be more specific about the mechanism it wished to employ. Treasury Board suggested that if IT&C desired a different ratio of FS to CO positions it should move to convert the position regardless of any possible redeployment. IT&C said that it did not wish to be committed to an independent conversion.

71. The meeting agreed that, should an FS position be transferred from Cleveland to Dallas, one CO position should be transferred to Cleveland from a source to be identified outside the United States.

Minneapolis

72. IT&C noted that, although the country programme submission for Minneapolis had not requested any additional positions, Minneapolis had asked in the past for one additional trade and industrial

development position and that, subsequent to the submission of the country programme, the post had requested an additional FS through IT&C headquarters. IT&C noted that for three reasons, namely the fact that the Minneapolis territory is second in volume of Canadian trade to the United States, that Ontario has recently closed its trade promotion offices in the territory and that the western provinces have been demanding more service, it had supported the post's request for a redeployment in 1978/79. External Affairs questioned the procedure involved and asked why the post had not included the request in its country programme submission. The ICER Secretariat noted that the country programme represented the views of the committee on post management and that any request for resources should have the concurrence of that committee. DND suggested that the comments of the CPM, but not necessarily its agreement, should definitely be sought. E&I suggested that the post be asked, for the record, to justify this request. Treasury Board remarked that the review meeting should leave room for flexibility.

73. The meeting agreed to the redeployment to Minneapolis of one programme position for the trade and industrial development programme in 1978/79 subject to the identification of a source for the redeployment, the confirmation by the post that the position was required urgently and that there were no outstanding support

implications, and on the understanding that the decision would be reviewed by country programme coordinators. The Chairman observed that some prior notification of this request either from the post in its country programme submission or from the headquarters department involved would have been helpful.

74. External Affairs noted that Minneapolis had done a good job of covering certain important bilateral issues through its general relations programme.

New York

75. External Affairs noted that New York provided crucial reporting on the New York financial market of considerable use at headquarters. There had recently been some shifts of personnel at the post and a general upgrading of the level of officers involved in general relations and public affairs activities. It was anticipated that, as those officers became more familiar with the local situation, there would be a further increase in the level of high quality general relations activity and reporting from New York.

76. The Chairman, with the concurrence of the meeting, then summarized the resource decisions taken by the meeting. It was agreed by all to rank these in the following order for each FY:
1978/79

Dallas (Trade and Industrial Development) 1 FS

Minneapolis (Trade and Industrial Development) 1 FS

These positions are to be filled by redeployment.

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1979/80

Category A

Buffalo (Immigration) 1 FS

Dallas (CGOT) 1 CO (Locally engaged)

1980/81

Dallas (General Relations) (this request to be noted for
future consideration)

77. The Chairman thanked the participants for their helpful
comments and spirit of cooperation and for making his task so easy.
The meeting adjourned.

MAR 23 1978

12-3-USA

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File per

UNCLASSIFIED

FM CHCGO YFGR0354 MAR22/78

TO EXTOTT GNP

INFO ITCOTT/WHB/TCS CANTRAVELOTT/FLETCHER FIRAOTT/HOWARTH

FINOTT/IER EMROTT/FOGERTY ENVOTT/WILSON FANDIOTT/BISSETT

NDHQOTT/DCPOL/MARSH WSHDC

BH ICEROTT DE OTT

REGAM U.S. POSTS DE CGO

DISTR FAP ACP PSP ECP APP EBP CSP FCP DFP COP AFPC FAI FAB

FAC FAR PSS APO APR CSO CSR POL ECB ECW EBI GNT FCO GNG KGO

JST JSN DFR PPR

REF YOURTEL GNP0015 MAR13

---USA HOP MEETING

YOUR PROPOSED AGENDA WSHDC COMMENTS COVER ALL AREAS OF
SUBSTANTIVE PROGRAM INTEREST.

2.HOPE THAT THIS HOP CONFERENCE WILL PROVIDE SOME CONSENSUS
FM U.S. POSTS FOR AN INTERDEPARTMENTAL COMMITMENT IN OTT TO
TASK THEMSELVES FOR DETAILED EXAMINATION OF GEOGRAPHIC OVER-
LAPPING OF PROGRAMS BETWEEN POSTS.WE VIEW RESOLUTION OF THIS
PROBLEM TO EMBRACE ANY CONSIDERATION OF POST CLOSURES AS WELL
AS POSTS TO BE OPENED IN THE NEXT DECADE.WE DO NOT PROPOSE THIS
TO BE AN AGENDA ITEM FOR DISCUSSION BUT WE WOULD WISH IT
INCLUDED IN THE FOLLOW-UP OR ACTION ITEMS ARISING FM CONFERENCE.

UUU/845 222200Z 00170

12-3-78

MAR 21 1978

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UNCLASSIFIED

FM WSHDC UNGR1115 MAR20/78

TO EXTOTT GNP

INFO ATNTA BOSTN BFALO CHCGO CLVND DALAS DTROT LNGLS MNPLS NRLNS
NYORK PHILA SFRAN SJUAN SEATL ITCOTT/WHB/TCS CANGOVEXOTT/FLETCHER
FIRAOTT/HOWARTH FINOTT/IER EMROTT/FOGERTY ENVOTT/WILSON EANDIOTT/
BISSETT NDHQOTT/DCPOL/MARSH

BH ICEROTT DE OTT

DISTR FAP ACP PSP FCP APP EBP CSP FCP DFP COP AFPC FAI FAB FAC
FAR PSS APO APR CSO CSR POL ECB ECW EBI GNT FCO GNG KGO JST JSN
DFR PPR

REF YOURTEL GNP0015 MAR13

---USA HOP MTG

TYPE OF PROGRAM AND DISCUSSIONS PROPOSED SOUND EXCELLENT.

2.FOLLOWING ARE COMMENTS ON YOUR PROPOSALS.PARTICIPATION OF SSEA
AND LUNCHEON WITH HIM WOULD UNDOUBTEDLY BE HIGHLIGHT AND MAIN
CONTRIBUTING FACTOR TO SUCCESS OF MTG.AT OTHER END OF MTG,WE WOULD
AGREE THAT STATEMENT OF CONCLUSIONS,AND MUCH ACTION ORIENTED AS
POSSIBLE,WOULD BE BENEFICIAL.LIST OF USA ISSUES IS OF COURSE ALWAYS
VERY LONG AND ALL ITEMS CANNOT/NOT BE EXPLORED IN DEPTH ON SUCH
AN OCCASION.AT THE SAME TIME,AND EVEN THOUGH CONSULATES MAY NOT/NOT
ALL BE DIRECTLY INVOLVED,WE WOULD SEE SOME MERIT IN DESCRIBING
VERY BRIEFLY SOME OF OTHER ACTIVE ISSUES IE DEFENCE,LOS,BOUNDARY.
THIS DISCUSSION MIGHT TAKE PLACE FIRST MORNING AND EARLY AFTERNOON
AND THEREFORE MORE TIME MIGHT BE PLANNED FOR OPENING OVERVIEW.WE

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PAGE TWO UNGR1115 UNCLASS

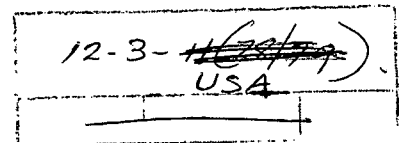
WOULD THUS SUGGEST THAT FIRA BE DISCUSSED WITH FINANCIAL RELATIONS AND TRADE. NATIONAL UNITY MIGHT PRECEDE PROVINCIAL INTERESTS FOLLOWING DAY.

3. CONGRESSIONAL RELATIONS SHOULD ALSO BE DISCUSSED. WE SUGGEST ADDITION OF ITEM, EG 9 AM FOR ONE HOUR ON MAY 4. DURATION OF DISCUSSION PROPOSED IS CONSISTENT WITH PRIORITY WE ALL AGREE SHOULD BE SYSTEMATICALLY ATTACHED TO THAT ACTIVITY.

4. OTHER SUGGESTION IS TO PLAN ACTIVITY FOR OTHER LUNCHES DURING WEEK. THEY COULD BE OPEN TO PEOPLE IN OTHER DEPTS AND AGENCIES (PMO, PCO, TB, CBC, CDA COUNCIL, ETC) OR TO PRESS AND ACADEMICS.

5. ADMIN ARRANGEMENTS LOOK FINE. WE SHALL LET YOU KNOW IN DUE COURSE WHO WILL COME FROM THE NATIONS CAPITAL.

UUU/001 202350Z 00350



March 20, 1978

MEMORANDUM

TO: GNG

FROM ICER Secretariat

REF.: Your letter of March 14, 1978

SUBJECT: Draft Minutes of the Preliminary ICER Country
Program Review Meeting Held on February 9, 1978

In developing the procedure for 1978/79 Country Program Review (CPR) ICER departments and agencies agreed that it would not be necessary to keep minutes of pre-CPR meetings. The main purpose of these sessions was to give an opportunity to major ICER departments and agencies to clarify some of the issues brought forth by the CP's and to identify suitable agenda items for the actual CPR meetings.

If, however, this kind of record is considered useful to GNG, we believe that ICER coordinators would not have any objections. You might wish to send them copies of the final version.

In as far as ICER Secretariat is concerned, the draft reflects adequately the points discussed and the decisions reached.

Original Signed by
B. STIPAC
Original signé par

B. Stipac
Assistant Secretary

EXTERNAL AFFAIRS

AFFAIRES EXTÉRIEURES

MEMORANDUM



ICER

12-3-Israel

12-3-Barbados

✓ 12-3-USA

TO FILE

FROM ARP

REFERENCE Telephone Conversation - Alex Morin
Assistant Secretary, Treasury Board

SUBJECT Treasury Board Submissions - Tel Aviv and Bridgetown
Residences, Washington Land Purchase

SECURITY UNCLASSIFIED
Sécurité

DATE March 16, 1978

NUMBER 12-3-USA
Numéro

FILE	DOSSIER
OTTAWA	NI-9-WSHDC-C
MISSION	11-11-TAVIV-R
	11-11-BDGTN-R

ENCLOSURES
Annexes

DISTRIBUTION

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JSN
ICER (Clarke) ✓
GSP
GAP

The Department has three "consider" cases before Treasury Board this Thursday.

2. Only Washington is expected to receive enthusiastic Ministerial approval. Of the other two, Mr. Morin believes that Bridgetown has the better chance.

3. With respect to the proposal to purchase an Official Residence in Tel Aviv at a cost of \$1 million, the Secretariat is recommending, in substance, to Ministers the following.

Despite the economic advantage of proceeding with this purchase, Ministers should consider that:

1. the price is too high for a single residence, even for an Ambassador.
2. the Department was asked to establish Official Residence standards for Treasury Board approval and has not done so, to date.
3. in a period of austerity, the Canadian public will not welcome a discretionary expenditure of this scale, for this purpose.
4. ICER has not established priorities globally for the assignment of scarce resources among posts.
5. the Secretariat wonders whether it is prudent to be the owner of a property in a zone which, from time to time, is under military attack.

4. Mr. Morin went on to explain that at the best of times Treasury Board Ministers were very uneasy about overseas expenditures and approached cases somewhat more negatively, applying closer scrutiny than domestic cases receive. For his part, Morin said that in his oral presentation, he will demonstrate to Ministers that both Official Residence submissions are cost effective and will point out that in the market one has to seize opportunities when they are presented.

CC
Israel,
Barbados
USA

5. There appears to be no question of the Washington Chancery land purchase being turned down.

6. With respect to Bridgetown, the Secretariat is once again recommending that despite the economic advantages demonstrated in the submission the present priority of the Government on restraint would seem to dictate against further expenditures, particularly those which produce only incremental improvements. Essentially, the same arguments that held for Tel Aviv are repeated and as well as recommending against purchase of a new Residence and disposal of the old, they recommend that any repairs be permitted but that no enlargement be made to the existing Residence. The Secretariat further questions the relative importance of Barbados and says once again that this has not been made clear through ICER in the establishment of Canadian priorities abroad.

7. Two particular themes permeate the Secretariat's comments. One is the fact that we have not developed for Treasury Board approval standards for Official Residences, and the other is the reference to the role of ICER in establishing priorities for the allocation of scarce resources abroad. The latter argument is rather new to me, and I am not aware of any exercise except the Country Programs where ICER meets to agree on the allocation of resources.

8. Both Morin and I agreed that the Department would gain little by deferring any of the three cases. His guess was that probably two of the three would be approved with Tel Aviv falling by the wayside. If this were the case, the Minister could always appeal in writing or in person to the Treasury Board should he deem it an appropriate course of action. I therefore suggested to Morin that the cases be allowed to stand with the full knowledge that if Tel Aviv is turned down, we can expect a relatively strong letter suggesting that we accelerate the Official Residence study before further official residence cases will be considered. This latter activity should, in any event now be given high priority.



R.K. Plowman,
Director-General,
Bureau of Physical Resources.

12-3-USA

Department of External Affairs



Canada

Ministère des Affaires extérieures

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OTTAWA, K1A 0G2
March 13, 1978

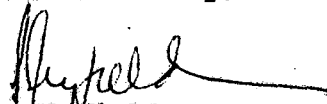
MAR 14 1978

ICER	
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Dear Mr. Clark,

Attached are the draft minutes of the preliminary
Country Programme review meeting held on February 9, 1978. If
you have any comments or amendments, please contact Mr. L. Mader,
U.S. General Relations Division, External Affairs, (6-4274).

Yours sincerely,


P. Slyfield,
Director,
U.S. General Relations Division

R.W. Clark,
Secretary,
Interdepartmental Committee on
External Relations

*Reply prepared
20/3/78*


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Minutes of ICER FY 1978/79 Country Programme

Review Meetings

The United States of America

Preliminary Meeting, February 9, 1978

A preliminary programme review meeting of ICER Country Programme Coordinators was held on February 9, 1978 in the Department of External Affairs under the chairmanship of Mr. Philip Slyfield, Director, United States General Relations Division, Department of External Affairs. The purpose of this meeting was to identify agenda items for the full review meetings to begin on February 20. A list of those in attendance is attached as appendix A.

The Chairman invited Mr. Clark, Secretary of ICER, to comment on the climate in which the CP review was taking place and to review the procedures for categorizing requests for resources.

Mr. Clark explained that under the current policy of restraint there would be no increase in resources until 1979/80 at the earliest; requests for 1978/79 would have to be met by the redeployment of positions. At the end of the review meetings, he explained, requests for additional resources for 1979/80 would have to be assigned to one of three categories:

(A) Requests which the committee agrees should be met if resources are available.

(B) Requests which have a high priority but on which no consensus has been reached.

(C) Requests which the committee does not support. Mr. Clark said that requests for increases in 1980/81 could be placed on a list for future consideration if supported by the department or agency concerned.

It was then agreed that the meeting would consider each of the post submissions in turn.

Atlanta

There were no requests for programme positions.

External Affairs noted that there was no position indicated for the Head of Post and explained that when the Consulate General in Atlanta was opened, it was understood that the position in question was to be transferred to External Affairs. IT&C replied that it was the understanding of that department that the HOP position was in fact an External Affairs position to which the original incumbent had been seconded. The ICER Secretariat noted that the complement of the post, including the Head of Post, appeared to be in excess of the approved manning levels. The meeting agreed to include this question as an agenda item.

External Affairs asked for an explanation of the Tourism positions described in the submission as "new" positions. CGOT explained that one of these (OTM 6562) had been transferred from Pittsburgh as part of an approved mid-year redeployment and that the other (6547x) was incorrectly described as "new" as a result of a change in duties.

External Affairs sought an explanation of the vacant TID position (TCS 34492). IT&C explained that the incumbent had recently resigned at the post and that a replacement would be nominated shortly to fill the position.

IT&C commented on the need for rationalization of post territories in connection with Atlanta. Other departments acknowledged that there could be some adjustments and that consideration might be given to the establishment of appropriate Canadian representation in Florida because of the large number of resident and vacationing Canadians in that state. External Affairs suggested that any questions concerning the rationalization of post territories be referred to the Study on Canadian Representation in the United States. The meeting agreed to include the question of procedures for the rationalization of post territories as a general agenda item with implications for all posts.

Boston

There were no requests for programme positions.

The ICER Secretariat asked about the relationship between the post and the Defence Industry Liaison Office at Hanscom Field AFB in Bedford, Massachusetts. IT&C explained that a Trade Commissioner attached to the post acts as a liaison with the Electronics System Division of the USAF in order to identify U.S. military programmes in which Canadian industry can participate and to administer such joint programmes as develop. An additional support position was required to maintain the effectiveness of this office. The Chairman noted that this was essentially a question of support resources but suggested that the arrangement be explained at the review meeting. The meeting agreed

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that an explanation of staffing arrangements at Hanscom Field be included as an agenda item.

IT&C noted that a relatively large amount of time was shown in Boston's submission as being devoted to Administration. It was agreed that the feedback letter should ask the post to attempt to rank the programmes rather than simply listing them all as having high priority.

Chicago

1.0 MY was requested for the Public Affairs programme (LEIO).

1.0 MY was requested for the Tourism programme.

External Affairs explained that the request for a position for the Public Affairs programme was not supported by headquarters and should not, therefore, be included on the agenda. The meeting agreed.

CGOT explained that the request for an additional tourism position had been met by a mid-year redeployment from Pittsburgh and that the position was now filled.

IT&C noted references in the post's submission to the National Film Board office in Chicago and asked if there was any way of making the NFB programme more supportive of other post programmes. External Affairs explained that the NFB offices in the United States existed for strictly commercial purposes although there is some sharing of expertise because of the co-location (in New York and Chicago) or proximity (San Francisco) of NFB offices and the posts. It was agreed that the relationship between NFB offices and post programmes be included as a general agenda item.

At the request of DND, the meeting turned next to consideration of the Washington submission.

Washington

No programme positions were requested.

The ICER Secretariat noted that the details of the 24 DND support positions had not been provided by the post. DND agreed that these 24 authorized positions, although not integrated, should have been listed. DND volunteered to provide a list of the position numbers and the names of the incumbents, all of whom were Canada based military personnel.

4.

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DND noted that it had lowered its programme profile in Washington by the removal of 1.0 MY through the removal of one of the 6 Defence Research Board positions. The incumbent, on loan from the Department of Communications, had been recalled by that Department and DND had subsequently decided to reorganize the workload and not to fill the position. The actual and authorized manning level for CDLS was now 33 MY programme and 24 MY support. The meeting agreed that an explanation of this reduction be included as an agenda item.

E&I noted that some confusion was apparent in the post's plan of action concerning the number of non-immigrant visas issued. E&I explained that the post might be counting some diplomatic and consular visas in this category. The immigration officers from the Consulate General in New York who administer the immigration programme in Washington had been asked to look into the matter.

The ICER Secretariat raised the question of the Commercial Officer position (EXT 5729x) that had been transferred from IT&C to External Affairs at the time of integration. IT&C explained that this position, the only one of its kind to have been transferred to External Affairs, had been transferred because of a misunderstanding and was an anomaly which the post had tried to have corrected on several occasions in the past. It was agreed that the status of locally-engaged Commercial Officer position EXT 5729x would be included as an agenda item.

The Chairman raised, on behalf of the CIDA country programme coordinator, who was unable to attend, a request that the review meeting discuss the resources devoted to International Development Assistance in Washington. The Chairman explained that CIDA believed that the 0.6 MY reported by the Embassy and the 0.4 MY reported by the OAS mission should be assigned to a single position to be filled by a CIDA officer. External Affairs noted, and the ICER Secretariat confirmed, that this proposal had been rejected by the Latin America review meeting. External Affairs also noted that the 0.6 MY in question represented what was, in effect, General Relations activity, as distinct from aid management, by three different officers. It would be impossible to consolidate this activity, which was not necessarily related, without the addition of a new position. Moreover such a consolidation would result in the undesirable management situation of isolating a position from two distinct missions. At the request of CIDA the chairman asked, and the meeting agreed, to include this question on the agenda.

DND suggested, and it was agreed, that External Affairs would report to the review meeting on the status of the ICER Study on Canadian Representation in the United States.

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The ICER Secretariat suggested, and it was agreed, that External Affairs would report to the review meeting on the status of the Washington chancery project.

Cleveland

No programme positions were requested but IT&C noted that it might be necessary to redeploy one programme position from Cleveland to Dallas. As this redeployment was not yet decided, the item was not placed on the agenda.

Dallas

1.0 MY was requested for the Trade and Industrial Development programme.

1.0 MY was requested for the Tourism programme for 1979/80.

1.0 MY was requested for the General Relations, Public Affairs and Transport, Communications and Energy programmes.

IT&C supported the request for an additional MY for Trade and Industrial Development and agreed to identify a position for redeployment to Dallas. Cleveland was indicated as a possible source. It was agreed to include this item on the agenda.

CGOT supported the request for an additional MY for the Tourism programme for 1979/80 and asked that it be included on the agenda. The meeting agreed.

External Affairs noted that the request for an additional MY for General Relations, Public Affairs and Transport, Communications and Energy was for 1980/81 and requested that it be placed on the agenda so that the request could be flagged for future discussion. The meeting agreed.

E&I noted that the E&I officer at post was shown in the Country Programme to be doing a full MY Immigration while it was the department's understanding that part of this time was spent on consular work. E&I asked that the feedback letter bring this apparent discrepancy to the attention of the post.

The ICER Secretariat suggested that the feedback letter note the usefulness of the post's appendix to the Country Programme submission showing objectives and accomplishments.

CGOT expressed concern that Tourism officers were being called on for after-hours consular duty officer service, a task they are not trained to perform. It was agreed that the question of duty officer

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rosters be included as a general agenda item for discussion at the review meeting.

Detroit

There were no requests for programme positions.

E&I noted that the post had suggested a realignment of post territories to give Detroit jurisdiction over Indiana for immigration. E&I opposed such a realignment, noting that there would be no apparent benefit. It was agreed that the feedback letter would make note of this comment.

Los Angeles

There were no requests for programme positions.

The ICER Secretariat raised the question of possible support implications resulting from the presence of a sizable DSS/DND contingent attached to the LRPA project in Burbank. It was agreed that the question of the relationship between the post and this group be placed on the agenda for discussion.

The ICER Secretariat noted that there seemed to be two additional External Affairs positions at the post despite reductions made there during the 1976 Review of Post Establishments and asked if there had been agreement to redeploy these positions to Los Angeles. External Affairs noted that its records did not show these positions as being additional to agreed levels but agreed to investigate the matter. External Affairs observed that the reduction during the Review of Post Establishment had affected the Immigration programme and not the General Relations, Public Affairs or Consular programmes. It was agreed that this question would be placed on the agenda for explanation at the review meeting.

CGOT expressed concern that the economies listed by the post in its submission as having been effected, particularly restrictions on the use of telephones and postage, might have a detrimental effect on the tourism programme. It was agreed that the feedback letter should ask the post to take account of this possibility.

Minneapolis

No programme positions were requested.

The ICER Secretariat noted that there appeared to be some frustration of the efforts of the Tourism programme as a result of

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increased vigilance by officials at posts of entry. It was agreed that the feedback letter should encourage close cooperation among all programmes at the post to alleviate this problem.

New Orleans

No programme positions were requested.

The ICER Secretariat noted that there was an apparent discrepancy between the agreed manning levels and the actual staffing of the post. It was agreed to include this matter on the agenda for explanation at the review meeting.

New York

1.0 MY was requested for the General Relations programme.

External Affairs explained that the request for a position for the General Relations programme would not be supported by headquarters and should not, therefore, be included on the agenda. It was hoped that recent internal reorganization at the post and a general upgrading of the level of the incumbents of positions in the General Relations and Public Affairs section would enable the post to do more concerted general relations and public affairs work and reporting although there might be a requirement for another position in a few years. External Affairs noted that the volume and quality of New York reporting had increased markedly in recent months.

Philadelphia

0.3 MY was requested for the Immigration programme.

E&I explained that the post was seeking temporary assistance for a sixteen week period during the peak summer months to handle an anticipated demand for non-immigrant visa service. E&I stated that the workload as indicated did not warrant a full-time programme officer. Rather, it was felt that the officer based in New York who interviews applicants for immigration should assume greater responsibility for non-immigrant traffic. It was agreed that the feedback letters to both Philadelphia and New York should recommend this solution.

San Juan

No programme positions were requested.

It was agreed that the feedback letter should ask the post to clarify the statement in its submission that the Canada based

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office manager does more than 0.5 MY programme work.

San Francisco

No programme positions were requested.

E&I asked that the feedback letter note that the submission did not adequately reflect the implications of the new Immigration Act, particularly increased attention to those factors which will have an appreciable impact on the workload of the post.

Seattle

1.0 MY was requested for the Immigration programme for 1979/80.

E&I explained that, though careful utilization of current resources, the post would be able to meet the anticipated additional workload and that it did not support the request for a position for the Immigration programme. It was agreed that this request would not be placed on the agenda.

It was also agreed that the feedback letter should remind the post that the conversion of the office manager position from support to programme, as suggested in its submission, was not consistent with current policy concerning such positions.

External Affairs noted that no position was indicated for the Head of Post and that this situation was similar to that in Atlanta. It was agreed that the question of the Head of Post position in Seattle be included in the agenda for discussion with the related item concerning Atlanta.

General Comments

There was overall satisfaction with the quality and tenor of the country programme submissions. It was agreed, however, that the feedback letters suggest that plans of action be more specific about what objectives have been met and how. More quantitative indicators of trends and results would be useful. The posts might be reminded to refer again to the ICER Instructions concerning the preparation of plans of action for the submissions.

CGOT noted that it was continuing its review of the possible replacement of Canada based officers by locally engaged programme staff. It was agreed that a brief report on this review should be included on the agenda.

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It was finally agreed that, following opening statements by the Director General, Bureau of United States Affairs, Department of External Affairs and by senior representatives of other departments, the review meeting, chaired by Mr. Philip Slyfield, Director, United States General Relations Division, Department of External Affairs, would consider the agreed agenda items alphabetically by post with general items to follow.

The agenda agreed to by the preliminary programme review meeting and subsequently circulated by the ICER Secretariat is attached as appendix B.

APPENDIX A

Philip Slyfield - Chairman - Director, United States General
Relations Division, External Affairs

R.W. Clark, Secretary, Interdepartmental Committee on External
Relations

Rejean Frenette, Deputy Director (Manpower and ICER Planning), Trade
Commissioner Service, Department of Industry, Trade and Commerce

Lt. Col. C.R. Harper, Directorate of International Arms Control
Policy, Department of National Defence

L.J. Mader, Bureau of United States Affairs, Department of External
Affairs

H.J. Schramm, Chief, Administrative Service, Canadian Government Office
of Tourism

B. Stipac, Assistant Secretary, Interdepartmental Committee on
External Relations

E.H. Woodford, Chief, Planning and Coordination, Foreign Service
Region, Canadian Employment and Immigration Commission

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NYORK PHILA SFRAN SJUAN SEATL WSHDC

INFO ITCOTT/WHB/ICS CANGOVEXOTT/FLETCHER FIRAOTT/HOWARTH FINOTT/IER
EMROTT/FOGERTY ENVOTT/WILSON EANDIOTT/BISSETT NDHQOTT/DCPOL/MARSH

BH ICEROTT DE OTT

DISTR FAP ACP PSP ECP APP EBP CSP FCP DFP COP AFPC FAI FAB FAC FAR
PSS APO APR CSO CSR POL ECB ECW EBI GNT FCO GNG KGO JST JSN
DFR PPR

REF OURTELS GNG0053 NOV3 GNG0017 DEC20

---USA HEADS OF POST(HOP)MTG OTTAWA MAY2-4, 1978

PURPOSE OF THIS TEL IS TO RECONFIRM THAT MTG WILL BE HELD IN OTT
MAY2-4 INCLUSIVE, TO INFORM YOU OF OBJECTIVES AND GENERAL APPROACH
TO MTG, TO SEEK ANY REACTIONS YOU MAY HAVE TO PROPOSED AGENDA
AND TO INFORM YOU OF ADMIN ARRANGEMENTS. GRATEFUL ANY COMMENTS
BY MAR21.

OBJECTIVES AND GENERAL APPROACH:

2. AS WE SEE IT, MTGS PRINCIPAL OBJECTIVE SHOULD BE TO PROVIDE HOPS
WITH AS FULL AND UP-TO-DATE BRIEFING AS POSSIBLE ON PRINCIPAL
PREOCCUPATIONS, CONCERNS AND POLICIES OF GOVT OF PARTICULAR RELEVANCE
TO CDA/USA RELATIONS, TO OBTAIN VIEWS AND OBSERVATIONS OF HOPS
ON THEIR MAJOR PROBLEMS AND PREOCCUPATIONS IN CARRYING OUT THEIR
PROGRAMMES AND ON DEVELOPMENTS IN THEIR TERRITORIES RELEVANT TO
RELATIONSHIP, AND TO EXCHANGE INFO AND VIEWS ON VARIETY OF POST
MANAGEMENT AND OPERATIONS QUESTIONS APPLICABLE TO ALL OR MOST USA

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POSTS. MINS, DEPUTY MINS OR OTHER SENIOR OFFICIALS WILL LEAD OFF DISCUSSION OF SPECIFIC SUBJECTS FROM HEADQUARTERS SIDE BUT IN TIME ALLOCATED THEREAFTER FOR DISCUSSION WE SHALL AIM FOR FULLY RECIPROCAL FLOW OF INFO AND IDEAS. ALL HOPS WOULD OF COURSE BE ENCOURAGED TO CONTRIBUTE TO DISCUSSION ON ANY SUBJECT.

3. WE PLAN THAT MTG OCCUPY MORNINGS AND AFTERNOONS OF TUE MAY2 AND WED MAY3 AND MORNING OF THU MAY4, LEAVING AFTERNOON OF MAY4 FREE FOR ANY INDIVIDUAL APPOINTMENTS HOPS WISH TO MAKE.

PROPOSED AGENDA:

4. FOLLOWING PROPOSED AGENDA IS PRODUCT OF INTERDEPTL CONSULTATION. HOWEVER REFS TO PARTICIPATION OF SSEA, DEPUTY MINS AND OTHER SENIOR HQS OFFICIALS REMAIN NOTIONAL PENDING CONFIRMATION OF THEIR ABILITY TO ATTEND.

TUESDAY, MAY2

MORNING SESSION (SSEA OR USSEA IN CHAIR):

1200 HRS: PRINCIPAL PREOCCUPATIONS AND CONCERNS OF GOVT AND THEIR RELEVANCE TO CDA/USA RELATIONS: STATEMENT BY SSEA.

1230 HRS: STATE OF THE UNION AND THE CONDUCT OF CDA/USA RELATIONS AS SEEN FROM WSHDC: STATEMENT BY AMB TOWE.

1245 HRS: STATE AND CONDUCT OF CDA/USA RELATIONS AS SEEN FROM CONSULAR POSTS: STATEMENTS OF UP TO EIGHT MINUTES BY EACH CONSULAR HOP (PROVIDING THEM WITH OPPORTUNITY TO REACT TO STATEMENTS OF SSEA AND AMB TOWE, TO COMMENT OR REPORT ON MAJOR PREOCCUPATIONS AND

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PROBLEMS OF THEIR POSTS AND ON DEVELOPMENTS IN THEIR TERRITORIES
RELEVANT TO CDA/USA RELATIONS).

1300 HRS:LUNCHEON TO BE HOSTED BY SSEA.

AFTERNOON SESSION(GNP IN CHAIR)

1430 HRS:NATIONAL UNITY AS IT RELATES TO CDA/USA RELATIONS:OPENING
STATEMENT BY SENIOR HQTRS REP FOLLOWED BY DISCUSSION LED OFF BY ONE
OF HOPS.

1530 HRS:FINANCIAL RELATIONS:OPENING STATEMENT BY DM OR ADM OF
FINANCE FOLLOWED BY DISCUSSION LED OFF BY ONE OF HOPS.

1630 HRS:TRADE,INDUSTRIAL AND TOURISM POLICY AND RELATIONS:
OPENING STATEMENT BY DM ITC FOLLOWED BY DISCUSSION ETC.

1800 HRS:AFTERNOON SESSION ADJOURNS.

WEDNESDAY MAY3

MORNING SESSION:

0930 HRS:INVESTMENT RELATIONS:OPENING STATEMENT BY COMMISSIONER,
FIRA,AND DISCUSSION ETC.

1000 HRS:PROVINCIAL INTERESTS:OPENING STATEMENT BY BUREAU OF
COORDINATION,EXTERNAL AFFAIRS AND DISCUSSION ETC.

1100 HRS:PUBLIC AFFAIRS:OPENING STATEMENT BY BUREAU OF PUBLIC
AFFAIRS,EXTERNAL AFFAIRS,FOLLOWED BY DISCUSSION LED OFF BY
MINISTER COUNSELLOR(PUBLIC AFFAIRS)WSHDC AND ONE OF HOPS.

1300 HRS:BREAK FOR LUNCH

AFTERNOON SESSION

1400 HRS: ENERGY RELATIONS:STATEMENT BY DM EMR AND DISCUSSION ETC.

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1515 HRS:ENVIRONMENTAL RELATIONS:OPENING STATEMENT BY DM OF
ENVIRONMENT AND DISCUSSION ETC.

1615 HRS:IMMIGRATION POLICY AND OPERATIONS:OPENING STATEMENT BY
DM OF ENADI AND DISCUSSION ETC.

1715 HRS:AFTERNOON SESSION ADJOURNS.

THURSDAY MAY 4

MORNING SESSION:

0930 HRS:POST MANAGEMENT AND OPERATIONS,WITH OPENING STATEMENTS
BY JS NUTI,DEPUTY USSEA AND RA KILPATRICK,DIRGEN,TCS,ITC,FOLLOWED
BY DISCUSSION OF SPECIFIC QUESTIONS RELEVANT TO MOST OR ALL POSTS,
INCLUDING:

- COUNTRY PROGRAMMING(DISCUSSION LED OFF BY SECRETARY OF ICER)
- FINANCE AND ADMINISTRATION QUESTIONS(SUB-ITEMS TO BE IDENTIFIED)
(DISCUSSION TO BE LED BY BUREAU OF FINANCE AND MANAGEMENT
SERVICES,EXTERNAL AFFAIRS)
- TELECOMMUNICATIONS(BUREAU OF COMMUNICATIONS AND GENERAL SERVICES,
EXTERNAL AFFAIRS,TO PROVIDE REPORT)
- SECURITY(DISCUSSION TO BE LED BY SECURITY SERVICES DIVISION,
EXTERNAL AFFAIRS)
- LOCALLY ENGAGED STAFF QUESTIONS(DISCUSSION TO BE LED BY BUREAU
OF PERSONNEL,DEOT OF EXTERNAL AFFAIRS)
- PRIVILEGES AND IMMUNITIES(DISCUSSION TO BE LED BY PROTOCOL
SERVICES,EXTERNAL AFFAIRS)
- CONSULAR AFFAIRS(DISCUSSION TO BE LED BY BUREAU OF CONSULAR

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SERVICES, EXTERNAL AFFAIRS)

-OTHER QUESTIONS.

1200 HRS: CONCLUSIONS AND ACCOMPLISHMENTS OF MTG: POSSIBLE
DISCUSSION OF BRIEF WRITTEN RECORD OF CONSENSUS ACHIEVED ON AGENDA
ITEMS, OBSERVATIONS BY USSEA, AMB, GNP, OTHERS.

1300 HRS: MTG ADJOURNS.

ADMINISTRATIVE ARRANGEMENTS

5. MTG WILL BE HELD IN LARGE CONF ROOM ON GROUND FLOOR OF PEARSON
BLDG. PARTICIPATION FROM POSTS WILL BE LIMITED TO HOPS OF CONSULAR
POST AND AMB AND UP TO THREE OTHERS FROM WSHDC. ACCOMMODATION HAS
BEEN RESERVED FOR POST PARTICIPANTS AT PARK LANE HOTEL FOR NIGHTS
MAY 1 TO 4 INCLUSIVE. THIS DEPT WILL MEET SWB EXPENSES AT PARK LANE
FOR THOSE 4 NIGHTS AND TRAVEL AND PER DIEM LIVING EXPENSES OF POST
PARTICIPANTS. ADVICE RE CODING WILL BE PROVIDED LATER.

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February 20/78 **RESTRICTED**

OPENING STATEMENT FOR COUNTRY PROGRAMME REVIEW
MEETING

The atmosphere of Canada/U.S. relations in the past year has been remarkably good. The curve has moved steadily upwards from a low point in the late years of the Nixon Administration. This, I think, is due more to a combination of events and circumstances on both sides of the border than to any single event of sharp turning point. Time magazine in its cover story last week thought it detected such a turning point at the time of the Quebec election but this seems simplistic to say the least. Nor is it entirely a matter of a change in Administration in Washington: it would be a little unfair to Ford and Kissinger to imagine that night turned to day with President Carter's inauguration. That said, there can be no doubt that the warmth and frankness of the relationship struck between President Carter and Prime Minister Trudeau in their first meeting just a year ago this week has had a considerable influence on the general climate. Carter promised during his campaign to consult more closely with his allies, and particularly with his close neighbours, and he and his people are clearly making an effort to follow through on this. The tone set in Washington last February has been reinforced by the Trudeau-Carter meetings at the London summit in May and again in Washington in September when the Panama Canal Treaties were signed, by the rapport established over the past year between a number of our Ministers and their U.S. counterparts, and by the recent Mondale visit. One senses a growing recognition in Washington that Canada's economic performance and political integrity are matters of importance to them. Canadian admittance to the Economic Summit meetings of the seven largest industrialized countries was a milestone of sorts. It came about, of course, in President

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Ford's time and it appeared to imply, on the USA side, an awareness that while Canada might not be as exotic an economic partner as Japan or the European Community, economic summitry makes much more sense when your largest trading partner is present.

Achievements

This climate produced and was enhanced in the past year by a number of significant achievements. Hard bargaining and carefully coordinated timing produced the Northern Gas Pipeline Agreement. We also concluded a Transit Pipeline Treaty, an Interim Nuclear Cooperation Agreement and an Agreement to establish a new tolls structure for the St. Lawrence Seaway. We started intricate negotiations towards a Treaty on maritime boundaries and related fisheries and resources problems; these negotiations will wind up in the next couple of weeks but whether successfully or not, we do not yet know. Our defence relations were almost problem free. The channels of communication remained open and were well used up to the highest levels of government. A myriad of potential problems, inevitable in such a complex and extensive relationship, were contained if not, in some cases, conclusively resolved.

That said, where are we headed in the relationship and what are the implications for programmes in the U.S.? I hope we can have more of the same but we must recognize - otherwise we could not justify the large commitment of manpower and other resources in the U.S. - that there are, and always will be, problems between the two countries that could sour relations if not carefully managed and contained.

Trade

Trade is a sector in which potential for conflict is always present. I am sure Randy Gherson will have more to say about that. In 1977 two-way

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bilateral trade exceeded \$60 billion, an unprecedented figure, and our overall trade relations remained generally harmonious. Canada enjoyed a small surplus on merchandise account but we suffered a considerable deficit on current account as service and dividend payments increased and the deficit on travel account widened greatly. This was not helped by the effects of U.S. tax legislation on our convention industry. We continued to have a heavy deficit in auto and auto parts trade, the single largest element in our two-way trade, and we don't seem to be getting much closer yet to resolving that problem although studies and discussions have been going on. (We are also keeping a close eye on some possibly troublesome U.S. measures in the field of defence-related trade.).

At a time of economic uncertainty, when protectionism threatens on both sides of the border, it must be said that the Carter Administration deserves pretty high marks, not only for the way they have been managing their own economy, but also for its leadership in seeking to keep the world trade and payments system open. When we consider the array of protectionist devices available under U.S. legislation and the constant pressure on the Administration to use them, it is impossible not to be impressed by the stoutness of the resistance it has put up. For instance, in dealing with the major issue of low cost steel imports, the Administration has diverted industry pressures away from quantitative limitations into a less disruptive system of anti-dumping investigations. In another area of particular sensitivity to Canada, industrial fasteners (that is nuts, bolts and screws), the President has just decided against granting relief to the U.S. fasteners industry. Robert Strauss, the President's special trade representative, has emerged as one of the real "movers and shakers" in Washington and appears to be working hard for significant results in the MTN. I have the impression that, if

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the world slides into protectionism, the United States is not going to be leading it. I suppose we won't know until the results at Geneva have been totted up. In any case, the outcome of the MTN negotiations will be of great significance to our bilateral relationship with the U.S.

While we await the Geneva results, we must be vigilant in resisting protectionist tendencies and, obviously, the trade promotion efforts of our U.S. posts cannot be relaxed even if additional manpower resources are not available. Nor can we diminish our efforts to sensitize the Administration, Congress, business and labour in the U.S. to the vital importance to the U.S. itself of harmonious trade relations with Canada.

Energy

In recent years the whole question of energy resources and consumption has loomed large in our bilateral relations. The biggest story in the relationship last year was the Northern Natural Gas Pipeline Agreement, and the items of most interest to the U.S. side during the visit of Vice President Mondale were the possibility of gas swaps, oil swaps, electricity exchanges and oil storage facilities in Eastern Canada. President Carter's energy package was the most important piece of legislation put before Congress by the new Administration and its final disposition is still pending.

Energy questions are clearly going to impact heavily on U.S. politics and economics for as far ahead as one can see, and the Canada/USA interaction in this area, already quite intense, is likely to increase. There will be no shortage of work for the Embassy and the consular posts all across the United States in keeping abreast of developments in the energy game.

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Environment

Another aspect of the relationship, often fraught with public emotion and to which we and our posts in the USA, particularly the border posts, are now devoting a great deal of time, are environmental issues. We continued bilateral talks on environmental problems from coast to coast - the proposed Eastport refinery, Richelieu-Champlain, the Great Lakes Water Quality review, the Atikokan power plant, the Garrison Diversion project, the Poplar River power plant, the Ross dam, west coast tanker traffic, and drilling operations in the Beaufort Sea. On issues like these, the debates move from the capitals to the regions and back, from officials to public interest groups and back. Obviously what Washington and Ottawa do is influenced by public opinion or demands in the areas affected. Again our posts have, and will continue to have, a major role in assessing and even influencing opinion in their territories.

Maritime Boundaries

It is very clear that a solution to our maritime boundaries and fisheries problems is going to be very difficult. Nonetheless, there are still prospects for a negotiated outcome and avoidance of the need to go to arbitration. But of course a negotiated outcome would have to be incorporated in a treaty and ratified by Congress. Strong regional interests in both countries are at play, but we would hope that Congress, in dealing with any treaty that might be presented to them, would take a national view and not leave all the running to its members from the regions directly affected such as New England, the Northwestern States and Alaska. Certainly there could be very serious potential for conflict in our relations if we had a successful negotiation and its results went unratified, or if negotiations

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fail and the matter has to be subjected to a long period of arbitration with no firm regime in place to govern fishing rights and offshore hydrocarbon exploration and extraction.

Regional Shifts and Influences

Mention of regional interests leads me to make another comment about our interests and operations in the United States. One of the socio-economic phenomena of U.S. development over the past decade or so, but widely noticed only in relatively recent years, has been the shift in population and industry from the Northeastern states into the "sun belt". The "New South" has emerged as a progressive industrial region and it is taking away some of the play from older, mature areas such as New England and the mid-West. WE have sought to keep pace with these developments by opening posts in Atlanta and Dallas and expanding operations in Los Angeles. The activities of these posts have increased in step with the importance and activities of the regions themselves. The same can be said of such posts as Minneapolis and Seattle which are also located in regions of growth and increasing importance on the American scene. Canadian interests cannot ignore the new regionalism in the USA and we must look to our consular posts to give us and our Embassy in Washington a better understanding of the growing influence and role of the emerging regions. And important new targets for our own selective brand of influence peddling have developed. Hence the beefing up over the past two years of our general relations and public affairs resources and activities at such posts. We are now beginning to feel the payoff.

Congressional Relations

Clearly the role and influence of Congress in international affairs has become an increasingly important factor in the post-Vietnam, post-Watergate

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years and one we would ignore at our peril. Not only does the U.S. Senate have to be counted upon to ratify treaties of vital importance to us, but Congressional tax bills, government purchasing bills, and a variety of trade and export regulations have affected or threaten to affect Canadian interests. One of our major concerns this past year has been the convention expenses provision of the U.S. Tax Reform Act which has wreaked a good deal of havoc in the Canadian convention industry. New tax proposals now before Congress, particularly the proposed end to tax deferrals, have even greater potential for damage to the Canadian economy. We are also faced with continuing pressures in Congress to amend our tax measures affecting border broadcasting and to accept a link we are not prepared to make between this question and our search for relief from U.S. convention expense legislation. The Embassy in Washington devotes a good deal of time to monitoring legislative proposals and making representations to the Administration and when necessary direct to Congressmen. As each Congressman and Senator visits his own constituency, this is an activity which goes beyond the confines of Washington and should involve all posts. It is an activity to which we will have to devote increasing attention in the coming years.

Public Affairs

Our Public Affairs activities are a very important complement to the direct government and commercial contact made by our representatives in the United States. With more resources at its disposal in recent years this Department's Public Affairs Bureau has brought about a quantum leap in the sophistication

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of public affairs programmes world-wide, but with particular concentration on the United States. This has been partly a matter of deploying professional manpower, or developing it on the spot, to manage a public affairs programme at nearly every post; partly also a matter of ensuring the strongest possible back-up from Ottawa. In short, we are finally getting into the 20th century in this area.

During the coming months and years we anticipate that considerably more attention will have to be devoted at least by the posts to cultivation of the media and of key opinion formers; the posts will need to expand such activities as media backgrounders, briefings, interviews and other forms of contact to ensure the best understanding possible of Canada's domestic concerns.

The two most important of those concerns at present are clearly national unity and our domestic economic situation.

National Unity

The national unity debate in Canada has repercussions in the United States and implications for the activities of our posts. Insofar as the national unity issue is a factor in relations, it clearly hasn't all that much to do with the official attitude and policy in Washington, which has been thoroughly correct, even helpful. But the American public is increasingly interested in the question, especially those with business connections or interests in Canada, and the media senses the drama of the situation. Our objective must be to explain as fully as we can and as credibly as we can to American political leaders, investors, corporate leaders, opinion-formers and even larger audiences, what is really going on in Canada, and ensure that American public opinion does not reach a verdict about Canada's integrity before we reach our own. We want also to ensure that they

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understand our debate is a civilized one and that we are continuing to deal responsibly with our economic situation.

Economic Situation

There is a need to ensure that Americans, particularly those with investments and other commercial interests in or links with this country, have a balanced and accurate picture. No one, I think, would quarrel with the assertion that over the long haul economic questions have and will continue to be the most vital aspect of Canada/U.S. relations - usually for the better but sometimes - as in August 1971 - for the worse. It will be the task of our posts, consular posts as well as the Embassy, to keep the importance of our economic relations as close to the forefront of American minds as they are in ours. The heavy interdependence of our two economies requires the closest monitoring of U.S. economic thinking and policies. The visit to Ottawa next month of Treasury Secretary Michael Blumenthal and Charles Schultze, Chairman of the Council of Economic Advisers, will be an important opportunity to further the dialogue on domestic and international economic questions.

Implications for Resources

I do not want to use up all alone much more of the time we have for this general discussion. But I do not want to finish without making some reference to the general implications that the heavy agenda of Canada-U.S. issues and the need to manage the relationship carefully have for our manpower and other resources in the U.S. This, after all, is a principal objective of this exercise.

Everyone knows that we are operating in a period of extended financial and manpower restraint. As the tasks before us in the U.S. are not going to diminish, we obviously must use our people and other resources to maximum efficiency. Priorities in the relationship must constantly be assessed not just once every year or two but almost every day.

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As most of you already know, we anticipate that a study will shortly get under way into the extent, level and location of Canadian representation in the United States - that is, a study including questions as fundamental as the location of our U.S. posts. A paper on Canadian objectives and tasks in the U.S. is, as a basis for this study, close to agreement in the ICER Ad Hoc Sub-Committee.

On the whole, I think, this year's country programme submissions by the posts have been well and thoroughly written - if sometimes overly lyrical in describing what posts see as the uniqueness and unmatched importance of their particular programmes and territories. And someone should figure out how to shorten the submissions. Reading all sixteen at up to 35 pages each and sometimes more is an heroic task.

External Affairs is particularly pleased by the steady improvement being made by several key posts in their general relations activities and reporting - although performance at a few posts requires improvement and some have yet to recognize the importance of this work as much as we might wish.

As a concluding observation, I would simply reiterate that, in dealing with the USA, we shall always have an agenda of unresolved problems and issues, the only difference being that the agenda will change as we gradually solve old or existing problems and confront new ones. This makes it difficult and perhaps unwise to attempt to describe Canada/U.S. relations - either past, present or future - in any all-embracing words or phrases. The relationship is always on the move and we must run with it, not after it.

Thank you.

The idea this morning is, I believe, that we should spend some time looking at Canada/USA relations in a general way, as background to the more detailed examination of programmes and resources which is to follow. I welcome this opportunity to lead off and then to hear your views and comments on the overall relationship from the standpoint of the programmes in which you are particularly interested. A good discussion about the climate of the relationship and where it seems to be heading, and about our main operational priorities on the ground in the United States, should lend point and purpose to the review you will be conducting of the formidable pile of past programmes over the next couple of days.

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Interdepartmental Committee on External Relations
Comité interministériel sur les Relations extérieures
Lester B. Pearson Building, 125 Sussex Drive, Ottawa KIA 0G2

February 14, 1978

MEMORANDUM

TO: All Country Program Coordinators
FROM: ICER Secretariat
SUBJECT: Suggested Agenda Items for Country Program Review Meetings:

United States - February 20-23 incl.

- - - Attached are some items for discussion at the Country Program meetings. The list is not considered complete. It comprises suggestions made to date for consideration of items during the examination of each post's program. Other items may of course be raised by participants in the review meetings.

We hope this list will be useful to you in preparing for the review meetings. If there are topics you wish to flag prior to the meeting, please call the respective bureau coordinator.

R.W. Clark
Secretary

UNITED STATES

February 20-23/78

1. Atlanta - a) Status of Head of Post position and implications
for post manning levels (see also Seattle)

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2. Boston - a) explanation of defence production staffing arrangements with U.S. authorities at Hanson Field AFB (see also Los Angeles)

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3. Buffalo - a) request for an additional program man-year for
Employment and Immigration

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4. Dallas - a) request for an additional program man-year for Trade and Industrial Development, FY 78/79
- b) request for an additional program man-year for Tourism, FY 79/80
- c) request for an additional man-year for General Relations, Public Affairs and Energy, FY 80/81

5. Los Angeles - a) explanation of defence production staffing arrangements with U.S. authorities in Pasadena and Burbank (see also Boston)
- b) explanation of the program man-years level following the reductions during "the Richardson exercise".

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- 6 -

6. New Orleans - a) Clarification of manning levels

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- 7 -

7. Seattle - a) ICER status of Head of Post position (see also Atlanta)

- 8 -

8. Washington - a) Status of locally-engaged Commercial officer position 5729
- b) Discussion of resources devoted to International Development Assistance
- c) Reduction of one CDLS man-year
- d) Status report on new Chancery project

GENERAL ITEMS

9. Procedures for the rationalization of post territories (to be discussed as general item with implications for all posts - see submissions for Dallas, Detroit, Minneapolis).
10. Status report on study of extent, level and location of Canadian representations in the United States.
11. Status report on CGOT review of the replacement of Canada based officers by locally engaged officers.
12. Relationship between NFB offices and post programs (see Chicago and New York submissions)
13. Question of weekend and after-hours duty officer rosters.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

JAN 31 1978

12-3-USA

TO
A GNG

FROM
De CSP

REFERENCE
Référence ICER Memorandum of November 14, 1977

SUBJECT
Sujet Country Program Review Exercise

ICER	
1	RWL
2	PS
3	AT
4	
5	
6	
7	
8	

SECURITY
Sécurité

UNCLASSIFIED

DATE January 31, 1978

NUMBER
Numéro

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OTTAWA	12-3-USA
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CSR

*Copies on
Atlanta
Dallas
Washington
files
2 Feb 78*

We have reviewed and discussed within the Bureau all Country Programs submitted by our posts in the United States.

2. We consider the consular Plans of Action prepared by these posts to be very comprehensive, with the posts indicating their appreciation of the often sensitive nature of consular work and the resultant need to give high priority to the program.

3. As you are aware, three posts (Atlanta, Dallas and Washington) have requested additional support positions that include varying degrees of involvement in the consular program. Since comments on the relative merits of these requests must be directed to AFPC in due course, we would appreciate the opportunity to discuss with your division the individual requests, and the priority to be attached to each.

F. X. Houde

J.F.X. Houde
Director General
Bureau of Consular Services

c.c. File
Diary
Circ

EXTERNAL AFFAIRS



12-3-USA
AFFAIRES EXTÉRIEURES

TO
A GNG

FROM
De PDMI (R.W.Clark)

REFERENCE
Référence Your memorandum of November 4, 1977

SUBJECT
Sujet Additional CGOT Programme Position for
Cleveland, Chicago and Atlanta

SECURITY
Sécurité

UNCLASSIFIED

DATE November 18, 1977

NUMBER
Numéro

FILE	DOSSIER
OTTAWA	12-3-USA
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APPB

Attached is a copy of a memorandum from the Secretary of ICER to the ICER departments, informing them that agreement has now been reached on the redeployment of three CGOT positions from Pittsburgh to Cleveland, Chicago and Atlanta. In order to complete the ICER procedures for mid-year redeployment, USA Division should now inform the posts concerned of the additional Program positions assigned to their establishments. In doing so, you may wish to forward the following CGOT Position numbers for the posts' records:

Cleveland OTM 6546X

Chicago

Atlanta. OTM 6547X

2. We assume that AFPC and APO will be taking the necessary steps with respect to the additional Support position for Cleveland.

R.W. Clark

R.W. Clark
PDMI

P.S. Position number for Chicago (to be a locally-engaged position like both others) not yet available. Perhaps Chicago could be informed that number will follow.

RWC
RWC



Interdepartmental Committee on External Relations
Comité interministériel sur les Relations extérieures

Lester B. Pearson Building, 125 Sussex Drive

Ottawa, Ontario
K1A 0G2

November 16, 1977

MEMORANDUM

12-3-925A

TO: ICER Program Coordinators on attached list

FROM: ICER Secretariat

SUBJECT: Additional CGOT Program Positions for Cleveland,
Chicago and Atlanta

This will confirm that, on the basis of the interdepartmental consultation which has taken place with respect to the request from IT&C for the redeployment of three CGOT Program positions from Pittsburgh to Cleveland, Chicago and Atlanta, agreement has now been reached that these redeployments may take place early in the new year.

2. The Department of External Affairs will be informing the missions concerned of the assignment of new positions to their establishments. Coordinators in other departments may wish to revise their records in light of these redeployments.

3. It is understood that responsible divisions in the Department of External Affairs will be taking steps to assign an additional Support position to Cleveland in order to meet the requirements of the redeployed Program position.

R.W. Clark
Secretary

DISTRIBUTION
OF ICER SECRETARIAT MEMORANDUM OF NOVEMBER 16, 1977,
RE ADDITIONAL CGOT PROGRAM POSITIONS FOR CLEVELAND, CHICAGO AND ATLANTA

Mr. W. Jenkins (PC)
Mr. Réjean Frenette (IT&C)
Miss Sandra Humber (TB)
Lt. Col. G.R. Harper (DND)
Mr. E.H. Woodford (CEIC)
Mr. A.C.H. Smith (CIDA)
Mr. Boris Stipac (ICER)
Mr. R.W. Clark (ICER)
Mr. P.F. Brady (ICER)

EXTERNAL AFFAIRS



GNG/L. MADER/6-4274/EO

AFFAIRES EXTÉRIEURES

NOV 07 1977

TO
A PDMI (through ~~GNG~~)

FROM
Do GNG

REFERENCE
Référence ICER Memorandum of September 26, 1977

SUBJECT
Sujet Additional CGOT Programme Position for
Cleveland, Chicago and Atlanta

SECURITY
Sécurité UNCLASSIFIED

DATE November 4, 1977

NUMBER
Numéro

FILE	DOSSIER
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12-3-USA	
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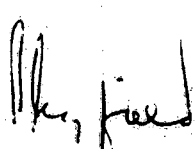
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TBOTT

We have considered the proposal contained in Mr. G.F. Osbaldeston's letter of September 8, 1977, to close the Canadian Government Office of Tourism in Pittsburgh as of December 31, 1977 and to redeploy the three programme staff positions to Cleveland, Chicago and Atlanta (as confirmed in Mr. H.J. Schramm's memorandum of October 6, 1977 to Mr. D. Bresnahan). After consultation with heads of post involved and with the Area Comptroller, we have determined that the proposed redeployments will result in no additional financial costs. It is also the view of the heads of post in question that their programmes require the proposed increase in programme staff. In our view, the proposed redeployment seems warranted and feasible and we have no objections.

2. Both Chicago and Atlanta have stated that no additional support staff would be required. Cleveland, however, has noted that it would be impossible to absorb the additional programme position without an additional support position. The question of the redeployment of support positions has been referred to the appropriate divisions of this Department since surplus resources in this case revert to this Department. The responsible divisions are prepared, however, to recommend that an additional support position be made available to Cleveland from those made surplus by the closing of Pittsburgh.


United States General
Relations Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

Handwritten: 12-3-USA
AUG - 5 1977
Initials: MB, file, AB

TO A ICER Secretariat

FROM De PIN

REFERENCE Your memorandum of March 11, 1977
Référence

SUBJECT Inspection Tour No. 72 - Posts in U.S.A.
Sujet

SECURITY UNCLASSIFIED
Sécurité

DATE August 4, 1977

NUMBER
Numéro

FILE	12-3-USA	DOSSIER
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Inspection reports on the visits to the seven posts covered by Tour No. 72 are in their final stage of completion and will be available for distribution within the next few weeks. In fact, you will have received already a copy of the inspection reports on the visits to the Consulate in Cleveland and the CGOT in Pittsburgh.

2. The inspection team found the information provided with your referenced memorandum generally very useful. However, we have always found the full scale Country Program Review document most helpful for our purposes, particularly concerning the allocation of man-years to post programs, etc. The COL's, on the other hand, do not provide the wide coverage and details to assist in our indepth review of the utilization of post resources. Obviously, posts find the preparation and submission of COL's a much less onerous task. Their usefulness at the post after submission to headquarters is however questionable.

3. Concerning your comments on the CPM mechanism, it has always been a part of our normal inspection procedures at posts to review the operation of the CPM, examine minutes of meetings, etc., and where necessary recommend that it be used as a method for post policy formulation and coordination rather than degenerating into a glorified staff meeting. The latter can be held as well but not as a part of a CPM meeting. Where it has been found that the CPM mechanism is not in use, we normally recommend that it be adopted as a structured vehicle for more effective post management. An examination of copies of our reports provided to the Secretariat will bear this out.

4. Your draft instructions on the CPM (Section 11) do not make any reference to the preparation of minutes arising from meetings of the CPM. We feel they should since they increase the meaningfulness of the CPM role for the post management group and also serve as a valuable vehicle for implementation and follow up. In instances where we find that formal minutes or other records of the results of the deliberations and decisions reached at CPM meetings are not prepared, we normally recommend that they do so in future.


.../2

-2-

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5. You will also be interested to know that upon the arrival of an inspection team at a post and immediately after preliminary discussions are held with the Head of Post alone, we ask that the CPM be convened to discuss the role of the Inspection Service, its "modus operandi", and other matters which we feel are of interest to the post management group. Depending on the size of the post, this meeting sometimes involves all officers, including the office manager. On occasion, and providing the timing is right, inspection teams have been invited to attend a regular CPM meeting.

... 6. With regard to paragraph 8 of your referenced memorandum, we are attaching a copy of a revised inspection questionnaire on post management which incorporates the former questionnaires on the country program exercise and on matters concerning the CPM concept. Any comments you may wish to make toward the improvement of this questionnaire would be most welcome.


for the/ Inspector General

DEPARTMENT OF EXTERNAL AFFAIRS
MINISTÈRE DES AFFAIRES ÉTRANGÈRES

INSPECTION QUESTIONNAIRE
QUESTIONNAIRE D'INSPECTION

(This questionnaire is intended not only as an aid to Inspection Service personnel, but also as a useful guide for post management in conducting an in-post review of this program or activity)

(Le présent questionnaire vise non seulement à venir en aide au personnel du Service d'inspection mais aussi à guider utilement la direction de la mission dans l'évaluation interne du programme ou de l'activité en question)

GENERAL PROBLEMS OF MANAGEMENT
PROBLÈMES COURANTS DE GESTION

POST: _____
MISSION: _____

DATE: _____
DATE: _____

1. List briefly the main objectives of the Post, in order of priority, as seen by the Head of Post.

Enumérez brièvement, par ordre d'importance, les principaux objectifs de la mission tels que conçus par le chef de mission.

2. List briefly any major obstacles or hindrances to the achievement of these objectives, as seen by the Head of Post.

Exposez brièvement, tels que perçus par le chef de mission, les entraves ou obstacles majeurs à la réalisation de ces objectifs.

.../2

- 2 -

3. Does post management receive adequate guidance and support from Headquarters?

La direction de la mission reçoit-elle de l'Administration centrale un appui et des conseils adéquats?

4. Does the Head of Post consider that Ottawa is effectively coordinating demands on the Post?

Le chef de mission estime-t-il qu'Ottawa coordonne efficacement les demandes en provenance de la mission?

5. Does the Head of Post encounter any particular problems in exercising leadership and coordinating government programs at the Post?

Le chef de mission a-t-il des problèmes particuliers concernant l'exercice du leadership et la coordination des programmes gouvernementaux à la mission?

6. Is there effective integration of support services at the Post?

Y-a-t-il intégration satisfaisante des services de soutien à la mission?

7. Is there an active Committee on Post Management (CPM)?

Le Comité de gestion de la mission (CGM) est-il actif?

8. Concerning the CPM:
En ce qui concerne le CGM:

(a) Who presides?
Qui le préside?

(b) Who are members?
Quels en sont les membres?

(c) When does it meet?
Quand se réunit-il?

- 3 -

- (d) Are agendas prepared in advance?
L'ordre du jour est-il établi à l'avance?
- (e) Are minutes or summary records kept?
Les procès-verbaux ou comptes rendus des réunions sont-ils conservés?
- (f) Are there procedures for follow-up action?
Prend-t-on des mesures pour l'exécution des décisions?

9. Does the CPM deal with:
Le CGM se penche-t-il sur:

- (a) Deployment of support personnel?
Le déploiement des membres du personnel de soutien?
- (b) Procedures for filling LES vacancies?
Les formalités de dotation des postes vacants du personnel recruté sur place?
- (c) Allocation of staff accommodation?
L'attribution de logements au personnel?
- (d) Guidelines for utilization of post vehicles?
Les directives régissant l'utilisation des véhicules de la mission?
- (e) Coordination of program activities?
La coordination des activités de programme?
- (f) Post administrative budget?
Le budget administratif de la mission?
- (g) Country Program?
La programmation par pays?
- (h) Other matters?
D'autres questions?

- 4 -

10. Are there systems, apart from CPM meetings, for keeping program officers at the Post (and in satellite posts) informed of each other's activities and aware of current priorities?

Outre les réunions du CGM, existe-t-il d'autres moyens par lesquels les agents de programme de la mission (et des missions satellites) sont informés de leurs activités réciproques ainsi que des priorités courantes?

11. Are there up-to-date statements of duties showing the responsibilities of each Canada-based or LES member of the staff?

La mission dispose-t-elle d'exposés de fonctions à jour décrivant les responsabilités de chaque membre du personnel canadien ou du personnel recruté sur place?

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

12-3-USA

TO
A All Posts in the USA

FROM Under Secretary of State for External Affairs,
De OTTAWA (GWU)

REFERENCE
Référence Post Overview Letters

SUBJECT
Sujet Commentary on Post Overview Letters

SECURITY
Sécurité CONFIDENTIAL

DATE June 14, 1977

NUMBER
Numéro GWU-502

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State of Canadian Interests in the USA

In recent years the climate of Canada-USA relations has improved from the early 1970's. As the Embassy suggested in its overview letter, the channels for the conduct of inter-governmental business are open and in good shape. Both Canada and the US have accepted the requirement for prior notification, consultations and negotiations in the management of bilateral relations. Both countries recognize that there will continue to be problems but that these can be handled and resolved in a businesslike manner.

The Prime Minister's Visit

2. The Prime Minister's visit in February was highly successful and all of the Canadian objectives were achieved. The discussions between President Carter and the Prime Minister were remarkably warm, informal and candid. In our view, these meetings contributed substantially to developing on both sides a greater awareness of each country's objectives and concerns for the future. The visit provided the Prime Minister with an opportunity to set out for the new President the nature of Canada, its current problems, its hopes for the future and the implications for Canada-USA relations. As you know, the Prime Minister on several occasions during the visit publicly and privately stressed his confidence in the future of Canadian unity.

3 The visit received wide coverage in the media. The USA press viewed the present phase of relations between Canada and the USA as cordial and trouble-free. The separatist threat within Canada was widely covered in the reports, but so was the Prime Minister's assurance that Canadian unity would not be fractured.

...2

- 2 -

Bilateral Relations

4. The economic, energy, environmental and defence sectors continue to be the most active and visible aspects of the bilateral relationship.

Economic

5. Bilateral economic relations will be affected by economic conditions in Canada. Real business investment declined in 1976. Canada will need in 1977 renewed growth in business investment and a continuing improvement in exports to create employment and assure sustained economic growth in the future. The deficit on current account has increased in recent years, partly as a result of the relatively deeper recession in other countries, partly because of Canada's rising bill for interest, dividends and foreign travel, and partly from a shrinking energy surplus. It is also evident that the deficit is the result of the difficulties high prices have created for Canadian producers in competing in the domestic and foreign markets. These concerns were reflected in the recent budget. While efforts will continue to combat inflation, measures were introduced to provide stimulus to counter the pause in economic recovery and rise in unemployment.

6. Economic conditions in the USA will continue to be central to Canadian economic well-being. The expanding USA economy will improve prospects for Canadian exports, particularly in view of the lower exchange rate of the Canadian dollar. An important factor will be whether Canadian producers will be able to hold down prices in order to maintain a competitive position in USA markets. We anticipate a surplus on merchandise trade with the USA in 1977 as was the case in 1976 but a large deficit on services - tourism, interest, dividends, etc.

7. In 1976, Canadian entities raised a record amount in US capital markets. The net influx of dollars from the sale of marketable securities was \$8.1 billion, of which \$5 billion came from the USA. These figures compare with a total net inflow of \$4 billion in 1976, of which \$1.3 billion came from the USA. While in 1975 approximately 30% of Canadian borrowing was from foreigners, in 1976 it was approximately 60%. We would not expect that such a large amount would be raised again this year particularly because of an anticipated narrowing of interest rate differentials. Nevertheless, US capital markets will still be the most important source of foreign capital for Canada.

8. In view of the importance of the Canadian economy for USA economic interests, it is likely that the Administration and the USA business community will follow closely Canadian policies as these are developed in response to economic conditions. In particular, the USA is likely to pay attention to developments in Canada which could affect the climate for foreign investment such as changes in the FIRA legislation, wage and price controls, provincial economic policies, and the situation in Quebec.

...3

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- 3 -

9. We also anticipate a heavy agenda of bilateral trade issues as in past years, and a need to monitor closely the strength of protectionist forces in the USA. Thus far the USA Administration has been able to withstand pressures for quotas for such items as shoes and colour TV's but only by agreeing to seek voluntary arrangements with the exporting countries. USA preoccupations in bilateral trade with Canada are likely to focus on any actions by Canada to impose import quotas and on Canadian agricultural supply management arrangements.

Energy

10. In the bilateral energy sector, the major current question is the consideration in both countries of various proposals for transportation of northern natural gas. Both countries have a number of stages to complete before either will be in a position to indicate its preference and there is a requirement for both sides to stay in close consultation. The Prime Minister has indicated to President Carter that Canada will attempt to be in a position to inform him of Canada's views before September 1, the date the President has indicated he intends to put forward his proposal under the time-frame established by US legislation.

Environment

11. The environmental sector will continue to be highly visible in the coming months. In recent years, Canada has tended to take the lead in raising transboundary environmental problems resulting from developments in the USA but in the coming months it is likely that the USA will put forward its concerns about a number of Canadian projects: i.e. Poplar River and Beaufort Sea. While there has been no official suggestion of linkage, the USA may believe it can press its case more strongly on issues related to Canadian projects, in view of its cooperation on Garrison. This sector will require careful handling to ensure that such linkages are not made, that solutions are found in a business-like manner and that Canada does not appear to be in a defensive position. Canada may have to pay greater attention to areas in the environmental sector that provide opportunity for visible cooperation between two countries.

Defence

12. While the defence sector is not as visible as the others, it is an area to which the USA Administration attaches considerable importance. We do not expect this to change. Canada's plans to re-equip its armed forces have been well received in the USA and will, in some cases, involve significant purchases from the USA.

Boundaries and Fisheries

13. Lastly, another important issue that will still be under consideration in the coming months is maritime boundaries and the related question of fisheries arrangements. These questions involve important political and economic interests for both countries.

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Agenda of Active Subjects

14. As in the past, there will be an extensive list of questions requiring attention. This list will include the following:

- Canadian current account deficit;
- Climate for foreign investment in Canada;
- Current and anticipated measures by USA to limit imports in response to protectionist pressures (Trade Act of 1974 - import relief action under Section 201 and 301, anti-dumping and countervailing duty investigations e.g. possible assessment of anti-dumping duty on sulphur from Canada);
- Discussions with the US on cooperation in the automotive sector;
- Discussions with the US on trade in agricultural products;
- Anti-trust activities by the US involving Canadian metals, mineral producers and industrial development products;
- Treatment of convention expenses under US Tax Reform Act;
- Canadian actions on textiles;
- Impending changes in USA stockpile program;
- St. Lawrence Seaway tolls;
- Provincial Government economic policies;
- Northern gas pipelines;
- Fisheries;
- Maritime boundaries;
- Price and supply of Canadian oil and gas exports;
- Garrison;
- Great Lakes Water Quality Agreement;
- Eastport;
- West-coast tankers;
- Extraterritoriality including USA anti-trust actions, Arab boycott, corrupt practices, Cuban Assets Control Regulations;

...5

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- Continued cooperation in North American defence; and
- Purchase of fighter aircraft (American corporations will be bidding).

While the above represent the main bilateral questions, there will also be a broad range of multilateral issues on which Canada will wish to consult with the USA. These would include:

- International economic management;
- MTN e.g. attitudes of USA Government and industry towards Canadian sector approach in MTN; Canadian goal to lower USA tariffs on processed and fabricated metals from Canada;
- UN (Security Council);
- Southern Africa;
- East-West relations;
- Nuclear proliferation;
- Middle East;
- NATO; and
- Arms control and disarmament.

President Carter has made it clear that he was prepared to work closely with USA allies and this was re-affirmed during the Prime Minister's visit in February. We would anticipate therefore that we might have more opportunities than in the past to influence USA policies in areas of interest to us. As a minimum we would expect a greater willingness on the part of the USA to consult with us.

Public Perceptions

15. It is obvious that there will be an active agenda in Canada-USA relations in the year ahead. It is unclear how the prospects for handling this agenda are perceived by important sectors of the Canadian and American public. We have been concerned for some time about the apparently negative perceptions of the state of Canada-US relations held by important elements of the US Congress and by the business communities and the media in both countries. Perceptions may be slightly more positive since the Prime Minister's visit to Washington, but we are very conscious that the existence of the Parti Quebecois as the Government of Quebec and the current Canadian debate on national unity may negatively affect the image of Canada in the USA.

...6

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The statements of the Parti Quebecois Government have been received with little sympathy in the USA. Nevertheless, the political situation in Canada has raised questions in the minds of influential people in the USA about the future prospects of Canada as a stable and prosperous neighbour.

New Trends

16. While the above comments refer to developments in Canada affecting relations with the USA, there have also been signs of economic and demographic trends of the USA that will have a bearing on Canadian interests. It is apparent that there is a population shift from the north-east to the south accompanied by transfers of corporate operations. The economies of the southern and south-western states are reported to be the fastest growing of the USA. This region of the USA is coming to have increasing political and economic power in the USA. The implications for Canadian interests of this trend are still unclear, but will require increased attention. The south and south-western USA is relatively unfamiliar with Canada and the nature of Canada-USA relationship.

Implications for Post Programs

17. Set out below are some of the implications of the above comments that we see for certain post programs.

General Relations

18. Important elements in the USA have become increasingly conscious of the impact of Canadian actions on a variety of USA interests. USA officials have reacted to Canadian actions to protect USA interests more quickly and visibly than in the past (e.g. energy export prices and volume, commercial deletion, Beaufort Sea, potash, beef quotas). We expect this trend to continue and to require careful handling by both sides. There will be a continuing requirement for posts to explain developments in Canada and, to the extent possible, to promote through personal contact and public affairs techniques greater understanding of the reasons for Canadian policies and actions among key sectors of the USA - in particular the Administration, Congress, the business community, the media, academics, and special interest groups. We would expect that the major issues would be national unity, economic conditions in Canada and the process by which Canada reaches its decision on whether or not to approve a northern gas pipeline. We shall have to give more attention than in the past to attitudes in Congress in view of the trend for more frequent congressional actions affecting Canadian interests. We shall be writing separately on this. Given the nature of the political process in the USA and the regional character of many bilateral issues, it will continue to be necessary to influence the attitudes of appropriate groups in selected regions of the USA on particular issues.

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19. We are all very conscious of the impact of Canadian policies on relations with the USA and the consequent need to keep posts informed. It has not always been possible to inform posts in advance of some Canadian actions that have affected USA interests, but we are examining ways to improve the situation.

20. Considerable progress has been made in recent years in increasing the degree of cooperation and contact among posts in appropriate program activities. In view of the complexity of our relations with the USA, and our differing interests in various regions of the USA, there will be differing requirements at each post. We shall continue to meet your specific and general needs for background information and guidance. In the absence of secure communications, special efforts will have to be made by departments and agencies in Ottawa and the Embassy to ensure that classified information is made available to appropriate consular posts. We welcome the steps already taken by the Embassy to ensure that posts are included on the distribution lists of telegrams from the Embassy. Regretfully we do not expect that secure communications will be installed at any of the consular posts during this fiscal year.

21. The debate within Canada on national unity will have a significant impact on your activities. We have provided guidance on this question and will continue to do so. It will be important that you try to maintain and enhance confidence among key sectors of the USA in the stability and integrity of Canada during this period. It will be important also to present a picture of Canada as a distinctive bilingual and multicultural country involved in an open and democratic discussion of its institutions and at the same time avoid what might appear to be a campaign against Quebec. Canadian domestic public opinion follows closely reports of USA perceptions as conveyed by the media. We are considering additional ways of assisting you in this work.

22. There will also be a continuing requirement to improve the capacity of posts to provide headquarters on a regular basis with analyses of attitudes of key elements of the political, business, media and academic communities towards Canadian policy and actions (particularly in the anti-inflation, trade, investment, energy and environmental policy areas) and the implications of these attitudes for Canadian interests. This will ensure that departments in Ottawa have an accurate and up-to-date perception of the environment in the USA as it affects the development and implementation of Canadian policies. Systematic cultivation of influential Americans will also be necessary in order to ensure that the Canadian point of view can be put forward where it will benefit our interests. Key members of the political, business and media sectors should be the highest priority in most territories.

Trade

23. The USA is still Canada's most important export market. Trade promotion activity will have to concentrate on making substantial gains for Canadian exports in an expanding USA economy. High priority has been attached to defence equipment and supplies, auto parts and urban

CONFIDENTIAL

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mass transit systems and equipment, in addition to already established export programs.

Tourism

24. Increased efforts will be required to improve Canada's tourism account with the USA which has changed dramatically from surplus to deficit in recent years. Increasing numbers of Canadians are travelling to the USA while decreasing numbers of Americans are visiting Canada. A complicating factor is the relatively high price of tourism in Canada, which makes for a less competitive product.

Immigration

25. One area that will affect post operations directly will be the new Immigration Act when it is passed. The new Act and Regulations will have to be implemented in a timely, efficient and effective manner. The changes in the legislation will generate considerable public interest and posts will have to devote time to explaining these changes to Government officials, travel agents, media and so on. Further, staff at posts will have to be trained to administer the new Act and Regulations.

Public Affairs

26. Posts should concentrate on translating priority issues in the bilateral or multilateral relationship of significance in their territories into supportive public affairs themes directed at priority audiences along the lines set out in numbered letters to posts. Listed in order of priority, these themes will permit better identification of priority audiences and effective techniques and ensure that detailed public affairs plans and actual post performance can be related to and evaluated against post objectives. In addition to the expansion of media relations activities in support of these themes, both cultural and academic programming will be entering a new phase of development in the USA. This may offer posts a further dimension in pursuit of their program objectives. In order to increase overall efficiency and make the most of existing limited resources, more systematic public affairs planning will have to be developed by posts. Posts should aim to meet the most essential priorities and to reduce as far as possible those purely responsive activities that have limited cost effectiveness.

27. Given the potential support that public affairs activities may offer for the broad range of policy objectives, posts can derive considerable advantages from emphasizing more co-ordinated public affairs planning and implementation. Greater care should be paid to the role public affairs activities can play in support of other post objectives.

...9

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Resources

28. For the immediate future there will be no prospect of obtaining additional resources for programs in the USA except by redeployment from operations elsewhere in the world. In view of the reductions that were made in 1976, redeployment is becoming increasingly difficult.

29. During last year's review of resources abroad, the ICER recommended that there be a special study of the extent, level and location of resources in the USA to determine whether they were adequate to carry out the Government's objectives. We shall be writing you separately on this review as it will form an important and integral part of the country program review for 1978-79.

Head of Post Meeting

30. You will recall that at the last heads of post meeting, it was agreed that the next meeting would take place in the fall of 1977. We are tentatively planning for this but will discuss it with the new Ambassador,

Overview Letters

31. Before commenting more specifically on the overview letters of individual posts we offer the following general comments.

32. The purpose of the overview letter in the off-year was to survey briefly the state of Canadian interests in the posts' territory, to review the posts' accomplishments in implementing their FY 1976/77 country program, to forecast any changes in program planning and to identify urgent and essential manpower requirements. This two year cycle was introduced to reduce the workload on the post and on headquarters by avoiding a full program submission each year, while developing a greater appreciation in the field and at headquarters of the state of Canadian interests in the post territory as these affected the full range of post activities. This would also be the basis for decisions on resource allocations.

33. Regrettably, too many posts submitted overview letters that resembled an abbreviated version of their FY 1976-77 Country Program. Insufficient attention was given to providing a brief analysis of Canadian interests in the post territory as these affect post programs and an assessment of accomplishments. Nor did many posts comment on the implications of the situation for the interrelationship of post programs. Most posts also tended to ignore changes in the environment that might affect their activities.

34. For your information the total number of man-years requested by posts as urgent and essential for FY 1977/78 totalled 9 program and 16 support positions. Program resource changes were approved for only New York and Washington. We shall be informing you separately of the response to your support requests.

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35. Set out below are comments more specifically oriented to individual posts overview letters but of interest to all posts.

Atlanta

36. We have the impression from your overview letter and from your comments at a recent meeting in Dallas that the southeast continues to be rather parochial in its outlook but that, partly as a result of the Carter victory, it is becoming more nationally oriented and more international in its perspectives. We fully agree with your plans for activities that will help make Canada, and Canadian policies and products better known in the territory. We hope that you will be able to take advantage in your programs of the broadening outlook of people in the southeast.

37. As the southern states are becoming increasingly important to Canada, we shall need to monitor developments in the region more closely than in the past. We would like more reporting on a regular basis on developments in the southeast that affect Canadian interests. It might be useful to prepare a profile of Canadian interests in the southeast that would elaborate on your presentation at the public affairs conference in Dallas. The profile might include:

- a) analysis of the economy of the southeast;
- b) trade between Canada and the southeast;
- c) Canadian investment in the southeast;
- d) the economic importance of Canadian tourism;
- e) attitudes towards Canada;
- f) attitudes towards USA policies that affect Canada (trade, East-West relations, North-South dialogue, UN);
- g) prospects for the continuing influence of the "Georgia Mafia" in the Carter Administration; and
- h) prospects for the Congressional power of the southeast.

38. We would like to congratulate you on your excellent work in following the Carter election campaign in 1976 and in the cultivation of valuable contacts in the new Carter Administration. We also wish to compliment you on the excellent media relations activities you have initiated.

39. With respect to your comments on realignment of post territories we must inform you that departments in Ottawa have not yet reached agreement on the proposal put forward by you, the Consulate in Dallas and the Consulate General in New Orleans in 1976. The matter is still under consideration and will be addressed in the special study referred to in paragraph 29.

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Boston

40. We are in general agreement with the priorities identified in your overview letter.

41. We are very conscious of the impact of recent developments in Quebec on various programs in your territory. We would like to be kept informed of regional perceptions and reactions to the Canadian debate on national unity.

42. We are also interested in being kept informed of the economic and demographic trends in New England in view of the implications for Canadian interests. This has traditionally been an important market for Canada and an important source of influential Americans knowledgeable about and sympathetic towards Canada. Reporting on regional attitudes to boundaries and fisheries issues would also be welcomed.

43. As you know we have been giving consideration in Ottawa, in consultation with the Embassy and other posts, to the ways by which posts maintain contact with provincial governments. We have been concerned by the absence of a systematic approach and we would like to rectify the situation. Your efforts to develop public affairs initiatives in support of the broad range of interdepartmental objectives should be continued. You should place a higher priority than stated on developing contracts with important periodicals and scholarly journals.

Buffalo

44. Your revised overview letter was very useful and we concur generally with your plans. We expect that the improving economic climate in your territory will create more favourable conditions for your activities.

Chicago

45. We agree with the views expressed in your overview about the importance of developments in your territory for a broad range of Canadian interests. We have noted your comments about the growing awareness of Canada among key sectors in the mid-West and are very pleased with your activities to further this awareness among the business community, the media and the academic community.

46. As we attach considerable importance to the perceptions of Canada held by influential people in the Chicago area, we would like you to continue your reporting on a more frequent and comprehensive basis. We would also welcome your assessment from time to time of the economic prospects for your territory and implications for Canada.

47. We have followed with interest your "Impact Week" program and would be interested to learn in due course the value of this technique. Other posts in the USA have developed similar approaches and seem to have found them to be effective means for pursuing a full range of post activities.

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48. We would assume from your overview that you are not anticipating any major changes in your immigration and tourism programs.

Cleveland

49. Your overview indicates no major changes for 1977-78 other than those arising from last year's deletion of program positions. We anticipate that the transfer of the LEIO position from your post to New York will have a bearing on the extent of your public affairs activities. We concur with the priorities set out in your overview letter.

Dallas

50. We found the "Opportunities and Drawbacks" format used in your overview to be very helpful. We believe that our preceding general comments take account of the various points made in your letter. We are also encouraged to learn of the opportunities for the projection of Canadian points of view.

51. You might note our comments with respect to Atlanta concerning the trends in the "sunbelt" and their importance for Canada. We would like you to continue to provide periodic assessments with respect to developments in your territory. The assignment of an External Affairs FS for general relations and public affairs should expand your capacity in these program areas.

Detroit

52. We agree with the comments made in your overview letter on your plans for 1977/78.

53. You raised the matter of the rationalization of posts territories. We shall examine the problem about upper Michigan and shall write you separately.

54. As indicated above in our general comments, we do attach high priority to relations with Congress and expect posts to give more attention to this area. We have begun to consider with the Embassy how we might coordinate more effectively than in the past contacts with Congressmen in Washington and in their districts. We shall be writing you separately on this.

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Los Angeles

55. We would have welcomed more detail on the state of Canadian interests in your territory and the implications for post programs particularly as they might affect the interrelationships of post programs.

56. We understand from your reports that Canada is receiving greater attention in your territory particularly as important elements in it are beginning to appreciate more fully the extent of their interests in Canada/USA relations. In view of the political and economic importance of California, it will be important to assess the implications of this trend for Canadian interests in southern California in particular.

57. We would like to congratulate you on the excellent programs you arranged for visiting Ministers during the past year. We agree that these visits have been helpful in making developments in Canada better understood and in furthering post contacts. We expect that the staffing of the External Affairs FS General Relations will permit you to expand your general relations activities particularly your ability to provide more frequent assessments of trends affecting Canadian interests.

58. We agree that in the months ahead that there will not likely be any need for change in post program priorities.

Minneapolis

59. Your comments about your plans for 1977/78 were very useful. While it was not mentioned in your review, we are very conscious of the importance of provincial interests in your territory and their impact on your post programs. We are also grateful for the work that you have done on the bilateral environmental issues in your territory.

60. We have noted your comments about the rationalization of post territories and will examine the question again.

New Orleans

61. We have noted the changes proposed for your activities in the coming year and welcome the more systematic approach to your general relations and public affairs activities. Reductions in resources will affect some of your plans and we shall be discussing this with you separately.

62. We regret that we have been unable to resolve the question of revisions to your post territory and that of Atlanta and Dallas. The question is still under consideration in Ottawa. In view of this and in view of the limited resources available to you, we request that you attach highest priority to your activities in Louisiana and to meeting

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only consular demands in other states. While it is regrettable that activities in the other states will suffer, we believe this to be a realistic approach to maximizing your ability to pursue post priorities, i.e. the projection of the bilingual and multicultural Canada in Louisiana.

New York

63. Perhaps more than for other posts, the environment in which you must operate has altered in important ways in recent months. We would have welcomed in your review a preliminary analysis of the state of Canadian interests in your territory in view of the impact of the Quebec election on perceptions of Canada among influential sectors of the New York community. It would have also been helpful to have had your comments on the implications of the changed environment for the inter-relationship of programs at the post. We should mention that your reporting in this area since January 1977 has been very helpful and we wish it to continue.

64. We concur with the priorities for program activities that you have identified in your overview letter, particularly the need for greater attention to the general relations program. Additional resources to be allocated to you this fiscal year should permit you to meet your requirements in the public affairs and immigration programs.

Philadelphia

65. While we found your comments in the overview to be useful, we would have welcomed more details on the state of Canadian interests in the territory.

66. The addition of a LEIO should permit you to develop further your public affairs program to support these interests and all post objectives.

67. With respect to your comments about the designation of the post we should like to inform you that for the moment no consideration is being given to changing the designation of any of the posts in the USA. From time to time this matter is reviewed by departments and we shall keep your comments in mind. You will appreciate that in a time of financial restraint it is difficult to envisage changes that might involve increased expenditures.

San Francisco

68. We found your comments in the overview letter to be useful but we wonder whether sufficient account was taken of Canada's economic interests in your territory. We would have welcomed also further analysis

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of the interrelationship of post programs in light of your comments on Canadian interests.

San Juan

69. With respect to that part of your overview dealing with Puerto Rico we concur with the proposed revisions in your priorities.

Seattle

70. We found the comments in your overview useful but would have welcomed an analysis of the state of Canadian interests in your territory and a commentary on the impact of this on the interrelationship of post programs. As in the past, there will continue to be a large number of active bilateral issues relating to your territory. You have followed these in a very effective manner in the past and we hope that this will continue.

71. Your overview suggests that Alaska is increasingly important to Canadian interests (and therefore for your program). We look forward to further reports on this and on your activities in that state.

Washington

72. We found your overview of Canadian interests in the USA to be very comprehensive and concur with your assessment. In particular we agree with the points you raised about the requirement for careful management of our relations with the USA. We believe that in the past two years considerable progress has been made in improving the handling of bilateral relations both in Ottawa and in the field.

73. As you have pointed out, an important part of your work during 1977 will be devoted to becoming acquainted with new members of the Carter Administration and educating them about the realities of Canada-USA relations. There will no doubt be some delays in the handling of bilateral issues during the period in which those new officials are settling in to their jobs. Further the Carter Administration has launched some major economic, energy and other initiatives with implications for Canada. As some of these proposals may well be altered significantly by Congress, it is difficult to predict their effect on Canada.

74. We agree fully with the increased priority to be given to Congressional relations. In GWU letter #273 of March 18, we provided some comments on the proposals put forward in your telegram. We hope to be able to meet your request for an additional LES in this area. You may also wish to consider expanding the treatment of Congress in your quarterly reports on Canadian interests in the USA.

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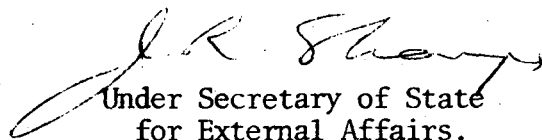
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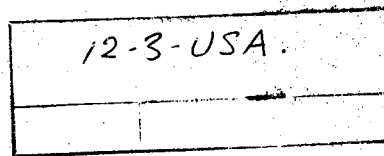
75. The quarterly reports on Canadian interests in the USA are read with considerable interest by many departments in Ottawa. We hope that this part of your reporting program will continue.

76. We have already mentioned in our general comments the increasing cooperation among all posts in the USA in recent years. This will continue to be an important requirement. We continue to see a need for the Ambassador to carry out a systematic speaking program in major centres of the USA to reinforce the activities of the consular posts. All the posts have mentioned the important role the Ambassador plays in their programs. We also see a continuing need to expand the exchange of policy information and reporting among the posts. This will involve work on the part of the Embassy in some cases. A large part of this effort could be reduced if the consular posts were more systematically added both by you and by us to distribution lists of appropriate telegrams and reports. We shall also have to find a way of keeping the consular posts informed more regularly of the overall state of play in bilateral relations.

Conclusion

77. The above represents a general commentary on Canada-USA relations and on the overview letters. The overview letters and this letter have been considered interdepartmentally in Ottawa. There will no doubt be more specific comments on various programs that will be forwarded to individual posts if appropriate or necessary.


Under Secretary of State
for External Affairs.
for R



March 21, 1977

M E M O R A N D U M

TO: External Affairs (PIN)
FROM: ICER Secretariat
REFERENCE: Your memorandum of March 11, 1977
SUBJECT: Inspection Tour No. 72

attach memo for this file
OK
In response to your memorandum under reference, you may find the attached copy of our memorandum of March 18 to some Country Program Coordinators of interest since it contains a number of Secretariat comments on the Country Overview Letters (COL) which all posts in the U.S.A. were requested to prepare for FY 1977/78. Annexes B and D to our memorandum may be of particular interest since they indicate that Cleveland, Philadelphia, Chicago, Detroit and Boston prepared COLs which were well below the global average in length; whereas the Buffalo COL exceeded the average considerably.

OK ✓
2. As regards the receipt of COLs at headquarters (Annex C), two posts were somewhat late in submitting their COLs or in having them received (e.g., Philadelphia and Cleveland).

OK ✓
3. Also attached are some preliminary statistics which rank posts in the Western Hemisphere by the number of program staff in each of the 13 agreed foreign operations programs. These may be of interest in looking at relative levels of program activity, resource allocation and program/support staff ratios.

See 12-3-EA for copies
4. Copies of the Consular, Public Affairs and Tourism program description documents are also attached. These may be helpful to you in encouraging posts to submit meaningful quantitative and qualitative indicators as part of their Country Programs for FY 1978/79.

5. At the present time Boston is the only one of the six posts which regularly submit to ICER a copy of the minutes of its Committee on Post Management (CPM) meetings. The Secretariat does not use these minutes - although GWU and other units may find them helpful. (Ideally some check should be made on posts to determine whether they are using the CPM mechanism effectively as a method for post policy formulation

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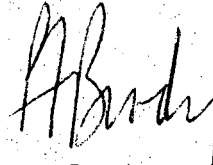
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and coordination and not as a device for resolving minor administrative problems.) See Section 11 of the draft ICER Reference Manual (copy attached) which deals with CPMs.

6. In general, the six U.S.A. posts suffered from many of the problems of the other posts which submitted COLs this year. The COL instructions were not followed closely (i.e., ICER expected to receive a concise and cogent analysis of: changes in plans, programs and resources; past performance; and the status of Canadian relations with the country unit.) The 46 COLs were not particularly well received by most departments and agencies and were not discussed at ICER CP review meetings. Thus, while the COL mechanism may be useful in a theoretical way in encouraging posts to analyze their plans, performance and resources, it is open to question whether headquarters units are in agreement about the aims of COLs and whether the COLs, in their present form, are being used sufficiently by headquarters and posts to provide benefits to participants to offset the costs involved in their preparation.

7. We would welcome receiving from you (based on your discussions with the six posts) any comments or suggestions about the usefulness of the Country Overview Letters that they prepared this year. Your views on the COLs would also be welcome.

8. We understand that the PIN questionnaire is being amended and therefore would welcome an opportunity to work with you on any revisions involving ICER matters.



P.F. Brady
Assistant Secretary

cc EA(PDMI) (GWU)
without enclosures

JUN 14 1977



P.C. 1977-1579
3 June, 1977

12-3-USA

HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL,
on the recommendation of the Secretary of State for
External Affairs, pursuant to External Affairs Vote No. 1,
1977-78, is pleased hereby to appoint Mr. Peter M. Towe
to be Ambassador Extraordinary and Plenipotentiary of
Canada to the United States of America, effective July 15,
1977.

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Received from T B. 10-6-77

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P. M. Towe

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FILE

P.F. Brady: NC

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Interdepartmental Committee on External Relations
Comité interministériel sur les Relations extérieures

Lester B. Pearson Building, 125 Sussex Drive

12-3-12

FOR
ATTACHMENT
SEE
TRAILER
FICHE
CONCERNANT
ANNEXE
VOIROttawa, Ontario
K1A 0G2

March 18, 1977

MEMORANDUM

TO: Mr. W.L. Clarke (ITC) APR 15 1982
Mr. S.E. Gooch (EA/PDMI)
Lt. Col. G.R. Harper (DND)
Miss S. Humber (TB)
Mr. W. Jenkins (PCO)
Mr. J.C. Metcalfe (M&I)
Mr. A.C.H. Smith (CIDA)

FROM: ICER Secretariat

SUBJECT: Country Programs and Country Overview Letters -
Some Technical Problems and Suggestions for
Remedial Measures

12-3-USA

Following the virtual completion of the FY 1977/78 Country Programming (CP) cycle, the Secretariat has identified a number of technical deficiencies in the CP System - some of which are outlined in the attached papers concerning the Country Programs (CP) and Country Overview Letters (COL). These problems/comments and proposed solutions are being circulated to major program departments and central agencies in the hope of reaching agreement on remedial action well before the preparations commence for the next cycle. The proposals might be discussed either at an informal meeting or by telephone, depending on your wishes.

In addition to the papers directly related to the CP/COL, also attached are the following:

- Annex J - Country Units Ranked According to the Number of Program Staff Abroad in FY 1976/77 (Annexes J-J3);
- Annex K - Canada's Posts Ranked According to the Number of Program Staff in FY 1976/77 (Annexes K-1 to K-4); and
- Annex N - Number of Program Staff Abroad by Department or Agency, FY 1976/77.

ORIGINAL SIGNED BY
P.F. BRADYP.F. Brady
Assistant Secretary

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March 15, 1977

Some Technical Problems/And
Comments Regarding the ICER
FY 1977/78 Country Programs (CP)
And Country Overview Letters (COL)

The present ICER Country Programming System (CPS) might be considered as consisting of a number of distinct aspects or components. These include the following.

- A. The CP System As Whole and Its Objectives
- B. The Country Program (CP)
- C. The Country Overview Letter (COL)
- D. Program Position Papers
- E. Regional Overview Papers
- F. Country Program Review (CPR) Meetings
- G. The Pre-CPR Working Group
- H. The Global Overview for Treasury Board
- I. Feedback To Posts
- J. The ICER Secretariat

The ICER Secretariat has prepared draft papers on each of the above. However, at least initially, only the papers dealing with CP and COL are being circulated to the seven CP Coordinators in ICER departments and agencies. This should enable these Coordinators to reach agreement on minor technical improvements in 1977 in the CP System during the next month or two, separate from any more substantive review of the System's aims (and how well it is achieving them) and without looking at some of the same questions which the ICER Ad Hoc Sub-Committee discussed in 1976 when it developed a number of proposals for "streamlining" the System.

Thus, the aim of the attached two papers (B- The Country Program and C- The Country Overview Letter) and the supporting Annexes is to enable the Secretariat to make minor technical improvements in the existing CP System which do not involve or raise substantive issues about the System or its components. Such improvements could be built into revised CP/COL instructions which would be dispatched to posts in late August or early September. Naturally, if a more substantive review of the System is carried out, the technical improvements would have to be examined in the light of the outcome of the more fundamental examination.

The two papers on the CP and the COL are organized into two ~~columns~~ columns ("problem/comment" and "proposed solution". They are supported by the following annexes.

Annex A - Dispatch and Receipt of FY 1977/78 Country Programs from Posts.

B - Number of Pages - Country Programs/Country Overview Letters FY 1976/77 and FY 1977/78.

C - Dispatch and Receipt of FY 1977/78 Country Overview Letters from Posts.

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- D - Average Number of Pages of Country Programs/Country Overview Letters in FY 1976/77 and FY 1977/78.
- E - Proposed Revised Form for Section 1/5 "Summary of Recommended Changes in Personnel Requirements By Program."
- G - List of Basic Documents Concerning the FY 1977/78 ICER Country Programming Review Process.
- L - Suggested Format for CP Use By Posts which Have Program Staff Man/Years Being Devoted to Programs in Other Country Units.
- M - Suggested Summary Table for Multi-Post Country Units.
- N - *Number of Program Staff Abroad by Dept or agency*

B - Country Program (CP)

1. Only a limited number of Program Plans of Action (Section 2/1) adequately followed the instructions for: a plan of action for the next two or three years; an evaluation of performance; and the provision of suitable quantitative or qualitative indicators to reflect program activity, program importance and program performance.

The CP instructions should be re-written with more cogent guidelines. In addition, several examples of good program plans of action for each geographic region should be sent to posts in that region.

1. (a) In spite of the fact that quantitative and qualitative indicators have been requested for at least the past two years, and although TB has indicated that all departments and agencies should be developing a meaningful OPMS wherever feasible, few posts provided such indicators as part of their program plans of action.

2. At least 50% of the CPs contained errors in manning levels, utilization of personnel and other arithmetic mistakes.

3. Many posts tended to confuse the General Relations Program plan of action and the Country Overview section, which often resulted in duplication of content.

4. Some CPs and some plans of action were too long and too detailed without providing an outline of priority plans. (See Annex B for a list of the length of CPs.)

The need for indicators should be stressed in the CP instructions. The remaining program description documents should be agreed inter-departmentally and sent to posts since they contain a section on program indicators. ICER Coordinators should ensure that the OPMS indicators are the same as or compatible with indicators used for foreign operations personnel.

Edited copies of the ICER Secretariat's working copy of each CP should be returned to the post in March 1977 under cover of a letter from the Secretariat. External Affairs should prepare a program description for General Relations. More explicit instructions are required for the Overview.

Posts should be given clear guidelines about the average length of program plans of action (i.e., 2-5 pages per program, including an agreed list of quantitative indicators). The "program description" documents for the

5. EA (APPB) has indicated informally that it expected to receive an organization chart with the CP for each post and suggested that it will have to request posts to prepare organization charts.
6. Only 6% of the CPs were received by the December 6, 1976, deadline, whereas 28% were dispatched before the deadline. About 34% of the CPs were received more than two weeks late. (See Annex A for list of when CPs were dispatched and received.)
7. The decision to eliminate from Section 2/1 (Program Plan of Action) the form for reporting man-year utilization by program has caused a number of posts to fail to report man/years spent by program or component outside the "country unit"

remaining programs should be cleared interdepartmentally and sent to posts since they contain a number of indicators.

If there is a need for organization charts, the CP instructions should be revised to include a requirement for the post to submit an organization chart (with position numbers) with its CP. Inspection Team (PIN) visits should include a check to see whether the post's chart accurately reflects the situation at the post. The instructions should stress the importance of receiving CPs on schedule. A summary table similar to the one at the bottom of Annex A should be sent to all posts as feedback. EA (PIN) should receive a copy of Annex A for discussion with posts and the posts should be informed that PIN has the data.

An example of how posts should report the time spent outside the country unit should be included in the CP instructions. See Annex L for a suggested format.

(e.g., Public Service Health outside Hong Kong).

8. A significant number of posts did not correctly or adequately complete Section 1/5 (Summary of Recommended Changes in Personnel by Program), especially as regards the table and the lack of "observations".

(a) Posts which recommended changes in program staff in FY 1977/78 often amended the various forms (Sections 1/3a, 1/4, 1/5 and 3/2). There was no uniformity of treatment and this tended to complicate the task of understanding what the post had in mind.

(b) The reasons provided by posts for requesting increases in staff (no post recommended a reduction in staff) often were not well developed and presented (because of a lack of agreed criteria?) Frequently posts did not use the "observations" part of Section 1/5 to provide the reasons for their requested changes in personnel. In other cases, the reasons cited for changes

The instructions should contain an example of a properly completed table for changes in personnel. Priorities for additional staff and for reductions should be indicated.

Section 1/5 should be amended along the lines of Annex E attached, to enable the post to recommend changes in both program and support staff in the NY, NY + 1 and NY + 2.

Better instructions for Section 1/5 should be drafted, which would provide some criteria for use in evaluating whether changes in staff are desirable. Such criteria should include those listed at the bottom of Annex E.

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in manning levels were contained (incorrectly) in the various program plans of action (Section 2/1).

9. There was no uniformity in the way in which posts listed program plans of action in the CP and in the index.
10. A number of posts (improperly) listed their support staff in Section 3/2 by the department or agency responsible for the program to which the staff in question devoted most of their time.

11. Most CPs from "Country Units" with two or more posts (e.g., Britain) failed to contain appropriate summary pages which would provide statistical overview of the country as a whole.

The CP instructions should indicate that program plans of action should be listed and placed in alphabetic sequence.

The posts should be asked to prepare a form similar to Section 3/1 in place of the form 3/2 used in the FY 1977/78 CP. The instructions should clearly indicate that the personnel utilization profile (PUP) should be for the current fiscal year.

Clear and separate instructions should be given to multi-post "country units" to ensure that summary tables are prepared by the embassy/high commission. Such summary tables should include: (a) manning levels (Section 1/3a and b); (b) Summary of Deployment Personnel by Program (Section 1/4); (c) Summary of Recommended Changes in Personnel Requirements by Program (Section 1/5); and (d) a Summary of Program and Support Staff by Post in the country

unit (e.g., similar to that in Annex M).

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12. The 13 "agreed" programs used in the CP process are essentially a combination of administrative convenience (i.e., Science, Technology & Environment), departmental influence, tradition and an initial groping for a meaningful definition of program in the foreign operations context.

(a) While there was some brief discussion at the CPR meetings about the 13 defined foreign operations programs (e.g., both SSC and DPW made some reference to their activities being included as components of the Administration & Support Services Program). How many programs should there be? What should they be? How should such decisions be made?

(b) There are some activities being carried out abroad which may not fit neatly into the present 13-program classification: e.g., Labour; Supply & Services purchasing; Agriculture; and perhaps Public Archives.

The Secretariat's letter of March 4, 1977, to DPW may be sufficient to defuse that Department's hopes for a separate program.

Some further tidying up of "programs" may be appropriate. However, the total number should be kept to about a dozen in order to: limit the tendency to equate foreign operations programs with departments; and to provide meaningful but workable groupings of related activities.

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In the (increasing) number of instances where personnel are shared between two or more "country units" or posts (e.g., CANMISEUR, Brussels, CANDELNATO) in the same geographic location, there is a lack of uniformity in how the time of such persons is reported in the CP.

14. There was some feeling for the idea that the CP for a multi-post "country unit" should contain more post perspective than was the case in some such CPs (i.e., Britain, France).

15. Perhaps, due in part to the limited amount of time in 1976 between the receipt of CP instructions and the deadline for their receipt at HQ, there were several instances which suggested there had been less than adequate consultation and coordination among various HOPs and CPMs in multi-post "country units" (i.e., see

In such instances, the existing instructions for "Post A/Post B" should be followed to have the time reflected according to the location of the staff by program. Perhaps these might be included in a separate letter to posts in multi-post "country units" in order to clarify other questions (See 14 and 15 below.)

The instructions should be more precise about how multi-post "country units" CPs should be prepared.

While it would be a retrograde step to have even a mini-CP for each post in a multi-post "country unit", there is some need to ensure that a post's objectives, programs and performance are not subsumed entirely in an over-all CP.

Earlier dispatch of instructions will provide the time required for consultations between the HOP and CPMs in multi-post "country units". However, perhaps better guidance on the extent and nature of consultation considered desirable would also help. This might form part of a separate letter of guidance.

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... 7.

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Bordeaux' letter of February 8, 1977, to Paris).

16. There is a considerable lack of uniformity in how posts, departments and agencies treat the question of contract staff, emergency employees, temporary duty, etc. in their CPs. The lack of uniformity seriously distorts the data of manpower utilization abroad (e.g., Mexico, India, Brazil). For example, there are about 400 support staff contract man/years which are not reflected in CPs, which should be treated uniformly.
17. There was little or no information in the CPs about other (i.e., financial) resources abroad on a program or geographic basis.
18. The CP currently provides the only mandatory occasion for the HOP and the Committee on Post Management (CPM) to regularly formulate their plans & review their performance on a coordinated basis.

Each program plan of action (Section 2/1) should provide statistical data on the extent and nature of program and support staff in the current FY and that required in the NY for temporary duty, emergency assistance, contract personnel, etc. This data should not be contained in the summary statistical tables or in the PUPs (Section 3/1 and 3/2). PIN should be required to report on the extent, nature and cost of such contract personnel at each post following the PIN team's visit.

The CP should include data on previous, CY & NY program budgets. The post budget should be part of the Administration and Support Services Program plan of action. Page 1 of the Post Budget (the "green sheet") should be an appendix to the CP.

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- It probably takes between one-half to one man/day to draft, type and reach agreement on the final text of each page of program plan of action (i.e., a three-page narrative on General Relations would require between 1½ and 3 man/days to prepare in final form.
20. The average length of the FY 1976/77 CP was 44.8 pages, whereas the FY 1977/78 CP average was 42.5 pages.
(See Annex D for a list of the average number pages in CPs & COLs by region.)
21. Since the average FY 1977/78 CP had about 43 pages, of which about 7-8 were charts or tables, the textual section averaged about 35 pages (excluding cover page and index). Thus, the manpower required is estimated at from 18 to 35 man/days for the narrative portion.

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(In a number of CPs the Trade and Industrial Development (TID) and International Development Assistance (IDA) program plans of action did not reflect adequately the content of respective separate annual departmental or interdepartmental program reviews (e.g., the ITC Work Program and Forecast and the CIDA Country Program Review).

23. Some posts still have not provided position numbers of staff from several departments and agencies (i.e., IT&C, CIDA, M&I, HWC, RCMP).

24. It took a median of 8 days for a CP to reach Ottawa from abroad.

The ITC and CIDA program reviews should contain a 2-5-page summary which should be used for the ICER CP TID and IDA program plans of action (Section 2/1).

The Secretariat should maintain a card system for all program positions abroad of all departments and agencies. The FY 1978/79 CP instructions should stress the need to provide the missing data.

The 8-day figure should be built into the FY 1978/79 CP planning cycle. Authority from PDA should be sought to use diplomatic-courier facilities for CP instructions and completed CPs.

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25. There are still a number of problems among delegations accredited to international institutions in using the "agreed" classification of programs (i.e., PERMISNY letter No. 68 of Feb. 7/77).

Further guidance should be given to posts concerning how to report their time spent on institutions, functional activities and institutional committees. PERMISNY should be formally told that post management (as distinct from program management) comes under the General Relations Program (i.e., Brady/Hahn telecons March 1 and 4/77).

In most instances, the post's time should be reported on the basis of the functional nature of the activities regardless of whether the activity takes place in connection with institution X or Y, or with Committee A or B. If HQ units require a breakdown of time spent by institution, this could be provided separately in the program plan of action or overview section.

C - The Country Overview Letter (COL)

1. A large percentage of posts did not seem to understand the instructions for the preparation of COLs, with the result that: about 8-10 COLs were far too long and had to be revised; there was little evaluation of performance; there was inadequate inter-relationship demonstrated between programs; differences from the FY 1976/77 CP plan were not highlighted; and in many cases the Overvoew was a summary of program highlights. (See Annex B for an indication of the lengths of COLs.)

The instructions for COLs should be separate from those for CPs. In addition, the format for COLs should be formalized and more structured - if users wish the COLs to contain meaningful and useful information.

2. Only 19% of the posts met the December 6, 1976, deadline for the receipt in Ottawa of COLs; although 53% of the posts dispatched their COLs before the deadline. About 42% of the COLs were received two weeks after the deadline. (See Annex C for list of the dates on which COLs were dispatched and received.)

The importance of receiving COLs on schedule should be stressed in the instructions. Something like Annex C should be circulated to PIN and all posts as feedback.

- . The average length of a COL in FY 1977/78 was 11.1 pages - after 8 posts were required to submit shorter texts. (See Annex D.)
4. Since the COLs were not discussed at CPR meetings, and since most departments and agencies have not yet commented on their usefulness, a consolidated review of their utility may be necessary in early March 1977.
5. The median time in transit for a COL was 9 days between the post and HQ.

Dispatch and Receipt of 1977/78 Country Programs from Posts

COUNTRY UNIT	DATE SENT	DATE REC'D	COUNTRY UNIT	DATE SENT	DATE REC'D
OAS	NOV 18/76	NOV 23/76	ISRAEL	DEC 16/76	DEC 20/76
CHILE	NO DATE	DEC 3/76	SWEDEN	DEC 7/76	" "
AUSTRIA	" "	DEC 6/76	SWITZERLAND	NO DATE	" "
HAITI	DEC 2/76	DEC 7/76	NETHERLANDS	DEC 15/76	" "
TRINIDAD	NO DATE	" "	ITALY	DEC 9/76	" "
NORWAY	" "	" "	EGYPT	NO DATE	" "
FINLAND	NOV 29/76	" "	HOLY SEE	DEC 9/76	" "
INDIA	NOV 24/76	" "	IRELAND	NO DATE	DEC 22/76
PORTUGAL	DEC 1/76	DEC 8/76	MEXICO	DEC 22/76	DEC 29/76
PERU	DEC 3/76	DEC 9/76	ARGENTINA	NO DATE	" "
BELGIUM	DEC 8/76	DEC 13/76	THAILAND	" "	" "
CHINA	DEC 6/76	" "	GUATEMALA	DEC 15/76	" "
COSTA RICA	NO DATE	DEC 14/76	EEC	NO DATE	" "
OECD	DEC 9/76	" "	BARBADOS	DEC 21/76	JAN 5/77
FRANCE	DEC 8/76	" "	SPAIN	NO DATE	" "
S. ARABIA	DEC 2/76	" "	HONG KONG	DEC 23/76	JAN 7/77
IRAQ	DEC 7/76	" "	BANGLADESH	NO DATE	JAN 10/77
IRAN	DEC 5/76	" "	COLOMBIA	DEC 17/76	JAN 11/77
GREECE	DEC 9/76	" "	CUBA	JAN 6/77	JAN 13/77
MBFR	DEC 8/76	" "	VENEZUELA	NO DATE	JAN 18/77
BRITAIN	NO DATE	DEC 15/76	GUYANA	JAN 10/77	" "
SRI LANKA	DEC 3/76	" "	GERMANY	NO DATE	JAN 19/77
JAMAICA	DEC 8/76	DEC 16/76	NATO	JAN 14/77	" "
PAKISTAN	NO DATE	" "	TURKEY	NO DATE	JAN 31/77
DENMARK	DEC 6/76	" "	BRAZIL	FEB 2/77	FEB 8/77

Distribution of CPs

	Sent			Received	
	Actual	%		Actual	%
Before Dec. 6/76	14	28%		3	6%
Dec. 7-13	17	34		9	18
Dec. 14-20	8	16		20	40
Dec. 21-27	4	8		1	2
Dec. 28-Jan. 3	1	2		5	10
Jan. 4-10	3	6		4	8
Jan. 11-17	2	4		2	4
Jan. 18-24	-	-		4	8
After Jan. 25	1	2		2	4
Total:	50	100%		50	100%

NUMBER OF PAGES - COUNTRY PROGRAMS/COUNTRY OVERVIEW LETTERS

CTRY UNIT	76/77	77/78	CTRY UNIT	76/77	77/78	CTRY UNIT	76/77	77/78	CTRY UNIT	76/77	77/78
ARGENTINA	44	31	PHILADELPHIA	27	6	USSR	60	8	CAMEROON	26	8
BRAZIL	60	55	PUERTO RICO	20	4	YUGOSLAVIA	53	6	IVORY COAST	50	
CHILE	37	30	SAN FRANCISCO	40	19				MOROCCO	31	15
COLOMBIA	34	46	SEATTLE	32	26	AUSTRALIA	104	31/22	SENEGAL	28	11
COSTA RICA	36	27	WASHINGTON	106	27	INDONESIA	32	5	TUNISIA	46	9
CUBA	31	37				JAPAN	141	75/17	ZAIRE	40	14
GUATEMALA	22	24	AUSTRIA	35	32	MALAYSIA	41	15	EGYPT	36	52
HAITI	28	29	BELGIUM	57	53	NEW ZEALAND	32	6	IRAN	46	54
MEXICO	65	60	FRANCE	177	172	PHILIPPINES	34	10	IRAQ	33	26
PERU	33	33	GERMANY	134	144	SINGAPORE	43	7	ISRAEL	29	31
VENEZUELA	29	22	GREECE	38	41	S. KOREA	28	21	LEBANON	51	-
BARBADOS	30	25	HOLY SEE	20	17	CHINA	37	36	SAUDI ARABIA	29	30
GUYANA	24	20	ITALY	87	68	HONG KONG	66	66			
JAMAICA	40	37	NETHERLANDS	27	29	THAILAND	69	36	EEC	48	59
TRINIDAD-TOB	50	48	PORTUGAL	28	23	BANGLADESH	29	22	MBFR	23	20
ATLANTA	24	6	SPAIN	33	29	INDIA	59	49	NATO	51	48
BOSTON	28	4	SWITZERLAND	44	29	PAKISTAN	40	43	OAS	16	16
BUFFALO	44	23	TURKEY	32	28	SRI LANKA	25	26	OECD	50	36
CHICAGO	30	4	BRITAIN	212	131				UNESCO	20	1
CLEVELAND	53	3	DENMARK	30	35	ETHIOPIA	26	8	UN EUROPE	46	9
DALLAS	22	6	FINLAND	26	24	GHANA	36	26	UN NEW YORK	76	12
DETROIT	33	6	IRELAND	23	21	KENYA	51	11			
LOS ANGELES	60	13	NORWAY	27	27	NIGERIA	42	7			
MINNEAPOLIS	25	10	SWEDEN	51	48	S. AFRICA	52	13			
N. ORLEANS	19	7	CZECHOSLOVAKIA	28	8	TANZANIA	36	5			
NEW YORK	58	17	HUNGARY	23	8	ZAMBIA	46	9			
			POLAND	32	17	ALGERIA	42	19			

ANNEX B

ANNEX C

Dispatch and Receipt of 1977/78 Country Overview Letters From Posts

COUNTRY UNIT	DATE SENT	DATE REC'D		COUNTRY UNIT	DATE SENT	DATE REC'D
UNESCO	NOV 9/76	NOV 9/76		MOROCCO	DEC 9/76	DEC 16/76
BUFFALO	NOV 19/76	NOV 24/76		NIGERIA	DEC 8/76	" "
ETHIOPIA	NOV 16/76	NOV 26/76		S. AFRICA	DEC 2/76	" "
SENEGAL	" "	" "		CZECHOSLOVAKIA	DEC 7/76	DEC 20/76
DETROIT	NOV 19/76	NOV 29/76		JAPAN	DEC 17/76	DEC 21/76
CHICAGO	" "	" "		LOS ANGELES	" "	DEC 22/76
TANZANIA	" "	DEC 2/76		WASHINGTON	DEC 21/76	DEC 23/76
HUNGARY	" "	" "		GHANA	DEC 14/76	DEC 24/76
SEATTLE	NOV 29/76	DEC 6/76		DALLAS	DEC 22/76	DEC 31/76
USSR	NOV 24/76	DEC 7/76		UN-GENEVA	DEC 20/76	" "
S. KOREA	NO DATE	" "		ALGERIA	DEC 27/76	JAN 5/77
N. ORLEANS	NOV 30/76	" "		POLAND	DEC 23/76	" "
N. ZEALAND	NOV 23/76	" "		AUSTRALIA	DEC 22/76	" "
SINGAPORE	NOV 30/76	DEC 8/76		ZAMBIA	DEC 30/76	" "
MALAYSIA	" "	" "		NEW YORK	DEC 28/76	JAN 10/77
KENYA	DEC 3/76	" "		PHILIPPINES	JAN 6/77	JAN 11/77
YUGOSLAVIA	NOV 30/76	" "		MTN GENEVA	JAN 5/77	JAN 13/77
ZAIRE	DEC 3/76	DEC 9/76		TUNISIA	JAN 11/77	JAN 18/77
CAMEROON	NOV 29/76	" "		MINNEAPOLIS	NOV 26/76	JAN 31/77
BOSTON	DEC 3/76	" "		PHILADELPHIA	JAN 26/77	" "
ATLANTA	DEC 2/76	DEC 10/76		CLEVELAND	FEB 3/77	FEB 8/77
INDONESIA	DEC 8/76	DEC 15/76		UN-NEW YORK	FEB 7/77	FEB 10/77
PUERTO RICO	DEC 6/76	DEC 15/76		IVORY COAST	MAR 17/77	MAR 17/77
S. FRANCISCO	DEC 6/76	DEC 16/76				

Distribution of COLS

	Sent		Received	
	Actual	%	Actual	%
Before Dec. 6/76	25	53%	9	19%
Dec. 7-13	4	9	12	26
Dec. 14-20	4	9	6	13
Dec. 21-27	5	11	4	9
Dec. 28-Jan. 3	2	4	2	4
Jan. 4-10	2	4	5	11
Jan. 11-17	1	2	2	4
Jan. 18-24	-	-	1	2
After Jan. 25	4	9	5	9
Total:	47	100%	47	100%

AVERAGE NUMBER OF PAGES OF
COUNTRY PROGRAMS/COUNTRY OVERVIEW LETTERS
FY 1976/77 AND FY 1977/78

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GEOGRAPHIC REGION	CP		COL
	1976/77	1977/78	1977/78
<u>Western Hemisphere</u>	38.2	34.9	
Latin America	38.1	35.8	
Caribbean	36.0	32.5	
USA	38.8		11.3
<u>Europe</u>	55.5	52.8	
Western	59.3	55.4	
Northwestern	61.5	47.7	
Eastern	39.2		9.4
<u>Asia</u>	52.0	39.7	
Pacific	56.9		12.9
East Asia	57.3	46.0	
South Asia	38.3	35.0	
<u>Africa</u>	38.8	38.6	
Anglophone	41.3		11.3
Francophone	37.6		11.4 ⁽¹⁾
Middle East	37.3	38.6	
<u>International Institutions</u>	41.3	35.8	7.3
TOTAL:	44.8	42.5	11.1

(1) Does not include Ivory Coast, which has not been received as of February 22, 1977.

PROPOSED REVISION OF SECTION 1/5

UNCLASSIFIED

SUMMARY OF RECOMMENDED
CHANGES IN PERSONNEL
REQUIREMENTS BY PROGRAM

PAGE _____
COUNTRY UNIT _____
POST _____

FY 1978/79
Program Support

FY 1979/80
Program Support

FY 1980/81
Program Support

Program

TOTAL: _____

REASONS WHY A CHANGE IN MANNING LEVEL IS RECOMMENDED. (Use additional blank pages as required)

SUGGESTED CRITERIA ON WHICH RECOMMENDATIONS WILL BE EVALUATED:

- (a) Level of program activity in relation to other comparable posts;
- (b) Changes in program complexity;
- (c) Changes in territory covered by the post;
- (d) Changes in the kind or nature of program;
- (e) Changes in the level of program budget for the country unit;
- (f) Major changes in program activities which are being recommended;
- (g) Activities which will not be carried out unless additional manpower is provided or if the manning level is reduced; and
- (h) Action already taken by the post to meet operational needs by means other than increased personnel resources.

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February 23, 1977

LIST OF BASIC DOCUMENTS CONCERNING THE
FY 1977/78 ICER COUNTRY PROGRAM REVIEW PROCESS

1. The ICER Secretary's circular letter of August 31, 1976, to all posts - "Reviews of Foreign Operations".
2. The ICER Chairman's circular letter to all posts of September 15, 1976, - "Revision of the Country Program System".
3. The Secretariat's memorandum of September 28, 1976, to all posts - "Instructions for the Preparation of the FY 1977/78 ICER Country Program".
4. "ICER FY 1977/78 Country Program Forms" of October 1, 1976.
5. The ICER Secretariat's circular letter of October 1, 1976, to all posts - "Country Program Two-Year Cycle".
6. The ICER Secretariat's letter No. M-48 of October 12, 1976, to all posts - "FY 1977/78 Country Program Instructions".
7. The ICER Secretariat's telegram No. 0051 of October 20, 1976, to all posts - "Country Programming".
8. The ICER Secretariat's memorandum of October 20, 1976, to all posts - "Definition of Program Staff Abroad".
9. The ICER Secretariat's letter M-55 of October 26, 1976, to all posts - "Support Staff Manning Levels".
10. The ICER Secretariat's letter M-61 of November 5, 1976, to all posts - "Manning Levels Program Staff".
11. The ICER Secretary's memorandum of December 3, 1976, "Procedures for Processing CPs, Country Overview Letters and the Two M&I Reports (the M&I Program Plan of Action and the Forecast of Short-Term Fluctuations in Workload and Staff)".
12. The ICER Secretariat's memorandum of December 8, 1976, "Program Descriptions" for the Consular, Public Affairs and Tourism Programs.
13. The ICER Secretariat's memorandum of December 22, 1976, to all ICER Coordinators - "Program Position Papers".
14. The ICER Secretariat's memorandum of January 6, 1977, to all Country Program Coordinators - "ICER FY 1977/78 Country Program Review (CPR) Meeting".
15. The ICER Secretariat's memorandum of January 28, 1977 to all ICER Country Program Coordinators - "Off-Year Country Overview Letters".

UNCLASSIFIED

March 15, 1977

SUGGESTED FORMAT FOR CP
USE BY POSTS WHICH HAVE
PROGRAM STAFF MAN/YEARS BEING
DEVOTED TO PROGRAMS IN OTHER COUNTRY UNITS

similar to the following.

A table/should be included in the appropriate program plan of action (Section 2/1) by posts which are devoting 0.1 man/years or more of program staff resources to programs in other country units /i.e., to other countries which are included in the program territory covered by the post (Section 1/2)]

<u>COUNTRY UNIT</u>	<u>FY 1977/78</u>		<u>FY 1978/79</u>	
	<u>Program</u>	<u>Support</u>	<u>Program</u>	<u>Support</u>
Country of residence (e.g., Hong Kong)				
Other Country Units in program territory				
China				
Bangladesh				
TOTAL				

SUGGESTED FORMAT
FOR SUMMARY TABLE
FOR MULTI-POST "COUNTRY UNITS"

COUNTRY UNIT Federal Republic
of Germany

POST ALL POSTS
MISSION

SUMMARY OF PERSONNEL
RESOURCES IN THE F.R.G.

IN FY 1976/77 AND RECOMMENDED FOR FY 1977/78*

<u>POST</u>	<u>PERSONNEL</u>		<u>TOTAL</u>
	<u>PROGRAM</u>	<u>SUPPORT</u>	
	<u>FY 1976/77</u>	<u>FY 1977/78</u>	<u>FY 1976/77</u> <u>77/78</u>
Bonn	30	65.5	95.5
Hamburg	6	8.5	14.5
Berlin	1	5	6
Frankfurt	3	3	6
Koblenz	5	5	10
Stuttgart	4	9	13
Dusseldorf	5	8	13
TOTAL	54	104.0	158.0

* Prepared by ICER Secretariat

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ANNEX J-1

February 28, 1977

MAJOR COUNTRY UNITS
RANKED ACCORDING TO THE NUMBER
OF PROGRAM STAFF ABROAD IN
FY 1976/77*

COUNTRY UNIT	FY 1976/77 Staff					
	Program		Support		Total	
	No.	%	No.	%	No.	%
1 USA	304	20%	464.5	14%	768.5	16%
2 Britain	153	10	343.5	10	496.5	10
3 France	77	5	171.5	5	248.5	5
4 Germany	54	4	105	3	159	3
5 Japan	45	3	92	3	137	3
6 Italy	38	2	82	2	120	2
7 Australia	32	2	53	2	85	2
8 India	27	2	126	4	153	3
9 Hong Kong	27	2	60	2	87	2
10 Belgium	25	2	69	2	94	2
11 Brazil	22	1	43	1	65	1
12 Mexico	22	1	33	1	55	1
13 Trinidad & Tobago	21	1	41.5	1	62.5	1
14 Jamaica	20	1	37	1	57	1
15 UN Geneva(1)	20	1	40	1	60	
TOTAL:	887	58%	1,761	53%	2,648	54%
GLOBAL TOTAL:	1,532	100%	3,352	100%	4,884	100%
Program/Support Staff Ratio: 1:2						
Global Program/Support Staff Ratio: 1:2.2						

NOTE: *Source: ICER Manning Levels for FY 1976/77.

(1)Includes MTN.

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ANNEX J-2

February 28, 1977

COUNTRY UNITS IN WHICH CANADA HAD 11-19 PROGRAM STAFF
IN FY 1976/77, RANKED IN ORDER OF PROGRAM PERSONNEL*

		FY 1976/77 STAFF		
COUNTRY UNIT		Program No.	Support No.	Total NO.
16	USSR	19	61.5	80.5
17	Netherlands	17	36	53
18	Ivory Coast	17	36	53
19	Kenya	17	35	52
20	Yugoslavia	16	40	56
21	Israel	16	30.5	46.5
22	Philippines	16	31	47
23	North Atlantic Council	15	33	48
24	Greece	14	38	52
25	Lebanon	14	36.5	50.5
26	Austria	14	33.5	47.5
27	South Africa	14	33	47
28	United Nations, N.Y.	14	28	42
29	Argentina	14	26	40
30	Colombia	14	24	38
31	Pakistan	13	64	77
32	Iran	13	27	40
33	Sweden	13	26	39
34	South Korea	13	22	35
35	Egypt	12	41	53
36	Poland	12	37	49
37	Nigeria	12	27	39
38	Barbados	12	20	32
39	Indonesia	11	28	39
40	Spain	11	21	32
TOTAL:		353	835	1,188
% OF GLOBAL		23%	25%	24%
GLOBAL:		1,532	3,352	4,884

Program/Support Staff Ratio 1:2.3

Global Program/Support Staff Ratio 1:2.2

NOTE: *Source: ICER Manning Levels for FY 1976/77.

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ANNEX J-3

February 28, 1977

COUNTRY UNITS IN WHICH CANADA HAD 1-10 PROGRAM STAFF
IN FY 1976/77, RANKED IN ORDER OF PROGRAM PERSONNEL*

COUNTRY UNIT	FY 1976/77 Staff		
	Program	Support	Total
41 China	10	33	43
42 Portugal	10	29.5	39.5
43 Algeria	10	23	33
44 Peru	10	22	32
45 Switzerland	10	22	32
46 Thailand	10	21	31
47 Zaire	10	19	29
48 European Communities	10	12	22
49 Norway	9	18	27
50 Czechoslovakia	8	28	36
51 Chile	8	24	32
52 Cuba	8	24	32
53 Tanzania	8	22	30
54 Malaysia	8	20	28
55 Venezuela	8	19	27
56 Haiti	8	16	24
57 Morocco	8	16	24
58 Singapore	8	16	24
59 Senegal	8	14	22
60 Tunisia	8	14	22
61 Turkey	7	24	31
62 Denmark	7	18	25
63 Saudi Arabia	7	18	25
64 New Zealand	7	15	22
65 Guatemala	7	11	18
66 OECD Paris	7	10	17
67 Ghana	6	25	31
68 Iraq	6	23	29
69 Ireland	6	17.5	23.5
70 Costa Rica	6	16	22
71 Cameroon	6	15	21
72 Hungary	5	20	25
73 Bangladesh	5	14	19
74 Guyana	5	12	17
75 Romania	4	20	24
76 Finland	4	19	23
77 Zambia	4	10	14
78 Sri Lanka	3	21	24
79 Ethiopia	3	12	15
80 Holy See	3	9	12

<u>COUNTRY UNIT</u>	<u>FY 1976/77</u>		
	<u>Program</u>	<u>Support</u>	<u>Total</u>
81 MBFR Vienna	3	5	8
82 UNESCO Paris	2	5	7
83 OAS Washington	2	4	6
TOTAL:	292	756	1,048
% of GLOBAL	19%	23%	21%
GLOBAL	1,532	3,352	4,884

Program/Support Staff Ratio 1:2.6

Global Program/Support Ratio 1:2.2

NOTE: *Source: ICER Manning Levels for FY 1976/77

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ANNEX K-1

March 1, 1977

CANADA'S MAJOR POSTS RANKED ACCORDING TO THE
NUMBER OF PROGRAM STAFF IN FY 1976/77

FY 1976/77 Staff

POST	Program		Support		Total	
	No.	%	No.	%	No.	%
1 London A	131	9%	312	9%	443	9%
2 Washington A	91	6	198	6	289	6
3 Paris A	64	4	135	4	199	4
4 Tokyo A	45	3	92	3	137	3
5 New York B	36	2	51	2	87	2
6 Bonn A	30	2	66	2	96	2
7 Rome A	28	2	67	2	95	2
8 New Delhi B	27	2	126	4	153	3
9 Hong Kong B	27	2	60	2	87	2
10 Brussels B	25	2	69	2	94	2
11 Mexico City B	22	1	33	1	55	1
12 Port of Spain C	21	1	41.5	1	62.5	1
13 Los Angeles C	21	1	28	1	49	1
14 Kingston C	20	1	37	1	57	1
15 Moscow A	19	1	61.5	2	80.5	2
16 Chicago N/A	18	1	25	1	43	1
17 The Hague B	17	1	36	1	53	1
18 Nairobi B	17	1	35	1	52	1
19 San Francisco C	17	1	24.5	1	41.5	1
20 Boston C	17	1	22	1	39	1
21 Belgrade B	16	1	40	1	56	1
22 Manila C	16	1	31	1	47	1
23 Tel Aviv B	16	1	30.5	1	46.5	1
24 Sydney B	16	1	20	1	36	1
25 Seattle B	16	1	18	1	34	1
26 North Atlantic Council A	15	1	33	1	48	1
27 Detroit C	15	1	17	1	32	1

TOTAL:	803	52%	1,709	51%	2,512	51%
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Global Total	1,532		3,352		4,884	
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Program/Support Staff Ratio 1:2.1

Global Program/Support Staff Ratio 1:2.2

A, B, C, D or E refers to the level of the Head of Post position (or, in some cases, the incumbent's level).

N/A - Not Available

ANNEX K-2

March 1, 1977

MODERATE-SIZED CANADIAN POSTS RANKED ACCORDING TO
THE NUMBER OF PROGRAM STAFF (10-14) IN FY 1976/77

FY 1976/77 Staff

POST	Program	Support	Total
28 Athens C	14	38	52
29 Beirut B	14	36.5	50.5
30 Vienna B	14	33.5	47.5
31 PERMISNY A	14	28	42
32 Abidjan B	14	26	40
33 Buenos Aires C	14	26	40
34 Bogota C	14	24	38
35 Islamabad B	13	64	77
36 Tehran B	13	27	40
37 Stockholm B	13	26	39
38 Seoul B	13	22	35
39 Atlanta B	13	16	29
40 Cairo B	12	41	53
41 Warsaw B	12	37	49
42 Lagos B	12	27	39
43 PERMISGVE A	12	28	40
44 Bridgetown C	12	20	32
45 Djakarta B	11	28	39
46 Madrid B	11	21	32
47 Cleveland C	11	10	21
48 Dallas C	11	10	21
49 Peking A	10	33	43
50 Lisbon C	10	29.5	39.5
51 Canberra B	10	25	35
52 Algiers B	10	23	33
53 Berne C	10	22	32
54 Lima C	10	22	32
55 Bangkok B	10	21	31
56 Kinshasa B	10	19	29
57 Milan C	10	15	25
58 Buffalo C	10	12	22
59 CANMISEUR A	10	12	22
60 Philadelphia C	10	10	20

TOTAL	387	832.5	1,219.5
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% OF GLOBAL	25%	25%	25%
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GLOBAL TOTAL	1,532	3,352	4,884
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Program/Support Staff Ratio 1:2.1

Global Program/Support Staff Ratio 1:2.2

ANNEX K-3

March 1, 1977

SMALL CANADIAN POSTS (5-9 PROGRAM STAFF)
RANKED BY THE NUMBER OF PROGRAM STAFF IN FY 1976/77

POST	FY 1976/77 Staff		
	Program	Support	Total
61 Brasilia B	9	19	28
62 Oslo C	9	18	27
63 Minneapolis C	9	9	18
64 Prague C	8	28	36
65 Havana B	8	24	32
66 Santiago C	8	24	32
67 Dar-es-Salaam C	8	22	30
68 Kuala Lumpur C	8	20	28
69 Caracas B	8	19	27
70 Port au Prince C	8	16	24
71 Rabat C	8	16	24
72 Singapore C	8	16	24
73 Dakar C	8	14	22
74 Tunis C	8	14	22
75 MTN DEL B	8	12	20
76 Ankara C	7	24	31
77 Copenhagen C	7	18	25
78 Jeddah B	7	18	25
79 Pretoria C	7	17	24
80 Wellington C	7	15	22
81 Guatemala City C	7	11	18
82 Sao Paulo C	7	11	18
83 Glasgow C	7	10.5	17.5
84 OECD DEL B	7	10	17
85 Accra C	6	25	31
86 Bagdad B	6	23	29
87 Dublin C	6	17.5	23.5
88 San José C	6	16	22
89 Yaounde C	6	15	21
90 Rio de Janeiro C	6	13	19
91 Hamburg C	6	9.0	15.0
92 Birmingham D	6	8	14
93 Manchester C	6	8	14
95 Budapest B	5	20	25
96 Dacca C	5	14	19
97 Marseille C	5	14	19
98 Georgetown C	5	12	17
99 Johannesburg C	5	9	14
100 Dusseldorf B	5	8	13
101 Koblenz N/A	5	5	10
TOTAL	281	630	911
% OF GLOBAL	18%	19%	19%
GLOBAL TOTAL	1,532	3,352	4,884
Program/Support Staff Ratio 1:2.2			
Global Program/Support Staff Ratio 1:2.2			

UNCLASSIFIED

ANNEX K-4

March 1, 1977

VERY SMALL CANADIAN POSTS (UNDER 5 PROGRAM STAFF)
RANKED IN ORDER OF PROGRAM STAFF IN FY 1976/77

POST	FY 1976/77 Staff		Total
	Program	Support	
102 Bucharest C	4	20	24
103 Helsinki C	4	19	23
104 Bordeaux C	4	12	16
105 Strasbourg C	4	10.5	14.5
106 Lusaka C	4	10	14
107 Stuttgart D	4	9	13
108 San Juan C	4	6	10
109 Colombo C	3	21	24
110 Addis Ababa C	3	12	15
111 Holy See C	3	9	12
112 Belfast D	3	5	8
113 MBFR Vienna C	3	5	8
114 Frankfurt D	3	3	6
115 Pittsburg E	3	2	5
116 Capetown N/A	2	7	9
117 New Orleans D	2	6	8
118 UNESCO DEL C	2	5	7
119 OASMIWASHDC C	2	4	6
120 Berlin D	1	5	6
121 Niamey D	1	4	5
122 Bamako D	1	3	4
123 Ouagadougou D	1	3	4
TOTAL	61	180.5	241.5
% OF GLOBAL	4%	5%	5%
GLOBAL TOTAL	1,532	3,352	4,884

Program/Support Staff Ratio 1:3.0

Global Program/Support Staff Ratio 1:2.2

ANNEX N

NUMBER OF PROGRAM STAFF ABROAD
BY DEPARTMENT OR AGENCY,
FY 1976/77

<u>Department of Agency</u>	<u>FY 1976/77 Number of Program Staff Abroad</u>
Agriculture Canada (AGR)	2
Canadian International Development Agency (CIDA)	51
External Affairs (EA)	571
Finance (FIN)	3
Health & Welfare Canada (HWC)	27
Industry Trade & Commerce (ITC)	481
Labour Canada (LAB)	3
Manpower & Immigration (M&I)	252
National Defence Department (DND)	90
Public Archives (PA)	4
Public Works (DPW)	9
Revenue Canada (RC)	16
Royal Canadian Mounted Police (RCMP)	48
Supply & Services Canada (SSC)	23
Transport Canada (TC)	2
TOTAL:	<u>1,532</u>

Source: FY 1976/77 ICER Manning level data

MAR 14 1977

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

12-3-USA

TO Distribution List/Liste de distribution

FROM PIN

REFERENCE
Référence

SUBJECT Inspection Tour No. 72
Sujet Service d'Inspection, Tournée No 72

UNCLASSIFIED

SECURITY NON CLASSIFIE
Sécurité

DATE March 11, 1977

NUMBER
Numéro

FILE	12-3-USA	DOSSIER
OTTAWA	1-8-2-TOUR-72	
MISSION		

ENCLOSURES
Annexes

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GWD

FAC
FAI
FPO
PPR
PSS
ICER ✓

The Inspection Service plans to carry out inspection visits to the following posts during April/May, 1977:

Cleveland
Philadelphia
Chicago
Detroit
Boston
Buffalo

Le service d'Inspection prévoit d'effectuer des visites d'inspection pendant les mois avril/mai, 1977 aux missions suivantes:

Cleveland
Philadelphie
Chicago
Detroit
Boston
Buffalo

2. I would appreciate your bringing to my attention, no later than April 8, 1977 any matters concerning the posts to be visited which you consider should be discussed with the Inspection Team prior to its departure or which should be specifically reviewed at the posts concerned. Nil returns, where these are in order, would also be appreciated.

2. Je vous saurais gré de me signaler, au plus tard le 8 avril, 1977 toute question relevant des missions susmentionnées que vous jugez devoir être examinée avec le groupe d'Inspection avant son départ ou faire l'objet d'une enquête expresse dans les missions concernées. J'apprécierais également des réponses négatives là où il y a lieu.

1/ Comments about usefulness of COI
2/ Send stats for GWD
3/

Inspection Service/le service d'Inspection



Industry, Trade
and Commerce

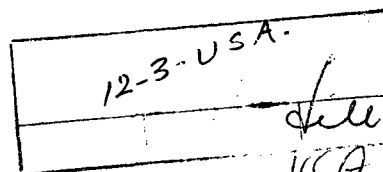
Industrie
et Commerce

Deputy Minister

Sous-ministre

NOT SEEN BY USSEA

FOR ACTION
CC: PMO, OT, PMA (PDM), CWP



DEC 76

Study

Mr. H. B. Robinson
Chairman
Interdepartmental Committee
on External Relations
Department of External Affairs
L. B. Pearson Building
125 Sussex Drive
Ottawa, Ontario
K1A 0G2

Sep 28/76 to Dec 15/76

Dear Mr. Robinson:

I refer to your letter of November 15, 1976, concerning the proposed ICER review of representation in the United States. I agree with the format which you have suggested for the review and wish to assure you that my Department is prepared to cooperate fully in this exercise. The preparation of an interdepartmentally agreed paper on Canadian objectives in the U.S.A. and the tasks assigned to achieve those objectives should enable the posts to provide us with a better measure of their requirements for resources in the U.S.A. for next year's Country Program Review meetings.

I would welcome your department coordinating the draft of the paper but would suggest that it might be worthwhile to have officials of my Department prepare the draft sections on the Trade and Industrial Development Program and the Tourism Program which could then be integrated into the paper as a whole.

Yours sincerely,

G. F. Osbaldeston



Deputy Minister
Manpower
and Immigration

Sous-ministre
Main-d'œuvre
et Immigration

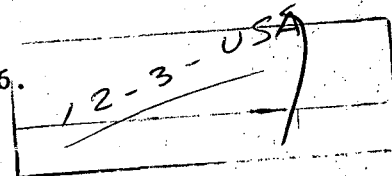
Lee
Study on USA

TO/A: *PDM*
ACTION COPY SENT TO:
L'ORIGINAL ENVOYE A:
POUR DONNER SUITE

cc: PDA, PDM, GWD
GWU

817-12-76

December 15, 1976.



Mr. H.B. Robinson,
Under-Secretary of State
for External Affairs,
Department of External Affairs,
Lester B. Pearson Building,
Block A 8-67A,
OTTAWA, Ontario.
K1A 0G2

Dear Mr. Robinson:

I agree that the review of our representation in the United States should commence with a paper on policy objectives, as suggested in your letter of November 15.

The Director, Western Hemisphere of the Foreign Service Region, Mr. R.A. Caldato will be responsible for our departmental participation in the study. I have asked him to establish contact with Mr. Sharpe and to ensure that we are represented in all phases of this exercise.

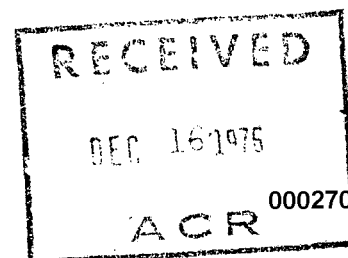
Yours sincerely,

A. E. Gotlieb

fr
A.E. Gotlieb

305 Rideau Street
Ottawa K1A 0J9

305, rue Rideau
Ottawa K1A 0J9



Clerk of the Privy Council and
Secretary to the Cabinet

Greffier du Conseil privé et
Secrétaire du cabinet

NOT SEEN BY USSEA

FOR ACTION
CC PDW, PDA, (PDH), GWT

15-17-76

December 14, 1976

USA Study

12-3-USA

A review of representation in the United States, first raised, as you mention, some months ago at the last ICER meeting is now timely given the increasing complexity of our bilateral relations with the USA. The course of action which you propose in your letter of November 15 strikes me as eminently sensible, and I agree with it. In the context of improving the effectiveness of the country programming system I find the idea of reviewing objectives regularly, not only for the USA but also for our other major partners, to have considerable merit.

My officials are, of course, willing to assist in any way possible in reaching interdepartmental agreement on the paper, and will be in touch with Mr. Sharpe.

Mr. H.B. Robinson
Chairman

Interdepartmental Committee on External Affairs
Department of External Affairs
Lester B Pearson Building
Ottawa, Ontario
K1A 0A6



Secretary of The Treasury Board Le Secrétaire du Conseil du Trésor

NOT SEEN BY USSEA

Lee

USA *Shetty* PDA (PDAI) PDA, G.W.?
December 2, 1976

FOR ACTION

B. E-12-76

12-3-05-A

Mr. H. Basil Robinson,
Chairman,
Interdepartmental Committee
on External Relations,
Ottawa, Ontario.
K1A OG2

Dear Mr. Robinson:

Thank you for your letter of November 15, 1976, concerning the proposal to review Canadian representation in the United States, which we discussed in general terms last spring. I am grateful for the opportunity to comment on the modus operandi of this important review.

I agree with your suggestion to begin by reviewing Canadian objectives and tasks in the U.S.A. It is only from such a fundamental reassessment that the level and distribution of resources could be discussed.

I have taken note of the consultative mechanisms you propose, but I wonder if a shorter time span would not be more appropriate. The proposed calendar would not allow the settlement of new resource levels until 1979-80. I would prefer to see the results of the study translated into the actual requirements sooner than that, if possible.

I would like to suggest that ICER consider this review as a special study, outside the normal schedule of events for the country program review. Such an approach would enable us more quickly to match the representation level to the assessed needs.

Yours sincerely,

G.F. Osbaldeston

G.F. Osbaldeston.

Ottawa, Ontario
K1A 0R5

000272

**Sous-ministre
Défense nationale**

CC PDM, POC, DEP, DER (PDM)

12-3-USA

December, 1976

6 Lee
USA Studies

Mr. H.B. Robinson,
Chairman, Interdepartmental Committee on
External Relations,
Lester B. Pearson Building,
125 Sussex Drive,
Ottawa, Ontario.
K1A 0G2

Dear Mr. Robinson:

I agree that the preparation of a paper on the Government's objectives and tasks with respect to the U.S.A. would provide a useful base from which to begin a review of the requirements of official Canadian representation in that country. Our relationship with the U.S.A. in many fields, and certainly in defence, cannot be viewed solely from a bilateral aspect but must also, I consider, be looked at in the context of our joint activities and interests in multilateral fields, particularly in NATO. We therefore agree that we must consider the global foreign policy objectives that are revised annually in the preparation of this paper and in subsequent discussion.

We will be pleased to receive a first draft of the paper on objectives and tasks in the U.S.A., which will be prepared in your department. The Director of Continental Policy at NDHQ, Colonel W.M. Marsh, will be responsible for coordinating DND input and consultation on the paper.

Yours truly,

E. R. Nixon
E. R. Nixon

12-3-USA
12-3-Los Angeles

NOV 26 1976

12-3-USA

Reference
- FA/PD MI
- file 12-3-NM
- file DND
- file SSC
- file one Recd

What is ICER view?

UNCLASSIFIED

FM EXTOTT GWU0490 NOV24/76

TO LNGLS

INFO WSHDC

DISTR AFF AFPC APO APR ICER

REF YOURTEL XOAG0332 NOV5

---LRPA BURBANK DETACHMENT

DEPT WROTE TO BRIGADIER GENERAL TS ALLAN OF DND ON NOV10/76 THAT
QUOTE IT IS THIS DEPTS VIEW THAT THE TYPE OF OPERATION CURRENTLY
BEING ESTABLISHED IN BURBANK IS NOT/NOT WITHIN THE FRAMEWORK OF
INTEGRATED FOREIGN SERVICE OPERATIONS ABOARD, BUT RATHER A SPECIFIC
PROJECT OPERATION AND WE WOULD SUGGEST THAT YOUR DEPT, IN CONSULTATION
WITH THE DEPT OF SUPPLY AND SERVICES, SHOULD UNDERTAKE THE NECESSARY
ARRANGEMENTS FOR THE RECRUITMENT AND ADMIN OF ANY LOCALLY-ENGAGED
SUPPORT STAFF YOU MAY REQUIRE IN BURBANK, ARRANGING FOR
APPROPRIATE BANKING FACILITIES ETC...THIS DEPT WOULD STILL BE
PREPARED TO PROVIDE ADVICE AND GUIDANCE IN CONNECTION WITH THE
APPLICATION AND ADMIN OF THE FOREIGN SERVICE DIRECTIVES AND
LOCALLY-ENGAGED STAFF REGS IN OTT. IN ADDITION WE WOULD ALSO CONSIDER
THE POSSIBILITY OF IDENTIFYING AN EXPERIENCED INDIVIDUAL FROM THIS
DEPT, WELL VERSED IN FOREIGN SERVICE ADMIN, WHO COULD BE SECONDED
TO YOUR DEPT FOR SERVICE IN BURBANK AGAINST REIMBURSEMENT OF
SALARY AND RELATED EXPENSES. PLEASE LET US KNOW IF YOU WISH THIS
POSSIBILITY EXAMINED FURTHER UNQUOTE.

...2

PAGE TWO GWU0490 UNCLAS

2. PLEASE TREAT SUPPORT STAFF MENTIONED IN PARA TWO OF YOUREFTEL IN THE NORMAL FASHION FOR THE SECURING OF A-2 VISAS BUT IN PUTTING FORWARD REQUEST IT SHOULD BE EMPHASIZED THAT INDIVIDUALS ARE NOT/NOT PART OF THE CONSULATE GENERALS STAFF.

UUU/194

NNNN

GWU/P. Somerville/6-6620/ac

FILE
GWP
CIRC
FAP
DIV
CSP
DIARY
ICER
PDMI

Lee
Study of Rep.
in USA.

OTTAWA, Ontario
K1A 0G2

November 15, 1976

Dear Mr. Pitfield,

During our meeting last spring to consider the report to Cabinet on post establishments and operations abroad, we discussed the need for a further review of representation in the United States. As you will recall, it was agreed that a thorough and broad based review would be undertaken of the requirements of representation in the U.S.A. which would concentrate on the extent, level and location of resources devoted to the achievement of the government tasks in the U.S.A.

A review such as this would provide us with an opportunity to refine further the way in which we allocate resources for foreign operations and thereby improve the effectiveness of the country program system. Thus far we have made some progress in streamlining this system to make it more cost effective and I hope that we shall see the benefits of these changes in the coming program review. There have also been interdepartmental discussions on ways and means to expand consideration in the review process of the policy aspects of foreign operations.

Therefore, with these considerations in mind, I would like to propose a format by which we might review resources in the U.S.A. I would suggest that we begin with an interdepartmentally agreed paper on Canadian objectives in the U.S.A. and tasks assigned to achieve these objectives. A similar concept was used in the Defence Structure Review. I should note that in 1972, objectives for posts in the U.S.A. were prepared as part of the country programming system. The U.S.A. Country Committee agreed in 1975 that the post objectives should be revised. This new paper would serve to update them and improve their usefulness to both headquarters and posts. We would, no doubt, want to consider as well the global foreign policy objectives that are revised annually in light of the Government's current priorities.

Mr. P. M. Pitfield,
Clerk of the Privy Council
and Secretary to the Cabinet,
Privy Council Office,
House of Commons,
OTTAWA, Ontario.

An interdepartmentally agreed paper on objectives and tasks in the U.S.A. would form the core of the Overview paper that would be sent out to posts in the U.S.A. in advance of the preparation of the next country program in the normal review cycle. This Overview paper could be discussed at the Heads of Post meeting planned for the autumn of 1977. Posts would be instructed to prepare their submission in light of the Overview paper and include an assessment of resource requirements. The U.S.A. country committee would then meet in a normal manner to review these programs and the extent, level and location of resources in the U.S.A. The Chairman of the U.S.A. country committee would submit an interdepartmentally agreed report to the ICER with appropriate recommendations.

If you agree to the above, I would be prepared to have a first draft of the paper on objectives and tasks in the U.S.A. prepared by a senior official in my department who has had extensive experience in Canada/U.S.A relations. I anticipate that it could be available for interdepartmental consideration by the end of December. The Director of U.S.A. Division in my department, Mr. John Sharpe, would be responsible for co-ordinating the interdepartmental consultation on this paper.

I should be grateful for your views on the above proposal.

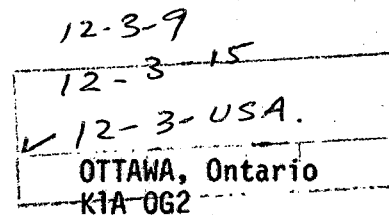
Yours sincerely,



H.B. Robinson,
Chairman.

GWU/P. Somerville/6-6620/ac

FILE
CIRC
DIV
DIARY
PIMI
GWP
FAP
CSP
ICER/



November 15, 1976

Dear Mr. Nixon,

During our meeting last spring to consider the report to Cabinet on post establishments and operations abroad, we discussed the need for a further review of representation in the United States. As you will recall, it was agreed that a thorough and broad based review would be undertaken of the requirements of representation in the U.S.A. which would concentrate on the extent, level and location of resources devoted to the achievement of the government tasks in the U.S.A.

A review such as this would provide us with an opportunity to refine further the way in which we allocate resources for foreign operations and thereby improve the effectiveness of the country program system. Thus far we have made some progress in streamlining this system to make it more cost effective and I hope that we shall see the benefits of these changes in the coming program review. There have also been interdepartmental discussions on ways and means to expand consideration in the review process of the policy aspects of foreign operations.

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Mr. C. R. Nixon,
Deputy Minister,
Department of National Defence,
101 Colonel By Drive,
OTTAWA, Ontario K1A 0K2

An interdepartmentally agreed paper on objectives and tasks in the U.S.A. would form the core of the Overview paper that would be sent out to posts in the U.S.A. in advance of the preparation of the next country program in the normal review cycle. This Overview paper could be discussed at the Heads of Post meeting planned for the autumn of 1977. Posts would be instructed to prepare their submission in light of the Overview paper and include an assessment of resource requirements. The U.S.A. country committee would then meet in a normal manner to review these programs and the extent, level and location of resources in the U.S.A. The Chairman of the U.S.A. country committee would submit an interdepartmentally agreed report to the ICER with appropriate recommendations.

If you agree to the above, I would be prepared to have a first draft of the paper on objectives and tasks in the U.S.A. prepared by a senior official in my department who has had extensive experience in Canada/U.S.A. relations. I anticipate that it could be available for interdepartmental consideration by the end of December. The Director of U.S.A. Division in my department, Mr. John Sharpe, would be responsible for co-ordinating the interdepartmental consultation on this paper.

I should be grateful for your views on the above proposal.

Yours sincerely,

H.B. Robinson,
Chairman.

GWU/P. Somerville/6-5620/ac

GWP
FAP
CSP
ICER

CIRC
DIV
DIARY
PDMI

OTTAWA, Ontario
K1A 0G2

November 15, 1976

Dear Mr. Osbaldeston,

During our meeting last spring to consider the report to Cabinet on post establishments and operations abroad, we discussed the need for a further review of representation in the United States. As you will recall, it was agreed that a thorough and broad based review would be undertaken of the requirements of representation in the U.S.A. which would concentrate on the extent, level and location of resources devoted to the achievement of the government tasks in the U.S.A.

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Therefore, with these considerations in mind, I would like to propose a format by which we might review resources in the U.S.A. I would suggest that we begin with an interdepartmentally agreed paper on Canadian objectives in the U.S.A. and tasks assigned to achieve these objectives. A similar concept was used in the Defence Structure Review. I should note that in 1972, objectives for posts in the U.S.A. were prepared as part of the country programming system. The U.S.A. Country Committee agreed in 1975 that the post objectives should be revised. This new paper would serve to update them and improve their usefulness to both headquarters and posts. We would, no doubt, want to consider as well the global foreign policy objectives that are revised annually in light of the Government's current priorities.

Mr. G. F. Osbaldeston,
Secretary,
Office of the Secretary,
Treasury Board,
Place Bell Canada,
OTTAWA, Ontario K1A 0R5

...2

000280

An interdepartmentally agreed paper on objectives and tasks in the U.S.A. would form the core of the Overview paper that would be sent out to posts in the U.S.A. in advance of the preparation of the next country program in the normal review cycle. This Overview paper could be discussed at the Heads of Post meeting planned for the autumn of 1977. Posts would be instructed to prepare their submission in light of the Overview paper and include an assessment of resource requirements. The U.S.A. country committee would then meet in a normal manner to review these programs and the extent, level and location of resources in the U.S.A. The Chairman of the U.S.A. country committee would submit an interdepartmentally agreed report to the ICER with appropriate recommendations.

If you agree to the above, I would be prepared to have a first draft of the paper on objectives and tasks in the U.S.A. prepared by a senior official in my department who has had extensive experience in Canada/U.S.A relations. I anticipate that it could be available for interdepartmental consideration by the end of December. The Director of U.S.A. Division in my department, Mr. John Sharpe, would be responsible for co-ordinating the interdepartmental consultation on this paper.

I should be grateful for your views on the above proposal.

Yours sincerely,



H.B. Robinson,
Chairman.

GWU/P. Somerville/8-6620/ac

FILE
CIRC
DIV
DIARY
PDI ✓
GWP
FAP
CSP
ICER

12-3-USA

OTTAWA, Ontario
K1A 0G2

November 15, 1976

Dear Mr. Gotlieb,

During our meeting last spring to consider the report to Cabinet on post establishments and operations abroad, we discussed the need for a further review of representation in the United States. As you will recall, it was agreed that a thorough and broad based review would be undertaken of the requirements of representation in the U.S.A. which would concentrate on the extent, level and location of resources devoted to the achievement of the government tasks in the U.S.A.

A review such as this would provide us with an opportunity to refine further the way in which we allocate resources for foreign operations and thereby improve the effectiveness of the country program system. Thus far we have made some progress in streamlining this system to make it more cost effective and I hope that we shall see the benefits of these changes in the coming program review. There have also been interdepartmental discussions on ways and means to expand consideration in the review process of the policy aspects of foreign operations.

Therefore, with these considerations in mind, I would like to propose a format by which we might review resources in the U.S.A. I would suggest that we begin with an interdepartmentally agreed paper on Canadian objectives in the U.S.A. and tasks assigned to achieve these objectives. A similar concept was used in the Defence Structure Review. I should note that in 1972, objectives for posts in the U.S.A. were prepared as part of the country programming system. The U.S.A. Country Committee agreed in 1975 that the post objectives should be revised. This new paper would serve to update them and improve their usefulness to both headquarters and posts. We would, no doubt, want to consider as well the global foreign policy objectives that are revised annually in light of the Government's current priorities.

Mr. A. E. Gotlieb,
Deputy Minister,
Department of Manpower
and Immigration,
E.A. Bourque Memorial Building,
305 Rideau Street,
OTTAWA, Ontario K1A 0J9

...2

000282

An interdepartmentally agreed paper on objectives and tasks in the U.S.A. would form the core of the Overview paper that would be sent out to posts in the U.S.A. in advance of the preparation of the next country program in the normal review cycle. This Overview paper could be discussed at the Heads of Post meeting planned for the autumn of 1977. Posts would be instructed to prepare their submission in light of the Overview paper and include an assessment of resource requirements. The U.S.A. country committee would then meet in a normal manner to review these programs and the extent, level and location of resources in the U.S.A. The Chairman of the U.S.A. country committee would submit an interdepartmentally agreed report to the ICER with appropriate recommendations.

If you agree to the above, I would be prepared to have a first draft of the paper on objectives and tasks in the U.S.A. prepared by a senior official in my department who has had extensive experience in Canada/U.S.A relations. I anticipate that it could be available for interdepartmental consideration by the end of December. The Director of U.S.A. Division in my department, Mr. John Sharpe, would be responsible for co-ordinating the interdepartmental consultation on this paper.

I should be grateful for your views on the above proposal.

Yours sincerely,



H.B. Robinson,
Chairman.

FILE
 CIRC
 DIV
 DIARY
 PDMI ✓
 GWP
 FAP
 CSP
 ICER

12-3-USA

OTTAWA, Ontario
 KIA OG2

November 15, 1976

Dear Mr. Stoner,

During our meeting last spring to consider the report to Cabinet on post establishments and operations abroad, we discussed the need for a further review of representation in the United States. As you will recall, it was agreed that a thorough and broad based review would be undertaken of the requirements of representation in the U.S.A. which would concentrate on the extent, level and location of resources devoted to the achievement of the government tasks in the U.S.A.

A review such as this would provide us with an opportunity to refine further the way in which we allocate resources for foreign operations and thereby improve the effectiveness of the country program system. Thus far we have made some progress in streamlining this system to make it more cost effective and I hope that we shall see the benefits of these changes in the coming program review. There have also been interdepartmental discussions on ways and means to expand consideration in the review process of the policy aspects of foreign operations.

Therefore, with these considerations in mind, I would like to propose a format by which we might review resources in the U.S.A. I would suggest that we begin with an interdepartmentally agreed paper on Canadian objectives in the U.S.A. and tasks assigned to achieve these objectives. A similar concept was used in the Defence Structure Review. I should note that in 1972, objectives for posts in the U.S.A. were prepared as part of the country programming system. The U.S.A. Country Committee agreed in 1975 that the post objectives should be revised. This new paper would serve to update them and improve their usefulness to both headquarters and posts. We would, no doubt, want to consider as well the global foreign policy objectives that are revised annually in light of the Government's current priorities.

Mr. O. G. Stoner,
 Deputy Minister,
 Department of Industry, Trade
 and Commerce,
 Place de Ville,
 112 Kent Street,
 OTTAWA, Ontario KIA OH5

...2


- 2 -

An interdepartmentally agreed paper on objectives and tasks in the U.S.A. would form the core of the Overview paper that would be sent out to posts in the U.S.A. in advance of the preparation of the next country program in the normal review cycle. This Overview paper could be discussed at the Heads of Post meeting planned for the autumn of 1977. Posts would be instructed to prepare their submission in light of the Overview paper and include an assessment of resource requirements. The U.S.A. country committee would then meet in a normal manner to review these programs and the extent, level and location of resources in the U.S.A. The Chairman of the U.S.A. country committee would submit an interdepartmentally agreed report to the ICER with appropriate recommendations.

If you agree to the above, I would be prepared to have a first draft of the paper on objectives and tasks in the U.S.A. prepared by a senior official in my department who has had extensive experience in Canada/U.S.A. relations. I anticipate that it could be available for interdepartmental consideration by the end of December. The Director of U.S.A. Division in my department, Mr. John Sharpe, would be responsible for co-ordinating the interdepartmental consultation on this paper.

I should be grateful for your views on the above proposal.

Yours sincerely,


H.B. Robinson,
Chairman.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
A GWU

FROM FAP
De

REFERENCE Your memorandum dated 8th November
Référence

SUBJECT Review of Canadian Representation in the
Sujet United States

SECURITY
Sécurité CONFIDENTIAL

DATE November 15, 1976

NUMBER
Numéro

FILE	DOSSIER
OTTAWA	12-3-USA
MISSION	

ENCLOSURES
Annexes

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MIN/Shortliffe

FAI
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FAH
FAPD

I met Senator van Roggen at the meeting on Canada-United States Relations organized by the Conference Board in Canada on 9th November and he mentioned that he had it in mind to ask the SSEA to appear before his Standing Committee on Foreign Affairs. The objective would be to find out what the Department's reaction, and response, might be to the various recommendations contained in Volume 1 of the Committee's Report on Canada-United States Relations.

2. Senator van Roggen was one of the panelists on "Communications and the Two Societies" at the Conference Board seminar and he read into the record a number of his Committee's recommendations, including the one about giving "the highest possible priority to (the Government's) information, cultural and academic relations programmes in the United States".

3. The Senator is clearly going to pursue this matter, and as well the question of a "more vigorous government information programme with the Congress" in the months ahead and I would like to reiterate the point I made by memorandum dated October 25, 1976, that the review of our representation in the United States provide the means of answering the Senate proposal for "a departmental task force to assess the financial requirements and to decide how best to strengthen the (public affairs) programmes."

Patrick Reid
Director General
Bureau of Public Affairs

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

CONFIDENTIAL

SECURITY PERSONNEL INFORMATION
Sécurité

DATE November 9, 1976

NUMBER 1889
Numéro

FILE	12-3-USA	DOSSIER
OTTAWA	22-6-8	
	3-7-ITC-1	
MISSION	22-6-1	

TO THE UNDER-SECRETARY OF STATE FOR EXTERNAL AFFAIRS,
A OTTAWA (APO)

FROM THE CANADIAN EMBASSY, WASHINGTON
De

REFERENCE Your letter No. APO-3303 of August 5, 1976
Référence

SUBJECT Status of Reclassified IDPB Officers in the United
Sujet States Working outside Consular Offices

ENCLOSURES
Annexes

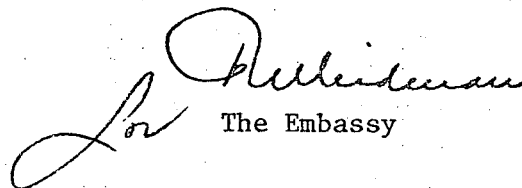
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Boston
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Mr. Halliday
Mr. Bond
Mr. McKinney
PDMI
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GWU

We attach a copy of the Department of State's Note of November 3 in which they inform us that they are unable to permit the reclassified IDPB officers to enjoy consular status while they are working outside our consular offices. The Note did not come as a surprise since in a recent conversation, the Assistant Chief of Protocol for Special Protocol Services indicated that the competent authorities within the U.S.A. Government were not receptive to our idea.

2. Unless we hear from you to the contrary, we shall, regretfully, close our file on this matter.


The Embassy

The Department of State refers to note No. 66, dated February 2, 1976, from the Embassy of Canada, and to the communication dated September 1, 1976, from Mr. Weidman of the Embassy, requesting that consular recognition be granted to certain officers of the Canadian Trade Commissioner Service who are stationed at United States military bases, and that their offices at these bases be regarded as forming part of existing consular posts, within the meaning of Article 4(5) of the Vienna Convention on Consular Relations.

The Department of State has given careful consideration to this matter and has determined that it would not be appropriate to permit branch consular offices, with attendant privileges and immunities, to be opened at military installations. Furthermore, the Department believes that such authorization would set an undesirable precedent.

It is regretted that it is not possible to comply with the Embassy's request in this instance.

Department of State, November 3, 1976
Washington,

HR

GWU/P.R.L. Somerville/6-6620/ac

EXTERNAL AFFAIRS



AFFAIRES EXTERIEURES

File 12-3-USA
(P's make new file on Review of Rep in USA)

SECURITY
Sécurité

CONFIDENTIAL

DATE November 8, 1976

NUMBER
Numéro

TO
À

PDM (through PDA)

FROM
De

GWU

REFERENCE
Référence

Your memoranda of June 24 and August 19 and our memorandum of September 28, 1976

SUBJECT
Sujet

Review of Canadian Representation in the United States

FILE	DOSSIER
OTTAWA	
12-3-USA	
MISSION	

ENCLOSURES
Annexes

DISTRIBUTION

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PDMI /
MIN/
Shortliffe

As a result of discussions subsequent to our memorandum of September 28, 1976, we have revised our proposal for the review of Canadian representation in the United States. The thrust of the suggestion outlined below was approved by GWP before he went on leave and has been discussed with Mr. Shortliffe.

2. As you know, there are a variety of alternative approaches that we might take to this review. However, central to any approach is the requirement, imposed on us by the decision of Cabinet, to review the extent, level and location of Canadian Government resources in the U.S.A. In these circumstances, we see considerable advantage in linking this review to the country programme exercise as the principal interdepartmental structure under the chairmanship of this department. The U.S.A. country committee in its work examines, and would examine, the same material as any special study group established to look at resource deployment in the U.S.A. As a first step, therefore, we recommend as much integration of this study with the country programme review exercise as is possible. We believe this approach has the advantages of reinforcing the country programme review system and External's role within it, of offering some opportunity to the department and to the government in terms of greater rationalization in resource deployment, and at the same time minimizing the potential for interdepartmental conflict.

3. However, we think there would be advantages in adding to the capacity of the country programme review system before another review of resource deployment is carried out. To this end, we would propose that a special effort be mounted that would permit us to develop a standard against which we could judge the extent, level and location of resources in the United States. We have in mind a paper which would outline Canadian objectives in the U.S.A. and tasks that must be performed to achieve these objectives. The concept of objectives and tasks, as you know, was used with considerable success in the Defence Structure Review. While it is

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obviously easier to develop tasks for a unit such as the Armed Forces, we should be able to adapt the concept to foreign operations.

4. With respect to objectives, PAG has been preparing global foreign policy objectives each year and these have been accepted as part of the country programme review. In addition, objectives for posts in the U.S.A. (as well as for other posts) were prepared in 1972 as part of the country programme system. In 1975, the country programme review agreed that objectives for the U.S.A. posts should be revised. These objectives and tasks would have to be developed on both a national basis and on a regional basis in order that they can be related to posts.

5. Thus we have considerable material upon which we can draw to prepare updated objectives for the U.S.A. Also, any new study can be linked with the 1975 country programme review decision and thus with the existing country programme system. In our view, this approach — i.e. detailed determination on an interdepartmental basis of objectives and tasks, followed by interdepartmental review of resource deployment — would meet the requirement of Cabinet and the thrust of your discussion with your ICER colleagues last spring.

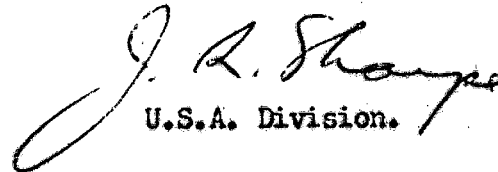
6. The first draft of a paper on Canadian objectives and tasks in the U.S.A. could be prepared initially in this department by Mr. Shortliffe and GWU. This paper would not be regarded as definitive but as a beginning point for interdepartmental consideration. Such consideration would involve not only consultation among departments concerned in Ottawa but also with our Heads of Post in the United States. After interdepartmental approval is received for a paper on objectives and tasks (which would undoubtedly be the product of several revisions), the paper would become the core of the overview paper for the U.S.A. that GWU would send to posts in the United States in advance of the next country programme review. It would also be circulated in advance of the next planned Heads of Post meeting now tentatively scheduled for the autumn of 1977. The normal country programme review process would then be instituted and the subsequent interdepartmental review of submissions from posts in the U.S.A. would be carried out against the objectives and tasks paper. Following this review, a report would be prepared for ICER on the extent, level and location of resources in the U.S.A. and this report would contain recommendations for future action. Probably such an approach could be worked most easily into the normal country programme cycle. However, as work on this project develops during the winter, we might wish to retain the capacity to adjust the scheduling of the country programme review process to ensure that momentum is maintained. On the other hand we shall have to bear in mind that the process could not be re-scheduled on short notice without creating serious difficulties for the posts.

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7. We would envisage that G&U be responsible for the preparation and circulation of the draft paper on objectives and tasks, co-ordinating the interdepartmental consultations through the U.S.A. country committee, preparing and circulating the overview paper and obtaining interdepartmental approval, and forwarding the document to posts. In view of the timeframe for the normal cycle, and based on an assessment of past experience with respect to the process of interdepartmental consultation, we see no serious difficulties for the Division's workload in this approach and, therefore, do not recommend that a special study group be established.

— 8. If you agree with this approach, attached for your approval is a draft letter to your ICER colleagues proposing a review along the lines described above.


U.S.A. Division.

DRAFT LETTER

OTTAWA, Ontario
K1A 0G2

November 8, 1976

Dear _____,

During our meeting last spring to consider the report to Cabinet on post establishments and operations abroad, we discussed the need for a further review of representation in the United States. As you will recall, it was agreed that a thorough and broad based review would be undertaken of the requirements of representation in the U.S.A. which would concentrate on the extent, level and location of resources devoted to the achievement of the government tasks in the U.S.A.

A review such as this would provide us with an opportunity to refine further the way in which we allocate resources for foreign operations and thereby improve the effectiveness of the country program system. Thus far we have made some progress in streamlining this system to make it more cost effective and I hope that we shall see the benefits of these changes in the coming program review. There have also been interdepartmental discussions on ways and means to expand consideration in the review process of the policy aspects of foreign operations.

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Therefore, with these considerations in mind, I would like to propose a format by which we might review resources in the U.S.A. I would suggest that we begin with an interdepartmentally agreed paper on Canadian objectives in the U.S.A. and tasks assigned to achieve these objectives. A similar concept was used in the Defence Structure Review. I should note that in 1972, objectives for posts in the U.S.A. were prepared as part of the country programming system. The U.S.A. Country Committee agreed in 1975 that the post objectives should be revised. This new paper would serve to update them and improve their usefulness to both headquarters and posts. We would, no doubt, want to consider as well the global foreign policy objectives that are revised annually in light of the Government's current priorities.

An interdepartmentally agreed paper on objectives and tasks in the U.S.A. would form the core of the Overview paper that would be sent out to posts in the U.S.A. in advance of the preparation of the next country program in the normal review cycle. This Overview paper could be discussed at the Heads of Post meeting planned for the autumn of 1977. Posts would be instructed to prepare their submission in light of the Overview paper and include an assessment of resource requirements. The U.S.A. country committee would then meet in a normal manner to review these programs and the extent, level and location of resources in the U.S.A. The Chairman of the U.S.A. country committee would submit an interdepartmentally agreed report to the ICER with appropriate recommendations.

If you agree to the above, I would be prepared to have a first draft of the paper on objectives and tasks in the U.S.A. prepared by a senior official in my department who has had extensive experience in Canada/U.S.A. relations. I anticipate that it could be available

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- 3 -

for interdepartmental consideration by the end of December. The Director of U.S.A. Division in my department, Mr. John Sharpe, would be responsible for co-ordinating the interdepartmental consultation on this paper.

I should be grateful for your views on the above proposal.

Yours sincerely,

H. B. Robinson.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

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12-3-USA

TO
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PDM

SECURITY
Sécurité

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FROM
De

GWU

DATE

September 23, 1976

REFERENCE
Référence

Your Memoranda of June 24, 1976 and August 19, 1976

NUMBER
Numéro

SUBJECT
Sujet

Review of Requirements for Canadian Representation
in the U.S.A.

FILE	DOSSIER
OTTAWA	
12-3-USA	
MISSION	

ENCLOSURES
Annexes

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Purpose of Study

It is our understanding that the idea for this review of requirements for Canadian representation in the U.S.A. originated in discussions within the ICER as a result of some uncertainty as to whether resources in the U.S.A. were adequate. This is not intended to be a proposal for a fundamental review of our relations with the U.S.A. nor an examination of the legitimacy of program activities at posts in the U.S.A. Last year's Country Program review and reduction exercise resulted in a very close examination of resources at posts in the U.S.A. required to carry out approved programmes. Those that remain now at posts after completion of the reductions exercise have been deemed by interdepartmental consensus to be essential for the conduct of programmes at posts. There are, however, a number of areas that could profitably be examined in this new study, e.g. location of posts; level of posts (consulate general vs. consulate); territorial jurisdiction.

Departmental Interests

/posts

From our perspective, this new review offers an opportunity to try to deal with some of the anomalies with respect to the way we operate posts in the U.S.A. These reflect the way/were opened in the U.S.A. in the past. For example, the Embassy and the eight Consulates General have Heads of Posts positions administered by this department. There is some uncertainty about the positions in Atlanta, Seattle and Chicago and this should be examined by the study.

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- 2 -

On the other hand, the Heads of the seven Consulates are appointed by ITC without consultation with the department. Yet we expect these seven Heads to take the same responsibility for running their posts as the Consuls General. As we assign more resources to these Consulates, these seven Heads come to have growing importance for us and we should, therefore, try to regularize the situation with respect to them in order to have at least some influence in their appointment. We can expect ITC to resist this very strongly and we may have to be prepared to offer them certain assurances regarding the staffing of these positions and others in the U.S.A.

This study should also offer us an opportunity to solidify the interests we have in general relations and public affairs activities at all posts in the U.S.A. but particularly in the consular posts. In the past five years, we have deployed more resources into posts in the U.S.A. for these programs and increased the tasks assigned to them. This review may permit us as well to identify future requirements for resources for these activities. This opportunity, of course, would also apply to other departments. We should expect MANDI to try to use this study to press for more resources. ITC on the other hand will likely adopt a holding position.

We should also be able in this review to examine whether the present locations of the fifteen consular posts are the most appropriate for what we are trying to achieve. The consolidation of posts is obviously something that should be carefully considered. For example, we have had doubts for sometime about the value of such posts as Cleveland, and Philadelphia, given the proximity of other consular posts in these areas. We have also been considering the possibility of upgrading posts, particularly Dallas and Detroit. ITC at the working level has always strongly opposed this as it would remove these posts from their "control".

Possible Terms of Reference

We have had some difficulty in understanding precisely what was meant by the word "tasks" in the Cabinet memorandum and in your memorandum of August 19. On the assumption that these are not the same as "programmes", and are different from "activities" within programmes, the study group will likely have to identify the tasks expected to be carried out at each post in order to use these as a standard for assessing resources in the U.S.A. We would assume that tasks at posts are designed to carry out these programs. We would also assume that there would be no fundamental questioning of the legitimacy of these programs. In our view, it would be important to look at these tasks on a national and regional basis if we are to achieve any rationalization in the present deployment of resources.

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With the above thoughts in mind we have developed possible terms of reference for the study group as follows:

In order to advise the ICER as to whether the extent, level, and location of resources is adequate to permit currently approved tasks to be carried out by posts in the U.S.A., the study group is:

- a) to be composed of the following members: Chairman (External Affairs); FAP; GWU; ITC; ITC/CGOT; MANDI; DND; Treasury Board; PCO.
- b) to review the existing manpower and financial resources for operations in the U.S.A. to determine on a national basis if they are adequate to carry out the tasks.
- c) to review the location of these resources to determine if they are deployed in those centres of the U.S.A. from which the tasks can be most effectively and most efficiently carried out and to make recommendations on possible re-location, consolidation or redeployment of these resources, and on territorial jurisdictions.
- d) to review the designation of posts in the U.S.A. and to recommend any appropriate changes.
- e) to report to the Chairman of ICER by December 31.

Work Program

We would see the study group as composed of senior representatives of interested departments (e.g. Director/Director General level) who are responsible for and knowledgeable about their respective department's resources and programs in the U.S.A. The study group would have to identify the work to be done in order to prepare the final report and should be supported by a small inter-departmental working group of representatives of External Affairs, Industry, Trade and Commerce and Manpower and Immigration. It is possible that the working group may be required to travel to posts, and additional funds would have to be provided. This Bureau's budget would not be able to absorb these unanticipated costs.

It is essential that the study group be chaired by a representative of this department and preferably a person who has some knowledge of our operations in the U.S.A. We would propose that GWP be considered. Other participants from this department on the study group would be the Director of GWU and the Director General of the Bureau of Public Affairs. In addition, we would

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propose that there also be representation of departments with significant resources in the U.S.A.: ITC; ITC/CGOT; MANDI; DND, and the two central agencies: Treasury Board and PCO. In order to avoid an unwieldy group, we would not propose to include National Revenue, DSS, RCMP, and Labour. The study group would have to arrange to consult these and other departments (e.g. Finance, DOE, EMR) before sending its final report to the ICER.

We would envisage the study group's pattern of work to be along the following lines:

1. meet to determine work program and give instructions to the working group. These instructions would cover such things as the identification of tasks, the amassing of basic information and data, and the identification of questions to be covered in the final report. (We might consider proposing these in the letter to your ICER colleagues at the same time as the terms of reference. A list of possible questions to be answered is attached.)
2. working group proceeds to carry out work program and prepare a draft report for consideration of study group.
3. study group meets to consider and approve draft report.
4. report submitted to you as Chairman of ICER.

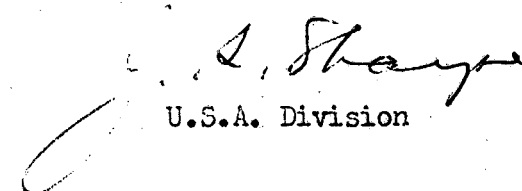
The interdepartmental working group should be headed by someone from this department who is knowledgeable about the U.S.A., able to direct the work to prepare the report and able to work full time on it for the period required. If this group were staffed with appropriate representatives of each department, it could carry out much of the interdepartmental consultation necessary to prepare the report, thereby reducing the time required for this review. It seems clear that this review will also have an impact on the day to day workload of GWU. I am concerned that we not render GWU incapable of responding to the other important requirements in Canada-U.S. relations. Therefore, it would be helpful if the head of the working group not come from GWU, but he would of course be supported by GWU. Perhaps we could discuss this.

Assuming that we are able to structure the study group and the working group along the lines set out above, it should not take long to prepare a report once the study group has identified and agreed upon the questions it is to answer. The working group could carry out the bulk of interdepartmental consultations

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required to produce the report. If we are unable to find someone senior enough to lead the working group, the study group will have to rely more heavily on GWU to do staff work and carry out inter-departmental consultations at the appropriate level. As well, the Chairman of the study group would have to become more involved in these consultations. It would likely take longer to complete the review, because day-to-day requirements in the division and the bureau may complicate the pattern of work.


U.S.A. Division

Annex

Questions To Be Answered by Review

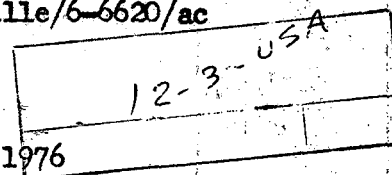
1. What are the tasks that are to be carried out at posts in the U.S.A.?
2. Are there adequate financial and human resources at posts in order to carry out these tasks? Can these tasks be done with less resources? Are more required?
3. Are the posts located at the most appropriate centres in the U.S.A. to carry out the tasks?
4. Could the tasks be carried out more efficiently by consolidating any posts?
5. Are there centres in the U.S.A. where new posts might be required in order to carry out tasks?
6. Are the existing territorial jurisdiction for posts the most logical and effective in order to carry out the tasks?
7. Are the posts at the appropriate level?

DRAFT

GWU/P. Somerville/6-6620/ac

SECRET

September 21, 1976



TO: PDM
FROM: GWU
DIST: PDA, PDMI, GWP, FAP, APP, CSP
REF: Your Memoranda of June 24, 1976 and August 19, 1976
SUBJECT: Review of Requirements for Canadian Representation
in the U.S.A.

Purpose of Study

It is our understanding that the idea for this review of requirements for Canadian representation in the U.S.A. originated in discussions within the ICER as a result of some uncertainty as to whether resources in the U.S.A. were adequate. This is not intended to be a proposal for a fundamental review of our relations with the U.S.A. nor an examination of the legitimacy of program activities at posts in the U.S.A. Last year's Country Program review and reduction exercise resulted in a very close examination of resources at posts in the U.S.A. required to carry out approved programmes. Those that remain now at posts after completion of the reductions exercise have been deemed by interdepartmental consensus to be essential for the conduct of programs at posts. There are however a number of areas that could profitably be examined in this new study, e.g. location of posts; levels of posts (consulate general vs. consulate).

Departmental Interests

From our perspective, this new review offers an opportunity to try to deal with some of the anomalies with respect to the way we operate posts in the U.S.A. These reflect the way

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- 2 -

posts were opened in the U.S.A. in the past. For example, the Embassy and the eight Consulates General have Heads of Posts positions administered by this department. There is some uncertainty about the positions in Atlanta, Seattle and Chicago and this should be examined by the study. On the other hand, the heads of the seven Consulates are appointed by ITC without consultation with the department. Yet we expect these seven heads to take the same responsibility for running their posts as the Consuls' General. As we assign more resources to these Consulates, these seven Heads come to have growing importance for us and we should, therefore, try to regularize the situation with respect to them in order to have at least some influence in their appointment. We can expect ITC to resist this very strongly and we may have to be prepared to offer them certain assurances in other areas beyond merely saying that we would have no intention of staffing these positions ourselves.

This study should also offer us an opportunity to solidify the interests we have in general relations and public affairs activities at all posts in the U.S.A. but particularly in the consular posts. In the past five years, we have deployed more resources into posts in the U.S.A. for these programs and increased the tasks assigned to them. This review may permit us as well to identify future requirements for resources for these activities. This opportunity, of course, would also apply to other departments. We should expect MANDI to try to use this study to press for more resources. ITC on the other hand will likely adopt a holding position.

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We should also be able in this review to examine whether the present locations of the fifteen consular posts are the most appropriate for what we are trying to achieve. The consolidation of posts is obviously something that should be carefully considered. For example, we have had doubts for sometime about the value of such posts as Cleveland and Philadelphia, given the proximity of other consular posts in these areas. We have also been considering for sometime the possibility of upgrading posts, particularly Dallas and Detroit. ITC at the working level has always strongly opposed this as it would remove these posts from their "control".

Possible Terms of Reference

We have had some difficulty in understanding precisely what was meant by the word "tasks" in the Cabinet memorandum and in your memorandum of August 19. On the assumption that these are not the same as "programs", the study group will likely have to identify the tasks assigned to each post in order to use these as a standard for assessing resources in the U.S.A. We would assume that tasks at posts are designed to carry out these programs. We would also assume that there would be no fundamental questioning of the legitimacy of these programs. In our view, it would be important to look at these tasks on a national basis if we are to achieve any rationalization in the present deployment of resources.

With the above thoughts in mind we have developed possible terms of reference for the study group as follows:

In order to advise the ICER as to whether the extent, level, and location of resources is adequate to permit currently approved tasks to be carried out by posts in the U.S.A.

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The study group is:

- a) to review the existing manpower and financial resources for operations in the U.S.A. to determine on a national basis if they are adequate to carry out the tasks.
- b) to review the location of these resources to determine if they are deployed in those centres from which the tasks can be most effectively and most efficiently carried out and to make recommendations on possible re-location, consolidation or redeployment of these resources.
- c) to review the designation of posts in the U.S.A. and to recommend any appropriate changes.
- d) to report to the Chairman of ICER by December 31.
- e) to be composed of the following members: External Affairs, Chairman; FAP; GWU; ITC/TCS; ITC/OGOT; MANDI; DND; Treasury Board; PCO.

Work Program

We would see the study group as composed of senior representatives of interested departments (e.g. Director/*DIRECTOR* General level) who are responsible for and knowledgeable about their respective departments' resources and programs in the U.S.A. The study group would have to identify the work to be done in order to prepare the final report and should be supported by a small interdepartmental working group of representatives of External Affairs, Industry, Trade and Commerce and Manpower and Immigration.

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We would envisage the study group's pattern of work to be something along the following lines:

1. meet to determine work program and give instructions to the working group. These instructions would cover such things as the identification of tasks, the amassing of basic information and data, and the identification of elements to be covered in the final report. (Third week of October)
2. working group proceeds to carry out work program and prepare a draft report for consideration of study group. (First week of November.)
3. study group meets to consider and approve draft report.
4. report submitted to ICER.

Given the fact that so much of the background information about resources in the U.S.A. is already available, it should not take long to commence drafting a report once we have identified and agreed on the areas it is to cover. There will no doubt be extensive interdepartmental discussions of the draft. We do not believe the study group would have to meet full time for any extended period but would more likely have to meet periodically. The working group would certainly have to meet more frequently but even these occasions would probably not be for more than several days at a time. This would mean that people would not be removed from their normal work for any lengthy period of time.

It is essential in our view that the study group be chaired by a representative from this department. We would propose that possibly Mr. McGill might be approached. We would recommend that the Director of GWU participate in the study group,

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and keep other interested divisions informed. We would also propose that FAP participate. The other members would be from those departments with significant resources in the U.S.A. as suggested above, and the two central agencies. In order to avoid an unwieldy number, we would not include National Revenue, DSS, RCMP, and Labour, but the study group would have to make alternative arrangements to consult with these departments before any final report is sent to ICER. Similarly there would also have to be some consultations with those departments on whose behalf we and others carry out activities abroad, e.g. Finance, Environment, EMR and MOSST.

We would hope that the ICER would be able to provide support services as required and take responsibility for circulation of documents etc whenever appropriate. It might be, therefore, useful to involve them in the working group.

We would recommend that a letter be prepared for your signature to your ICER colleagues proposing the terms of reference and the composition of the study group and seeking their concurrence. Do you agree?

U.S.A. Division

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Los Angeles	April 1-7
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Seattle	April 12-14
Mirneapolis	April 12-14

2. I would appreciate your bringing to my attention, no later than March 25, 1976, any matters concerning the posts to be visited which you consider should be discussed with the Inspection Team prior to its departure or which should be specifically reviewed at the posts concerned. Nil returns, where these are in order, would also be appreciated.


J.C.G. Brown,
Inspector General.

Info.

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---COUNTRY OBJECTIVES - CGO

TO APPLY OVERALL OR QUOTE BROAD UNQUOTE OBJECTIVES TO A REGION
HOWEVER INVOLVED WITH CDA IS UNDERSTANDABLY A DIFFICULT EXERCISE
IN RHETORIC. INTERESTINGLY ENOUGH IS THE PERTINENCE OF SUCH
OBJECTIVES IN REVERSE WERE QUOTE CDA UNQUOTE AND QUOTE CDN UNQUOTE
REPLACED BY U.S. APPELLATION. ONE MUST ACCEPT THAT REGIONAL OFFICES
BY VIRTUE OF NOT BEING CENTRES OF DIPLOMATIC EXCHANGES ARE HEAVILY
FOCUSED ON BILATERAL AFFAIRS AS OPPOSED TO MULTILATERAL EVENTS ON
DAY TO DAY BASIS. THEREFORE VALUE OF OBJECTIVES IN THEMSELVES IS
BEST ENDOWED IN PARAMETERS OF PROGRAMS WITH ANTICIPATED CONTRI-
BUTIONS TO OVERALL COUNTRY OBJECTIVES RATHER THAN DESCRIBE REGIONAL
OBJECTIVES IN BROAD QUOTE COUNTRY UNQUOTE TERMS.

2. USE OF 1972 OBJECTIVES: THEIR VALUE IS MORE AN ALERT MECHANISM
THAN A DEFINITIVE OPERATIONAL TOOL. UNDER NO CIRCUMSTANCES CAN THE
CURRENT FORMAT BE UTILIZED EFFECTIVELY AS A MANAGEMENT TOOL
BECAUSE THE OBJECTIVES ARE TOO CATHOLIC, NOT QUANTIFIABLE, AND

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WITHOUT PRIOR IT Y DESIGNATION.FURTHERMORE THEY LACK A PREAMBLE OF
CLEARLY ARTICULATED CDN GOVT POLICY FM WHICH SUCH OBJECTIVES ARE
NO DOUBT DERIVED AS A CONSTITUENT PART OF THE MATRIX.

3. VALID IT Y: DIFFICULT TO JUDGE AT TIME OF CHANGING DOMESTIC
SITUAT IONS RESPECTIVELY.THE MISSING LINK IS FLEXIBILITY AND YET
THAT COULD BE THE BASIS OR JUSTIFICATION FOR MAINTAINING
RESPONSIVE CENTRES THROUGHOUT USA.EVEN WITHIN PROGRAMS ONE MUST
MAINTAIN ABIL IT Y TO REACT OR RESPOND TO NEWLY DEVELOPED RELATION-
SHIPS DESPITE ANNUAL REVIEWS AND AGREED RESOURCE COMMITMENTS.

4. SUBSTANCE : AMENDMENTS SHOULD BE MADE BY PROGRAM AND WE WOULD
PREFER THAT YOU DRAW ON MOST RECENTLY SUBMITTED COUNTRY PROGRAM.
THERE WOULD APPEAR MERIT IN MORE OBVIOUS MENTION IN OBJECTIVES
OF ENVIRONMENTAL PROTECTION CONCERNS,THEMES FOR PUBLIC AFFAIRS
AND LABOUR RELATIONS AS WELL AS REGIONAL CONTRIBUTIONS THAT SHOULD
BE MADE TO NATIONAL AND MULTINATIONAL ISSUES WHICH BY NATURE
OFTEN INVOLVE EMB/WSHDC IN FIRST INSTANCE.

5. LOOK FORWARD TO RECEIVING YOUR REVISED DRAFT OF NEW OBJECTIVES.

END/777 232245Z 00370

EXTERNAL AFFAIRS



Affaires Extérieures
A. B. Brady
Roberts
File
Final

TO
A ALL POSTS IN THE U.S.A.

FROM
De Under-Secretary of State for External Affairs,
Ottawa (GWP)

REFERENCE
Référence

SUBJECT
Sujet 1975 U.S.A. Country Programs: Minutes and General
Commentary

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(w/o attach.)

.. Please find attached copies of:

The Global Overview Paper in English and French;
Western Hemisphere Bureau Regional Overview Paper;
Minutes of the Bureau Country Program Review Meetings; and
Minutes of the United States of America Country Program Review Meetings.

2. Generally speaking, headquarters was pleased with the quality of the United States Country Programs. Comments on individual programs and posts can be found in the Minutes of the U.S.A. Country Program Review Meetings. We would, however, like to draw to your attention some general observations.

3. Perhaps the most noticeable feature of this year's exercise was the strong similarity of content found in the 16 Country Programs. The description of the individual Programs prepared by posts had much in common and were heavily repetitious. This is also in part a reflection of the 1972 statements of post objectives which were written to a common formula and distinctions allowing for characteristics of each post's territory were not sharply drawn. We realize, of course, that it is not the fault of posts that the regional and disparate objectives of post programs were not clearly evident in the Country Programs themselves. Evidently, the format of the Country Programs, which posts are required to follow, induces such repetition. However, we commend to all addressees our view that as much "regional" input as possible in your future submissions will be welcome. We will, as you are aware, shortly be asking posts to revise statements of post objectives, and this should contribute to the preparation of 1977/78 Country Programs.

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4. Another criticism is that the present format does not indicate the degree of coordination on programs between posts and the Embassy. We do not propose at this time to raise suggestions as how best to improve the format but we intend to discuss this matter with Heads of Post during the HOP conference in Washington this fall.

5. In general, country programs contained a surfeit of facts with little analysis. Each year country programs are becoming thicker and more difficult to digest. It is important, therefore, that posts be aware that headquarters, in order to determine where man years can best be allocated, is particularly interested in knowing the rate and nature of growth or decline in programs from one year to the next. Not infrequently the narrative description of particular programs was, in effect, a job description rather than a discussion outlining the changes to take place in the particular program during the coming year and the implications of these changes. A mere listing of activities under any given program does not give headquarters participants sufficient "feel" for the development of the program. Posts will note that the United States meeting began with an overall review and appreciation of programs before detailed discussion of post reports got underway. This avoided repetition of program discussion for post analysis.

6. In several instances the need for new positions requested in the Summary of Changes in Personnel Requirements was not adequately explained in the narrative of the appropriate Program sections of the country program. Posts may have assumed that a description of the activities conducted under the program in question would be sufficient explanation for the request; this was not the case, however. Unless the narrative provides adequate description of the shortcomings of a particular program due to a shortage of staff, and it is clear all other programs are utilizing staff efficiently, it is difficult, if not impossible, for Headquarters to assess the requirements of one post vis-à-vis another. This applies to requests for both program and support staff.

7. A few posts requested program staff positions for the forthcoming fiscal year which had not been approved by the Country Program Review Meetings the year before. Posts are reminded that the Country Program Review Meetings:

- (1) confirm for the forthcoming fiscal year (1975-76) the program staff increments and allocation arising from the Country Program Review Meetings and subsequently approved by Treasury Board in the spring of 1974;
- (2) recommend for Treasury Board approval program staff increments for the fiscal year following the forthcoming fiscal year, in this case FY 1976/77.

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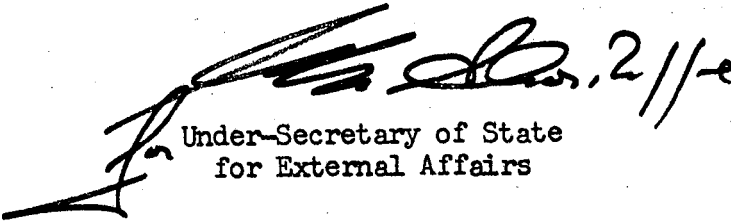
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It is possible for departments to recommend re-allocation of approved positions, but impossible to create new positions for the forthcoming fiscal year (1975/76) at Country Program Review Meetings.

8. Requests for support staff in any forthcoming fiscal year should be included in the Country Program even though the Country Program Review Meetings consider only the allocation of program staff, and the allocation of support staff is dealt with by External Affairs following CPR meetings. Here, too, program narratives were not always sufficiently explicit in justifying the need for new support staff.

9. Headquarters wishes to thank posts for the full reports which they have provided and for the effort which has gone into producing them. The Country Programs are most useful in keeping Headquarters up to date on developments at the posts. Improvements in the system, however, are necessary. We would be grateful for your comments in writing and we look forward to discussing this matter with you further during this fall's HOP Meeting.

 2/1-e
Under-Secretary of State
for External Affairs

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June 17, 1975

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U.S.A. COUNTRY PROGRAM

The Country Programming System was originally considered in 1971 to be primarily a management information system whereby the Government could see where its resources were deployed and how they were employed around the world in order to increase their effectiveness and efficiency in line with the introduction of the Planning Programming and Budgeting System (PPBS). Since 1971 the Country Programming System has undergone a number of changes in response to the Governments' needs and changing conditions. While there have been no drastic changes in the System recently, it is still in the process of being modified to better meet the Governments' needs.

Although the System was designated Country Programming, each post in the United States has, since 1971, prepared a separate "Country" Program. The decision to consider each post's territory as a 'country unit' was taken in August 1971 when provisional Country Programs for all posts were written. At that time it was considered that a single program for an entire country would not be manageable, even though common objectives and a considerable degree of inter-post coordination often exists.

Thus, for a number of years a separate "Country" Program was received from each Canadian post in multi-post countries (i.e. Australia, Brazil, Britain, Federal Republic of Germany, France, Italy, South Africa and the United States of America). However, in recent years there has been a gradual and progressive move towards closer coordination and consultation between posts in the same country. This has resulted in the development of a consolidated or single Country Program for each country in all cases except the United States.

Over the past five years it has been argued that the number (16), of posts in the United States their relative importance and differences in their programs justified the need for separate regional "Country" Programs. However, experience with other multi-post country units shows that originally there was a tendency for the Country Program to be composed of individual post programs placed together in the same binder. However, as capital posts in multi-post countries (particularly Bonn and Rome) gained experience, the Country Programs from these countries have become an all-encompassing document which reflects the part each unit plays in the achievement of common country objectives and in the attainment of unique geographic and program goals.

To counter the view that it would be extremely difficult for Washington, as capital post, to produce a single Country Program, the case of Britain is usually cited as an example which posts in the United States could emulate. From one point of view this would appear to be justification enough for the posts in the United States to follow suit

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as the size and scope of Canada's operation in these two countries are both quite large. (In FY 1974/75 there were 593.8 man years in Britain, compared to 822.2 man years in the U.S.A.) It has been argued that the United States posts represent a more decentralized operation than in Britain, (i.e. 5 posts in Britain compared to 16 in the U.S.A.) However, the High Commission has more extensive program responsibilities in other countries than is the case for the Embassy and posts in the United States. Perhaps of even greater importance is the fact that in both countries there is a similarly wide range of complex and diverse programs - 15 in both Britain and the United States.

One of the major advantages of having a single comprehensive Country Program is that it ensures coordination of program implementation by preventing individual posts from becoming enmeshed in overlapping programs and jurisdictions and competing for the same scarce resources. A single Country Program enables a comprehensive and interrelated plan of action to be formulated in line with Canadian objectives which would help headquarters in its current efforts to orchestrate and take better advantage of the numerous interrelations which exist in Canadian/American relations. It also reconciles conflicting priorities which the next level in the decision-making process may have difficulty in doing to the satisfaction of all posts concerned.

An added virtue of a single country program is that of brevity. At the present time there is considerable duplication in posts "Country" Programs in the United States, since they are frequently faced with similar constraints on their operations while pursuing the same objectives. One succinct Country Program for the U.S.A. might provide a more meaningful document for headquarters as opposed to sixteen as is the present case. In the headquarters review meetings of 1974 and 1975, the chairman reviewed programs as they applied to the whole of the United States before commencing a post-by-post examination of forecasts. More attention in depth can be given to one single concise plan of action than to sixteen frequently repetitive programs. A suitable summary of Canadian Government plans and activities would make it less difficult for headquarters to make essential comparisons of geographic and program requirements.

Proposal for Development of a Unified Country Program for U.S.A.

FY 1976/77 Country Program

As a first step this year, with the Country Programming cycle about to commence, the Embassy in Washington might consider the feasibility of preparing an overview paper for the U.S.A. setting out anticipated changes in program thrust for the next two fiscal years. This paper would list, by priority, any proposed staff changes or redeployment and would provide the focus for discussion at the Country Program Review meetings in Ottawa during January - March 1976. Since the Embassy already plays the coordinating role with respect to the Consulates and Consulates General for the General Relations and Cultural/Information Programs, it should not be difficult for coordinators to be selected who would analyse other programs for changes in emphasis and establish priorities within these programs after appropriate consultation.

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The proposed U.S.A. overview paper for FY 1976/77 and the forecast year 1977/78 might include several summary tables which would outline the proposed allocation of personnel resources to programs and posts. For example, a summary table similar to Annex A, (which was compiled from Sections 4/1 and 5/1 of the posts FY 1975/76 Country Programs) might be prepared by Washington on the basis of inputs from the Consulates to indicate by fiscal year the current and recommended utilization of manpower resources by program and post. Similarly something like Annex B, which summarizes program and support staff recommendations by post, would also seem to be a useful document. Matrix tables ranking program and support staff utilization by program and post similar to those in Annex C were distributed to Country Program Review meeting participants this year and to the Embassy.

The Embassy could also rank programs and resulting staff changes by priority bearing in mind overall Canadian objectives in the U.S.A. If there are significant disagreements as to priorities the departments and agencies whose program are affected would have an opportunity to present the unit's case at the time of the annual Country Program Review meetings.

FY 1977/78 Country Program

For the next Country Program cycle in 1976 a further step forward might be to produce one Program for the whole of the United States using the same basic guidelines that other multi-post country units follow. In effect this would mean reaching agreement among posts in the U.S.A. on objectives and programs designed to achieve Canadian geographic and program goals.

In the formulation of a unified Country Program it would probably be desirable to have a regional program prepared by the Committee on Post Management (CPM) at each post based on agreed geographic and program objectives. To facilitate the formulation of regional programs, headquarters departments and agencies plan in 1975 to commence a review of Canadian objectives in the U.S.A. (by region). This plus agreement at the 1975 Country Program Review meetings to provide the posts with more precise policy guidance and tasking, should facilitate the posts ability to formulate suitable programs for FY 1976/77 and to rank them on order of importance. Such a regional program might be a modified version of the present country program tailored to meet the situation and needs of posts in the U.S.A. Regardless of the format of such a regional program it would seem desirable that it contain the essential elements required to enable a unified Country Program to be prepared by Washington in consultation with the Consulates. Such a consultative process might include the following steps:

- (a) preparation of geographic and program objectives for each Consulate by the Embassy based on agreed country objectives;
- (b) preparation by each Consulate General, Consulate and the Embassy of a regional program for its territory;

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- (c) coordination of the regional programs by functional program to formulate a comprehensive plan of action for the United States by an individual appointed by the Embassy after consultation as appropriate;
- (d) an annual or biennial meeting of all heads of posts and program coordinators in the United States to reach a consensus on a unified Country Program for headquarters; and
- (e) consideration of the Country Program during the annual Country Program Review Meeting.

Annex A - 1

Program Staff
Manpower Utilization on the U.S.A.
FY 1974/75 By Program and Post

Region or Post	Administration and Support Services	Consular	Cultural/Information	Customs & Excise Administration	Defence Relations	General Relations	International Development Assistance	Manpower & Immigration	National Film Board	Police Liaison	Science, Technology & Environment	Tourism	Trade & Industrial Development	Transportation, Communication & Energy	Other	Total
Atlanta	0.2	0.7	1.6			0.8		1.9				2.0	3.8			11.0
Boston	0.5	0.7	1.9			1.6		2.8				3.0	6.5			17.0
Buffalo	1.1	0.1	1.1			0.3		2.9				3.0	2.5			11.0
Chicago	1.6	1.9	2.2	2.0		1.7		3.8	5.0			5.0	5.8			29.0
Cleveland	0.5	0.1	1.4			0.3		-				8.0	6.7			17.0
Dallas	0.1	0.1	0.6			0.7		2.0				-	4.0			7.5
Detroit	1.3	1.5	1.5			1.3		3.5				2.9	6.0			18.0
Los Angeles	0.1	0.9	0.5	1.0		1.3		3.0				4.0	6.7			17.5
Minneapolis	0.4	0.4	1.2			0.7		1.9				2.0	2.4			9.0
New Orleans	-	0.4	0.6			1.1		0.9				-	-			3.0
New York	1.0	2.0	9.0	2.0		1.0		7.0	5.0			8.0	9.0			44.0
Philadelphia	0.1	0.1	0.3		0.9	0.5		-				3.0	4.1			9.0
Puerto Rico	0.1	-	0.1			0.5		-				-	3.3			4.0
San Francisco	0.1	1.8	3.5	0.9		1.6		2.5				5.0	4.6			20.0
Seattle	0.2	0.2	1.5			1.8		2.8				2.8	4.7			14.0
Washington	16.8	3.1	9.8		10.4	13.1	0.7	1.7		5.0	2.3	5.0	12.3	3.7	1.0	79.0
Total	24.1	14.0	36.8	5.9	10.4	28.3	0.7	36.7	10.0	5.0	2.3	53.7	82.4	3.7	1.0	410.0

Annex A - 2

Program Staff
Manpower Utilization on the U.S.A.
FY 1974/75 By Program and Post

Region or Post	Administration and Support Services	Consular	Cultural/Information	Customs & Excise Administration	Defence Relations	General Relations	International Development Assistance	Manpower & Immigration	National Film Board	Police Liaison	Science, Technology & Environment	Tourism	Trade & Industrial Development	Transportation, Communication & Energy	Other	Total
Atlanta	4.7	1.4	1.0			0.4		2.0				1.0	2.5			13.0
Boston	7.6	1.5	2.8			0.6		4.0				1.0	5.5			23.0
Buffalo	3.5	0.4	-			-		2.6				2.0	1.5			10.0
Chicago	7.6	0.1	1.1	1.0		1.6		3.8				2.0	3.8			21.0
Cleveland	5.3	0.6	0.8			0.1		0.3				3.7	5.8			14.6
Dallas	2.9	0.9	0.2			0.8		1.0				-	2.2			8.0
Detroit	2.2	1.2	1.8			0.4		4.0				1.0	3.4			14.0
Los Angeles	8.8	6.3	1.5	0.4		0.7		4.0				1.0	4.6			27.3
Minneapolis	1.3	0.7	0.7			0.5		2.0				1.0	2.8			9.0
New Orleans	5.1	0.6	2.3			0.3		0.7				-	-			9.0
New York	12.0	4.3	2.0	1.0		-		10.0	6.0			4.0	8.0			47.3
Philadelphia	2.0	0.8	1.0		0.5	0.3		0.1				1.0	2.3			8.0
Puerto Rico	1.9	0.7	0.2			0.1		-				-	3.1			6.0
San Francisco	6.1	2.5	1.1	1.0		1.6		4.0				2.0	4.7			23.0
Seattle	4.5	1.2	0.8			1.0		4.0				1.0	2.5			15.0
Washington	96.9	0.5	12.5		23.2	9.3	0.5	1.2		4.0	1.3	2.0	9.5	2.6	0.5	164.0
Total	170.4	23.7	29.8	3.4	23.7	17.7	0.5	43.7	6.0	4.0	1.3	22.7	62.2	2.6	0.5	412.2

Unclassified

January 30, 1979

ANNEX B-1

WESTERN HEMISPHERE
PROGRAM STAFF

Manpower Levels By Country Unit
and Fiscal Year

<u>Region and Country Unit</u>	<u>Fiscal Year</u>					
	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>	<u>1975/76</u>	<u>1976/77</u>
<u>Caribbean</u>				<u>55.0</u>	<u>59.0</u>	<u>61.3</u>
Barbados				9.0	10.0	12.0
Guyana				6.0	6.0	6.0
Jamaica				18.0	20.0	19.0
Trinidad & Tobago				22.0	23.0	24.8
<u>Latin America</u>				<u>123.9</u>	<u>131.3</u>	<u>146.3</u>
Argentina				15.0	15.6	17.6
Brazil				24.0	26.0	31.0
Chile				8.0	8.0	7.0
Colombia				12.0	12.0	12.0
Costa Rica				8.2	9.0	11.0
Cuba				7.0	7.0	7.0
Guatemala				5.0	5.0	6.0
Haiti				6.0	8.0	11.0
Mexico				19.7	21.7	22.7
Peru				10.0	10.0	11.0
Venezuela				9.0	9.0	10.0
<u>U.S.A.</u>				<u>410.0</u>	<u>434.3</u>	<u>446.0</u>
Atlanta				11.0	11.0	13.0
Boston				17.0	18.0	19.0
Buffalo				11.0	12.0	12.0
Chicago				29.0	29.0	29.0
Cleveland				17.0	17.0	17.0
Dallas				7.5	10.0	10.0
Detroit				18.0	19.0	19.0
Los Angeles				17.5	23.0	27.0
Minneapolis				9.0	9.0	10.0
New Orleans				3.0	3.0	3.0
New York				44.0	47.0	47.0
Philadelphia				9.0	10.0	10.0
Puerto Rico				4.0	4.0	4.0
San Francisco				20.0	22.3	24.0
Seattle				14.0	16.0	17.0
Washington				179.0	184.0	185.0
TOTAL				<u>583.9</u>	<u>624.6</u>	<u>694.1</u>

Unclassified

January 30, 1975

WESTERN HEMISPHERE

SUPPORT STAFF

ANNEX B-2

Manpower Levels By Country Unit
and Fiscal Year

<u>Region and Country Unit</u>	<u>Fiscal Year</u>					
	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>	<u>1975/76</u>	<u>1976/77</u>
<u>Caribbean</u>				<u>95.0</u>	<u>108.0</u>	<u>109.6</u>
Barbados				15.0	17.0	19.0
Guyana				10.0	11.0	11.0
Jamaica				31.0	36.0	35.0
Trinidad & Tobago				39.0	44.0	44.6
<u>Latin America</u>				<u>225.0</u>	<u>244.4</u>	<u>261.0</u>
Argentina				22.0	27.4	31.4
Brazil				32.1	35.1	38.1
Chile				19.0	19.0	20.0
Colombia				23.0	23.0	24.5
Costa Rica				16.0	18.0	19.0
Cuba				23.0	23.0	24.0
Guatemala				10.6	10.6	11.6
Haiti				13.0	18.0	21.1
Mexico				31.3	32.3	32.3
Peru				19.0	22.0	23.0
Venezuela				16.0	16.0	16.0
<u>U.S.A.</u>				<u>412.2</u>	<u>469.9</u>	<u>488.8</u>
Atlanta				13.0	16.0	19.0
Boston				23.0	26.0	26.0
Buffalo				10.0	13.0	15.0
Chicago				21.0	22.0	22.0
Cleveland				14.6	18.0	18.7
Dallas				8.0	10.0	10.0
Detroit				14.0	16.0	17.0
Los Angeles				27.3	35.0	38.0
Minneapolis				9.0	9.0	12.0
New Orleans				9.0	10.0	10.0
New York				47.3	53.7	54.9
Philadelphia				8.0	9.0	9.0
Puerto Rico				6.0	6.0	6.0
San Francisco				23.0	27.2	27.2
Seattle				15.0	20.0	21.0
Washington				164.0	179.0	183.0
<u>TOTAL</u>				<u>732.2</u>	<u>822.3</u>	<u>859.4</u>

ANNEX B-3

U.S.A.-TOTAL STAFF
MAN YEARS
MANPOWER UTILIZATION BY
PROGRAM AND FISCAL YEAR

Unclassified
January 23, 1975

Program	FISCAL YEAR					
	1971/72	1972/73	1973/74	1974/75	1975/76	1976/77
ADMINISTRATIVE & SUPPORT SERVICES				194.5	206.0	206.3
- Public Health						
- Public Works						
- Supply				15.0	16.0	15.0
CONSULAR				37.7	39.9	42.2
CULTURAL/INFORMATION				66.6	89.6	98.1
- Academic Relations						
- Expositions						
- Information Canada						
- Public Archives						
CUSTOMS AND EXCISE ADMINISTRATION				9.3	10.6	11.0
DEFENCE RELATIONS				129.1	129.2	129.2
- Military Intelligence						
- Military Assistance						
- Peacekeeping						
GENERAL RELATIONS				46.0	55.0	58.3
INTERNATIONAL DEVELOPMENT ASSISTANCE				1.2	1.2	1.2
MANPOWER & IMMIGRATION				80.4	98.1	103.8
- Immigration						
- Labour				2.1	2.1	2.1
- Manpower						
- Medical Clearance						
- Visa Control						
NATIONAL FILM BOARD				16.0	16.0	16.0
POLICE LIAISON				9.0	9.0	9.0
SCIENCE/TECHNOLOGY				3.6	3.6	3.6
- Environment				1.9	1.9	1.9
- Science and Technology				1.7	1.7	1.7
TOURISM				76.4	88.1	91.7
TRADE & INDUSTRIAL DEVELOPMENT				144.6	149.6	155.6
TRANSPORT/COMMUNICATIONS/ENERGY				6.3	6.3	6.3
- Communications				0.3	0.3	0.3
- Energy				4.8	4.8	4.8
- Transport Liaison				1.2	1.2	1.2
VETERANS AFFAIRS						
OTHER				1.5	2.0	2.0
- Language Training						
- Provincial Interests				1.5	2.0	2.0
TOTAL				822.2	904.2	934.8
CHANGE						
- In Man Years					82.0	30.6
- Percentage					10.0%	3.4%
PROGRAM/SUPPORT STAFF RATIO				1:1.0	1:1.1	1:1.1

U.S.A.-PROGRAM STAFF

MAN YEARS

MANPOWER UTILIZATION BY
PROGRAM AND FISCAL YEAR

ANNEX B-4
Unclassified

January 23, 1975

	FISCAL YEAR					
Program	1971/72	1972/73	1973/74	1974/75	1975/76	1976/77
ADMINISTRATIVE & SUPPORT SERVICES				24.1	25.0	24.4
- Public Health						
- Public Works						
- Supply				12.0	13.0	12.0
CONSULAR				14.0	14.4	14.5
CULTURAL/INFORMATION				36.8	44.8	48.1
- Academic Relations						
- Expositions						
- Information Canada						
- Public Archives						
CUSTOMS AND EXCISE ADMINISTRATION				5.9	6.3	6.0
DEFENCE RELATIONS				105.4	105.5	105.5
- Military Intelligence						
- Military Assistance						
- Peacekeeping						
GENERAL RELATIONS				28.3	32.3	33.7
INTERNATIONAL DEVELOPMENT ASSISTANCE				0.7	0.7	0.7
MANPOWER & IMMIGRATION				36.7	43.7	47.2
- Immigration						
- Labour				1.1	1.1	1.1
- Manpower						
- Medical Clearance						
- Visa Control						
NATIONAL FILM BOARD				10.0	10.0	10.0
POLICE LIAISON				5.0	5.0	5.0
SCIENCE/TECHNOLOGY				2.3	2.3	2.3
- Environment				1.2	1.2	1.2
- Science and Technology				1.1	1.1	1.1
TOURISM				53.7	55.5	56.5
TRADE & INDUSTRIAL DEVELOPMENT				82.4	84.1	87.4
TRANSPORT/COMMUNICATIONS/ENERGY				3.7	3.7	3.7
- Communications				0.3	0.3	0.3
- Energy				2.8	2.8	2.8
- Transport Liaison				0.6	0.6	0.6
VETERANS AFFAIRS						
OTHER				1.0	1.0	1.0
- Language Training						
- Provincial Interests				1.0	1.0	1.0
TOTAL				410.0	434.3	446.0
CHANGE						
- In Man Years					24.3	11.7
- Percentage					5.9%	2.7%

U.S.A.-SUPPORT STAFF

MAN YEARS

MANPOWER UTILIZATION BY
PROGRAM AND FISCAL YEAR

Unclassified

January 23, 1975

FISCAL YEAR

<u>Program</u>	<u>1971/72</u>	<u>1972/73</u>	<u>1973/74</u>	<u>1974/75</u>	<u>1975/76</u>	<u>1976/77</u>
ADMINISTRATIVE & SUPPORT SERVICES				170.4	181.0	182.4
- Public Health						
- Public Works						
- Supply				3.0	3.0	3.0
CONSULAR				23.7	25.5	27.7
CULTURAL/INFORMATION				29.8	44.8	50.0
- Academic Relations						
- Expositions						
- Information Canada						
- Public Archives						
CUSTOMS AND EXCISE ADMINISTRATION				3.4	4.3	5.0
DEFENCE RELATIONS				23.7	23.7	23.7
- Military Intelligence						
- Military Assistance						
- Peacekeeping						
GENERAL RELATIONS				17.7	22.7	24.6
INTERNATIONAL DEVELOPMENT ASSISTANCE				0.5	0.5	0.5
MANPOWER & IMMIGRATION				43.7	54.4	56.6
- Immigration						
- Labour				1.0	1.0	1.0
- Manpower						
- Medical Clearance						
- Visa Control						
NATIONAL FILM BOARD				6.0	6.0	6.0
POLICE LIAISON				4.0	4.0	4.0
SCIENCE/TECHNOLOGY				1.3	1.3	1.3
- Environment				0.7	0.7	0.7
- Science and Technology				0.6	0.6	0.6
TOURISM				22.7	32.6	35.2
TRADE & INDUSTRIAL DEVELOPMENT				62.2	65.5	68.2
TRANSPORT/COMMUNICATIONS/ENERGY				2.6	2.6	2.6
- Communications						
- Energy				2.0	2.0	2.0
- Transport Liaison				0.6	0.6	0.6
VETERANS AFFAIRS						
OTHER				0.5	1.0	1.0
- Language Training						
- Provincial Interests				0.5	1.0	1.0
TOTAL				412.2	469.9	488.8
CHANGE						
- In Man Years					57.7	18.9
- Percentage					14.0%	4.0%

Unclassified

May 20, 1975

MATRIX RANKING OF COUNTRY UNITS IN
THE U.S.A. ON THE BASIS OF PROGRAM
STAFF MAN YEARS IN FY 1974/75, BY PROGRAM

Country Unit	Programs												
	Administration & Support Services	Consular	Cultural/Information	Customs & Excise Administration	Defence Relations	General Relations	International Development Assistance	Manpower & Immigration	National Film Board	Police Liaison	Science, Technology & Environment	Tourism	Trade & Industrial Development
													Transport, Communications & Energy
													Other
													Total - All Programs
Atlanta	9	7	6	-	-	10	-	10	-	-	-	12	12
Boston	6	8	5	-	-	4	-	6	-	-	-	7	5
Buffalo	4	12	11	-	-	15	-	5	-	-	-	8	14
Chicago	2	3	4	1	-	3	-	2	1	-	-	3	7
Cleveland	7	13	9	-	-	16	-	14	-	-	-	1	3
Dallas	11	14	12	-	-	11	-	9	-	-	-	14	11
Detroit	3	5	7	-	-	6	-	3	-	-	-	10	6
Los Angeles	12	6	14	3	-	7	-	4	-	-	-	6	4
Minneapolis	8	9	10	-	-	12	-	11	-	-	-	13	15
New Orleans	16	10	13	-	-	8	-	13	-	-	-	-	16
New York	5	2	2	2	-	9	-	1	2	-	-	2	2
Philadelphia	13	15	15	-	2	13	-	15	-	-	-	9	10
Puerto Rico	14	16	16	-	-	14	-	16	-	-	-	-	13
San Francisco	15	4	3	4	-	5	-	8	-	-	-	4	9
Seattle	10	11	8	-	-	2	-	7	-	-	-	11	8
Washington	1	1	1	-	1	1	1	12	-	1	1	5	1

File; Circulation; Diary

IGER/RAU/BRADY/DW

12-3-USA

Lester B. Pearson Building, 125 Sussex Drive, Ottawa K1A 0G2

Unclassified

May 21, 1975

MEMORANDUM

TO: External Affairs (PESI)
FROM: IGER Secretariat
SUBJECT: U.S.A.: Manpower Utilization - Country Units in
the U.S.A. Ranked By Program Staff Man Years in
FY 1974/75. By Program

Attached is a set of statistical tables which rank all the "country units" in the U.S.A. in terms of program staff man years in FY 1974/75 by program. These tables are similar to the ones which the Secretariat has prepared for Asia, Latin America, International Institutions, Africa and the Middle East and Europe.

G. A. RAU

c.c. EA (PAG, PEN,
AFPC, PDQ, GWU)

G.A. Rau
Secretary

MATRIX RANKING OF COUNTRY UNITS IN
THE U.S.A. ON THE BASIS OF PROGRAM
STAFF MAN YEARS IN FY 1974/75, BY PROGRAM

000326

Unclassified

May 20, 1975

TOTAL - ALL PROGRAMS

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	179.0	164.0	343.0
2. New York	44.0	47.3	91.3
3. Chicago	29.0	21.0	50.0
4. San Francisco	20.0	23.0	43.0
5. Detroit	18.0	14.0	32.0
6. Los Angeles	17.5	27.3	44.8
7. Boston	17.0	23.0	40.0
8. Cleveland	17.0	14.6	31.6
9. Seattle	14.0	15.0	29.0
10. Atlanta	11.0	13.0	24.0
11. Buffalo	11.0	10.0	21.0
12. Minneapolis	9.0	9.0	18.0
13. Philadelphia	9.0	8.0	17.0
14. Dallas	7.5	8.0	15.5
15. Puerto Rico	4.0	6.0	10.0
16. New Orleans	<u>3.0</u>	<u>9.0</u>	<u>12.0</u>
TOTAL	410.0	412.2	822.2

Unclassified

May 20, 1975

ADMINISTRATION & SUPPORT SERVICES

FY 1974/75 Man Years

<u>Country Unit</u>	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	16.8	96.9	113.7
2. Chicago	1.6	7.6	9.2
3. Detroit	1.3	2.2	3.5
4. Buffalo	1.1	3.5	4.6
5. New York	1.0	12.0	13.0
6. Boston	0.5	7.6	8.1
7. Cleveland	0.5	3.3	3.8
8. Minneapolis	0.4	1.3	1.7
9. Atlanta	0.2	4.7	4.9
10. Seattle	0.2	4.5	4.7
11. Dallas	0.1	2.9	3.0
12. Los Angeles	0.1	8.8	8.9
13. Philadelphia	0.1	2.0	2.1
14. Puerto Rico	0.1	1.9	2.0
15. San Francisco	0.1	6.1	6.2
16. New Orleans	-	5.1	5.1
TOTAL	24.1	170.4	194.5

Unclassified

May 20, 1975

CONSULAR PROGRAM

<u>FY 1974/75 Man Years</u>			
<u>Country Unit</u>	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	3.1	0.5	3.6
2. New York	2.0	4.3	6.3
3. Chicago	1.9	0.1	2.0
4. San Francisco	1.8	2.5	4.3
5. Detroit	1.5	1.2	2.7
6. Los Angeles	0.9	6.3	7.2
7. Atlanta	0.7	1.4	2.1
8. Boston	0.7	1.5	2.2
9. Minneapolis	0.4	0.7	1.1
10. New Orleans	0.4	0.6	1.0
11. Seattle	0.2	1.2	1.4
12. Buffalo	0.1	0.4	0.5
13. Cleveland	0.1	0.6	0.7
14. Dallas	0.1	0.9	1.0
15. Philadelphia	0.1	0.8	0.9
16. Puerto Rico	-	0.7	0.7
TOTAL	14.0	23.7	37.7

Unclassified

April 18, 1975

"COUNTRY UNITS" IN THE U.S.A.
RANKED BY PROGRAM STAFF MAN YEARS
FY 1974/75, BY PROGRAM

Cultural/Information Program

<u>"Country Unit"</u>	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	9.8	12.5	22.3
2. New York	9.0	2.0	11.0
3. San Francisco	3.5	1.1	4.6
4. Chicago	2.2	1.1	3.3
5. Boston	1.9	2.8	4.7
6. Atlanta	1.6	1.0	2.6
7. Detroit	1.5	1.8	3.3
8. Seattle	1.5	0.8	2.3
9. Cleveland	1.4	0.8	2.2
10. Minneapolis	1.2	0.7	1.9
11. Buffalo	1.1	-	1.1
12. Dallas	0.6	0.2	0.8
13. New Orleans	0.6	2.3	2.9
14. Los Angeles	0.5	1.5	2.0
15. Philadelphia	0.3	1.0	1.3
16. Puerto Rico	<u>0.1</u>	<u>0.2</u>	<u>0.3</u>
TOTAL	36.8	29.8	66.6

Unclassified

May 20, 1975

CUSTOMS AND EXCISE ADMINISTRATION

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Chicago	2.0	1.0	3.0
2. New York	2.0	1.0	3.0
3. Los Angeles	1.0	0.4	1.4
4. San Francisco	<u>0.9</u>	<u>1.0</u>	<u>1.9</u>
TOTAL	5.9	3.4	9.3

Unclassified

May 20, 1975

DEFENCE RELATIONS

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	104.5	23.2	127.7
2. Philadelphia	<u>0.9</u>	<u>0.5</u>	<u>1.4</u>
TOTAL	105.4	23.7	129.1

Unclassified

May 20, 1975

GENERAL RELATIONS

		<u>FY 1974/75 Man Years</u>		
<u>Country Unit</u>		<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1.	Washington	13.1	9.3	22.4
2.	Seattle	1.8	1.0	2.8
3.	Chicago	1.7	1.6	3.3
4.	Boston	1.6	0.6	2.2
5.	San Francisco	1.6	1.6	3.2
6.	Detroit	1.3	0.4	1.7
7.	Los Angeles	1.3	0.7	2.0
8.	New Orleans	1.1	0.3	1.4
9.	New York	1.0	-	1.0
10.	Atlanta	0.8	0.4	1.2
11.	Dallas	0.7	0.8	1.5
12.	Minneapolis	0.7	0.5	1.2
13.	Philadelphia	0.5	0.3	0.8
14.	Puerto Rico	0.5	0.1	0.6
15.	Buffalo	0.3	-	0.3
16.	Cleveland	0.3	0.1	0.4
TOTAL		28.3	17.7	46.0

Unclassified

May 20, 1975

MANPOWER AND IMMIGRATION*

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. New York	7.0	10.0	17.0
2. Chicago	3.8	3.8	7.6
3. Detroit	3.5	4.0	7.5
4. Los Angeles	3.0	4.0	7.0
5. Buffalo	2.9	2.6	5.5
6. Boston	2.8	4.0	6.8
7. Seattle	2.8	4.0	6.8
8. San Francisco	2.5	4.0	6.5
9. Dallas	2.0	1.0	3.0
10. Atlanta	1.9	2.0	3.9
11. Minneapolis	1.9	2.0	3.9
12. Washington	1.7	1.2	2.9
13. New Orleans	0.9	0.7	1.6
14. Cleveland	-	0.3	0.3
15. Philadelphia	-	0.1	0.1
16. Puerto Rico	-	-	-
TOTAL	36.7	43.7	80.4

* Includes Labour Component

Unclassified

May 20, 1975

NATIONAL FILM BOARD

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Chicago	5.0	-	5.0
2. New York	<u>5.0</u>	<u>6.0</u>	<u>11.0</u>
TOTAL	10.0	6.0	16.0

POLICE LIAISON

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	<u>5.0</u>	<u>4.0</u>	<u>9.0</u>
TOTAL	5.0	4.0	9.0

INTERNATIONAL DEVELOPMENT ASSISTANCE

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	<u>0.7</u>	<u>0.5</u>	<u>1.2</u>
TOTAL	0.7	0.5	1.2

Unclassified

May 20, 1975

TRANSPORT, COMMUNICATIONS AND ENERGY

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	<u>3.7</u>	<u>2.6</u>	<u>6.3</u>
TOTAL	3.7	2.6	6.3

SCIENCE, TECHNOLOGY AND ENVIRONMENT

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	<u>2.3</u>	<u>1.3</u>	<u>3.6</u>
TOTAL	2.3	1.3	3.6

OTHER

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	<u>1.0</u>	<u>0.5</u>	<u>1.5</u>
TOTAL	1.0	0.5	1.5

Unclassified

May 20, 1975

TOURISM

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Cleveland	8.0	3.7	11.7
2. New York	8.0	4.0	12.0
3. Chicago	5.0	2.0	7.0
4. San Francisco	5.0	2.0	7.0
5. Washington	5.0	2.0	7.0
6. Los Angeles	4.0	1.0	5.0
7. Boston	3.0	1.0	4.0
8. Buffalo	3.0	2.0	5.0
9. Philadelphia	3.0	1.0	4.0
10. Detroit	2.9	1.0	3.9
11. Seattle	2.8	1.0	3.8
12. Atlanta	2.0	1.0	3.0
13. Minneapolis	2.0	1.0	3.0
14. Dallas	-	-	-
15. New Orleans	-	-	-
16. Puerto Rico	-	-	-
TOTAL	53.7	22.7	76.4

Unclassified

May 20, 1975

TRADE AND INDUSTRIAL DEVELOPMENT

<u>Country Unit</u>	<u>FY 1974/75 Man Years</u>		
	<u>Program Staff</u>	<u>Support Staff</u>	<u>Total Staff</u>
1. Washington	12.3	9.5	21.8
2. New York	9.0	8.0	17.0
3. Cleveland	6.7	5.8	12.5
4. Los Angeles	6.7	4.6	11.3
5. Boston	6.5	5.5	12.0
6. Detroit	6.0	3.4	9.4
7. Chicago	5.8	3.8	9.6
8. Seattle	4.7	2.5	7.2
9. San Francisco	4.6	4.7	9.3
10. Philadelphia	4.1	2.3	6.4
11. Dallas	4.0	2.2	6.2
12. Atlanta	3.8	2.5	6.3
13. Puerto Rico	3.3	3.1	6.4
14. Buffalo	2.5	1.5	4.0
15. Minneapolis	2.4	2.8	5.2
16. New Orleans	-	-	-
TOTAL	82.4	62.2	144.6

To: US File
x
Nov 1, 1974

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12-3-USA

SUMMARY OF DISCUSSION & DECISIONS
U.S.A. HEADS OF POST MEETING
OCTOBER 31 - NOVEMBER 1

ITEM I - CANADIAN GOVERNMENT POLICY

The Secretary of State for External Affairs greeted the Heads of Post and then gave an exposition of Canadian foreign policy, touching both on relations with the United States and global policies as a whole.

ITEM II - CANADIAN OBJECTIVES AND CURRENT ISSUES

The Under-Secretary of State for External Affairs chaired a panel composed of:

T. M. Burns, .
Assistant Deputy Minister,
Industry, Trade, & Commerce

W. A. Scotland,
Energy, Mines, & Resources

W. R. Hines,
Department of Finance

G. F. Mintenko,
Department of Finance

W. E. Armstrong,
Department of the Environment

Mr. Scotland reviewed the energy relationship between Canada and the United States by describing the meeting between Governor Love, Special Assistant to the President of the United States, and the Minister of Energy, Mines, & Resources on October 23 in Ottawa.

Mr. Burns outlined principal Canadian trade policy interests in the U.S.

Mr. Mintenko discussed the United States Trade Reform Bill and its implications for Canada.

Mr. Hines gave a briefing on monetary policy, stressing its importance to healthy trade activities.

Mr. Armstrong used five specific cases to illustrate the environmental relationships and interactivity between Canada and the United States and noted areas where posts could be helpful in their reporting. (Paper distributed at meeting.)

ITEM III - OPERATION IN THE AMERICAN ENVIRONMENT

Ambassador Cadieux described the problems of operating in the United States and stressed the particular needs of strong and immediate support from Headquarters for day-to-day policy developments. The world has changed and the United States is less dominant and confident. The present U.S. mood, said Ambassador Cadieux, is defensive, inward-looking and sensitive; our goodwill is in danger of being eroded as the "irritants" to the relationship become better known. Posts need improved resources with which to represent Canada to explain our policies well in the United States. We also need to define objectives in all activities more clearly in order to determine the information activity to pursue.

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ITEM IV - CO-ORDINATION OF GOVERNMENT PROGRAMMES

Headquarters Role

Mr. Nutt (GWP) drew attention to the responsibility of Headquarters and of posts to keep each other informed, and undertook to ensure that the Headquarters team would work harder to keep posts better informed. He also pointed out the need for Heads of Post to regard themselves as without departmental affiliation but rather as representatives of the Canadian Government as a whole. Their input of information is as important as that of Ottawa.

There was general agreement with the planning principles outlined in the agenda paper for this item, of which the main points are:

1. All consular missions should be fully responsive to the broad spectrum of Canadian objectives in the U.S.A. and must be staffed and equipped to do so, with due allowance for individual differences between posts.
2. In particular, further emphasis should be given to general relations, information, and consular programmes.
3. There is a need for greater co-ordination and guidance by Headquarters and by the Embassy.
4. The present geographic distribution of our missions in the U.S. seems generally adequate for the time being, but further study should be given to rationalization of jurisdictions, etc. as a means of better co-ordination between missions and better use of resources. We should also be looking ahead and planning for any new missions we will want by, for example, 1977.
5. We need also to consider the degree to which we want all government representatives literally or figuratively included in the Consulates.
6. We should examine further the need to designate certain missions with special areas of responsibility (eg. Boston and New Orleans could be given responsibility for francophone programmes outside their normal consular area).
7. Posts must respond quickly and as integrated offices to the growing field of provincial demands on our missions abroad.

Co-ordination Between the Embassy and the Consular Posts

Mr. McKinney (Embassy, Washington), referring to the agenda paper "Consulate-Embassy Co-ordination" prepared by the Embassy, suggested that it be regarded as a basis for immediate action in identifying and planning four areas for better co-ordination. On a longer term basis, he suggested it might be useful for ICER to examine the possibility of a more co-ordinated national programme. Following discussion, an ad hoc committee was created to examine this; its

recommendations were made following the ICER presentation (see ITEM VII)

There was general agreement that the recommendations should be implemented insofar as resources allow (including considerations of security and communications) in the following fields:

1. Information/Cultural/Academic
 - the liaison role of the new National Information Officer should be developed;
 - emphasis should be given to co-ordinated educational programmes geared to increasing American awareness and knowledge of Canada;
2. Economic Reporting
 - better co-ordination and mutual reinforcement in reporting on key issues is needed, along with related public relations efforts to explain Canadian positions;
3. Provincial Interests
 - need for a common set of guidelines for posts, and use of "team visits";
4. Congressional Relations
 - the Embassy and consular posts should keep each other up-to-date on significant developments and personalities affecting the Congressional relations role, and on local reactions to significant national issues.

Consular Role

R. Anderson (Consul-General, Seattle) emphasized the point that there is a new role for the Consulates to play in defining and explaining Canadian interests to a public generally well-disposed to Canada but increasingly aware of bilateral problems. For such activities to be successful, resources and guidance must be provided.

Provincial Interests

B. Rankin (Consul-General, New York) noted that his mission provides considerable support for provincial interests, both for visiting representatives and for the resident provincial missions. He asked for guidance on how much should be done. He also asked that the Federal Government be as helpful as are the Provincial Governments in giving notice of their visits.

Francophone Programmes

The meeting welcomed the following general guidelines outlined by the Director-General of Co-ordination, Mr. Roquet:

1. Policy concerning francophone programmes in the U.S.A. is still in the formative stage.
2. We must respect the sovereignty of the U.S. Government and take public susceptibilities into account; within those

limits the programmes must serve and reflect Canadian interests and realities, and are an important part of our normal information/cultural programmes.

3. There are various interests (bilateral, domestic, etc.) to be served by projecting Canada as a bilingual country.
4. It is in Canadian interest to prove that our membership in Francophonie is active and creditable (eg. relations with international and Franco-American groups).
5. To protect federal constitutional interests by reasonable federal presence, we need a consistent policy as regards our attitudes and contacts regarding provincial activities and programmes. While there was no discussion of the agenda paper, the minimum services listed in that document are consistent with the above general approach. FCP will also be circulating further guidance shortly on the conduct of federal-provincial relations abroad.

ITEM V - PRINCIPAL PROGRAMMES AND THEIR PRIORITIES

(a) Consular Services

J. R. Maybee, Director-General, Bureau of Consular Affairs (CRP) outlined the consular services that should be provided to Canadians abroad, and emphasized the need to give these matters proper priority not only as a service to Canadian citizens, but for the well-being of the Government. He spoke about the availability of preposting training programmes that properly prepare people for consular and passport work at posts. They are not sufficiently used, he contended because of the usual conflict between posts and Headquarters over the time of departure from Ottawa and arrival at post. Stressing that "Happiness is knowing how to do it", Mr. Maybee urged the Heads of Post to insist that staff assigned to their post to do consular work, either part-time or full-time, receive adequate consular training before they leave Ottawa.

A lengthy discussion was held on off-hours service, with several Heads of Post describing systems and equipment used or available. It was agreed that each post will decide on procedures best suited to its needs and on request Ottawa would provide guidance on the equipment and, where necessary, assist in lease or purchase of equipment.

It was agreed that the possibility of training locally-engaged staff for passport functions would be examined.

(b) Manpower & Immigration

Mrs. J. Edmonds (ADM - Immigration) described the Immigration programme vis-à-vis the United States as entirely consistent with the Third Option, and described the changing pattern that has unfolded and how M&I is responding to it. "Basically, we are trying to move

from an almost entirely responsive and passive role - forced on us by the abuse of Regulation 34 and the resulting pile-up - to an active stance ensuring that what we do results in immigrant and non-immigrant movements that meet Canada's distinctive needs, while remaining in harmony with the policies of our friends and neighbours and respecting the two principles of universality and non-discrimination." The Canadian Immigration and Population Study (CIPS) starts from the premise that "immigration in the future will crucially affect and determine Canada's economic, social and cultural and demographic growth".

Drafts of CIPS studies may be made available to the Heads of Post for review. Mrs. Edmonds noted the pressures M&I had placed on U.S.A. posts in responding to new surges of immigrant applications and said that the whole allocation problem is going to have to be solved by an increment of resources. (Mrs. Edmond's text was distributed.)

(c) Trade Promotion

T. M. Burns (ADM of IT&C) in outlining the objectives of his department, stressed that the primary concern is to tailor trade promotion activities to the industrial development of the country. He stressed that trade promotion activity is:

- a highly important element of federal-provincial relations;
- helping to move smaller Canadian firms to more international postures; and
- placing emphasis on manufactured goods.

He spoke also of the need for an increased flow of capital goods to the United States. In the field of industrial promotion, Mr. Burns saw some possibility of getting better co-ordinated activity for Canada as a whole. In conclusion, he observed that the general feeling of shortage of Canadian goods for buyers in the United States is a world-wide phenomenon that needs to be lived with.

(d) Tourism

T. Fletcher (Director, Office of Tourism - IT&C) in a tabled document, outlined the objectives of the Office of Tourism: "Although the primary aim is to increase both the number of visitors and the amount of revenue from the United States, the underlying marketing philosophy is not simply that of increasing numbers. Rather, it places emphasis on selective promotion as determined by the absorptive capacity of our plant, environmental conditions, and the requirements of sound management in endeavouring to match supply and demand." (Text was distributed at meeting.)

He outlined eight points which help to describe the objectives, activities and policies of the travel agency:

1. Development of strategy that is selective and objective in operations to contribute to the achievement of Canadian goals and objectives;
2. The development of "targeting" through travel market studies;
3. Establishment of travel marketing priorities:
 - i) media
 - ii) professional travel trade
 - iii) conventions, international meetings, corporate sales/staff promotions
 - iv) the general public
4. Use of country programme to determine mix of resource allocation at posts;
5. Policy decision to move operations "upstairs" to become an integral part of consular missions;
6. A re-organization of the Office of Tourism that will provide improved functional specialization is about to be announced;
7. Cabinet approval has been given to the establishment of an interdepartmental committee on tourism "to harmonize where possible and co-ordinate where practicable all Federal Government activity that bears on tourism";
8. Travel marketing for the '76 Olympics and the U.S.A. Bicentennial is suffering from lack of information from both COJO and the U.S.A. Bicentennial Committee. There is an agreement in principle with the United States Travel Service to collaborate on joint promotion abroad of the '76 Olympics and beginning next year the Office of Tourism will "theme" the Olympics into its advertising abroad.

In commenting on the Foreign Agents Registration Act (FARA) of the United States, Mr. Fletcher said that he understood the U.S. State Department had been informed that the Canadian Government Travel Bureau was prepared to conform to the Act. "If they want to resurrect it, we are waiting to be told when to go through the formalities." Mr. Rankin expressed concern, noting the renewed efforts by the U.S. Government to have the CGTB register and drawing attention to the potential burden imposed on the Travel Bureau. He raised the question of whether or not the "New Look" information programme might be required to register under the Act.

Registration by the Travel Bureau and other Canadian agencies is under study by the Department of External Affairs, in consultation with IT&C, Secretary of State, and others and it is expected to make a recommendation soon.

Mr. Fletcher said that the Treasury Board has informed ICER that travel officers abroad will not be converted to the Foreign Service group; the Office of Tourism, however, "is prepared to have every officer abroad examined in terms of job activity to see what status would be warranted".

With respect to co-location, he said now that travel offices are moving away from street level quarters the policy is to be integrated into consular missions where and/or when practicable. It was noted that such action might aid in eliminating the need for the travel offices to register under FARA since they are clearly away from retail or general public operations.

(e) Information and Cultural Activities (New Look)

L.A.D. Stephens, Director-General, Bureau of Public Affairs, gave a broad outline of activities, with special emphasis on new and developing programmes:

- i) The New Look Information Programme - awaits final Cabinet approval, but prospects are good for its implementation over a two to three year period. The anticipated number of new establishment positions for the U.S.A. (three Canada-based and 12 locally-engaged) represents approximately half of the total new programme staff for the world.
- ii) Films - A joint programme has been established by External Affairs and the National Film Board to which each would contribute approximately half a million dollars per year to the production and purchase of new films for free distribution. A special secretariat has been set up to manage this programme in 1974-75.
- iii) Canadian Studies in the U.S.A. - It is hoped to develop these further. The establishment of Canada-U.S. Studies Centre may be done through joint funding by the National Endowment for the Humanities and a Canadian agency. Projects in the educational field might be tied to bicentennial celebrations. The high school book presentation programme will continue in 1974, aimed toward two hundred new schools.
- iv) Radio Programmes in the U.S.A. - Radio Canada International has reviewed its activities and will be attempting to produce on tape and disc radio "briefs" that can be distributed throughout the United States.
- v) Visits Programme - This should be expanded and posts are reminded that more U.S. journalists are welcome.
- vi) Battelle Foundation Study - The Department of External Affairs, in conjunction with the Department of Industry, Trade, & Commerce, and the Canadian Export Association is attempting to co-ordinate programmes on export information. The CEA and the Battelle Foundation have funded a study on the origins of U.S. exports to Canada (and the destination of Canadian exports to the United States) to serve as a basis for formulating objectives and to support information

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and representational activities. A more detailed report will shortly be submitted to missions, but they should be aware that Mr. Ron Tippitt has been retained by the CEA to visit U.S.A. missions and help co-ordinate project plans in the trade area.

Freeman Tovell, Director, Cultural Affairs Division, reported that the United States becomes a programme country for cultural affairs in 1974 (along with Mexico, Japan, China, and Britain) and that an estimated budget of \$150,000 has been proposed for FY 1974-75; this could be utilized in part to develop interest in our participation in U.S.A. Bicentennial celebrations. In the interim the following programmes could be undertaken:

- i) Visits to Canada of "cultural personalities", ie. critics, entrepreneurs, rather than performers or artists;
- ii) establishment of a "petty cash" cultural fund for certain posts to support local events;
- iii) book purchases and donations for prestige institutions;
- iv) support for carefully selected artistic groups travelling in the U.S.A.;
- v) promotion of travelling prestige graphic exhibitions.

D. Hicks, Director, Information Division, outlined in greater detail proposals for Canadian participation in the U.S.A. Bicentennial projects; Canadian participation will utilize the Third Option theme of "distinct from but in harmony with".

Mr. Hicks also said that FAI will continue to provide more aid to posts. He said that a new head of publications will soon be assigned and possibly an overseas press officer. The use of facsimile transmission is being investigated. Mr. Hicks expressed pleasure at the success of the high school book programme and the valuable contribution to it by Heads of missions and their staffs.

Patrick Reid, General Director, Canadian Host Secretariat, United Nations Conference/Exposition on Human Settlements, Vancouver 1976, after brief introductory remarks on the 1974 International Exposition on the Environment in Spokane, spoke about the 1976 meeting and the preparations done to date and those contemplated.

Radio Canada International

Brian Townsley, Supervisor of Public Relations, Radio Canada Inter-

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national, outlined shortwave transmission activity into the United States, noting that surveys had shown a large sector of the U.S. population, primarily in the 18-29 age bracket, listen to shortwave transmission on a regular basis; thus it had been decided that there is to be an increase in programming oriented toward the United States audience. In addition, an increased amount of transcript material - tapes and discs - is to be distributed to United States private radio stations for rebroadcast.

Returning to the topic of shortwave, Mr. Robert Brown, Senior Analyst, Management Information System, outlined that RCI would broadcast additional hours on a regular basis to reach west coast audiences and that programming format would change to ensure that each day's broadcasting would become a mosaic of themes and subjects. There would be increased promotion of Canadian books and authors in an effort co-ordinated with Books Canada and more information broadcasts on Canada's scientific and technological achievements.

National Film Board

Messrs. Tom Binden and Paul Courice have a short summary of the work NFB had done to date in conjunction with External Affairs. A study earlier in the year had been done on the various aspects of film programming such as physical handling, distribution and package co-ordination and a new basic package is being developed which could be expanded at posts in a co-ordinated manner.

In the discussion that followed the Public Affairs presentation, the following points were brought out:

- (a) 1976 Olympics - Mr. Stephens reported that little information had been forthcoming from the Olympic Organizing Committee (COJO) but he hoped this would change in the near future. External Affairs and the Canadian Government Travel Bureau were co-operating to produce an Olympics-oriented publication for world-wide distribution that would give a pictorial background to Canada.
- (b) RCI French-Language Programming for New England - Consultations are on-going between External Affairs and RCI to ensure a francophone component in shortwave broadcasts to New England, and there is a possibility of direct line feeds of domestic French-language broadcasts from Canada to the United States. A meeting on this subject is expected before the end of November.
- (c) Support Advertising - Mr. Hicks allowed the possibility of being more favourably inclined to support advertising in special publications or supplements in FY 1974-75.

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- (d) Use of "Culture" Funds - In response to Boston's suggestion for using such funds with the francophone community in New England, Mr. Rankin outlined the practice in New York for promoting Canadian activities of an artistic or cultural nature. In order to receive such funds, Mr. Rankin suggested that posts must first prove to Ottawa the need and ability to meet it.

In summary, all Heads of Post agreed that, with increased information programming and posting of programme personnel, it is essential that adequate support staff be provided to posts. GWP, in agreeing to investigate this matter, said there are three options:

- 1) we do have the support staff;
- 2) the "New Look" programme is postponed one year to allow time to create and fund support positions;
- 3) The new officers would be regarded as half support and half programme staff in order to be self-sufficient.

ITEM VI - INTERDEPARTMENTAL COMMITTEE ON EXTERNAL RELATIONS

G. Rau, Secretary of ICER, forecast a continuing concentration on measures for functional co-ordination, further structural integration having been set aside for the time being. The emphasis will be placed on

- (i) policy co-ordination at Headquarters
- (ii) consolidation of the integrated system of support services at posts abroad and greater programme co-ordination through reinforcement of the authority of Heads of Post, the country programme process, etc.

David Taylor, Secretary of the Personnel Management Committee, ICER, outlined the membership and objectives of the committee. It is concerned, he said, with providing a comprehensive look at personnel matters and in particular with:

1. selection criteria for Heads of Post;
2.
 - i) development of co-ordinated and ultimately common personnel policies for foreign operations;
 - ii) recruitment;
 - iii) career development;
 - iv) classification;
 - v) evaluation and evaluation standards;
 - vi) pay and allowances.
3. receives and considers reports from foreign service departments about promotion and postings.

He described the committee as having studied and made recommendations on:

1. Modification of classification standards for FS group
2. Guidelines for use by departments in the personnel management of employees considered for but not included in the FS group
3. Personnel mobility
4. Recruitment at 'above normal entry' level/Lateral Entry
5. External Affairs circular document on Policy and Procedural Secondments and Leave without Pay
6. PMC Work Programme for 1973 and 1974 emphasized the development of improved manpower planning policies and systems in the foreign service departments and agencies
7. Co-ordination of postings

Conference participants discussed the possibility of producing either a single country programme, or better co-ordination in the preparation of individual post programmes. It was generally agreed that for the time being at least we should aim at greater co-ordination. The Chairman read to the meeting the following statement prepared by the ad hoc group on a "total" country programme for the United States, and it was accepted this would be the guidelines for future planning.

Country Programme - U.S.A.

Although it is too late to make any significant change at this stage for the 1974-75 Country Programme, there are several interim measures which could be introduced.

- (1) It is proposed that one additional page be added to the Country Programme document currently under preparation. This page would list chronologically the major events (fairs, naval visits, etc.) briefly comment on nature and purpose with some indication of priority concerning participation of Ambassador and involvement of Washington.
- (2) ICER Departments with activities in the U.S.A. would provide a document to the Ambassador outlining the nature, scope and major thrusts of programmes for 1974-75 noting any significant departures envisaged for 1975-76 (the forecast year).

These steps would at least partially meet the Ambassador's needs and could be the beginning of a more thorough and sophisticated approach to a single country programme.

Apart from these two steps, after the 1974-75 programme has been reviewed by the interdepartmental committee and some judgements made about priorities and resource levels, the External Affairs area bureau could initiate a review of objectives circulated in 1972 with a view to determining with the other Departments concerned refinements and how they might be adapted to a unified Country Programme.

Conceivably a U.S. Head of Post meeting could be convened in the U.S. in the fall of 1974 in advance of Country Programme preparations to reach agreement on the scope and priorities and resources for the 1974-76 programme and forecast for 1976-77. A constraint to bear in mind is that posts will be expected to respect the resources approved (in summer, 1974) for 1975-76.

The Conference recorded a large measure of support on the part of the Heads of Post for a more unified approach to Country Programming.

In Ottawa consultations among departments will take place to determine the possibility and merit of introducing a unified country programme for the U.S.A.

Rationalization of Territories

K. W. MacLellan, Director, United States Division, presented a summary of posts responses to the paper "Rationalization of Territories" and outlined what might be drawn from the suggestions. There was spirited discussion, during which the majority of HOP's recommended that a pragmatic approach is required: it was agreed that posts would have an additional two weeks in which to submit comments before the subject would be reviewed interdepartmentally in Ottawa.

Communications

E. L. Warren, Director, Telecommunications Division, expressed the need to have a clearer definition of user requirements if the meeting wished to seek significant changes and additions to the present communications system. The division had prepared concept costs for courier services and secure telegraph facilities clearly showing the costs would be very high and would require a very strong case to support them. Courier Service could be as costly as \$86,000 per year, and installation of cypher equipment (not presently available) would be in the order of \$260,000 with annual operating costs at \$237,000. Mr. Warren also reviewed cost figures for circulating the news bulletin. Mr. Rankin proposed installation of Canadian Press wire machines in all missions as being cheaper and more useful than the daily summary of news and it was agreed to investigate this further. Mr. Rankin undertook to ask CP and AP for general information of the rough cost estimates of available services. Mr. MacLellan, supported by Mr. Warren, recommended that posts make renewed efforts for special arrangements with airlines to obtain Canadian newspapers on a "same day (no costs)" basis.

Security

W. Wilkinson, Security Services, briefly discussed the need for secure means of transmission for classified materials, and for the handling and storage of such materials at the posts. A specially-prepared security book was circulated to Heads of Post, to be forwarded to them by Security Services after the conference. In brief, Mr. Wilkinson indicated that PSS "will live with" the registered mailing of classified information up to Confidential, since the costs for courier or secure telegraph services seem prohibitive for the time being at least.

The Chairman summarized Telecommunications and Security discussions as follows: in the light of the costs and other information submitted, Headquarters will examine further the question of providing classified material to the consular posts. In the meantime, increased efforts will be made to provide policy guidance and public information on important issues more quickly.

Summation - ITEM VII

Mr. Nutt thanked all participants for their contributions and co-operation. He said: "we have learned what is new and where the priorities are in our programme. We have had suggestions how to manage the unmanageable." In sum, the advice is:

- to work to improve further co-ordination in Ottawa
- to improve co-ordination in our U.S. operations with the Embassy taking the lead along the lines of their paper on this subject
- to attempt to improve and possibly integrate the programme development and projection process in the U.S.
- to try to provide more timely advice and guidance on Canadian policy
- Headquarters will try to further improve the physical plant, the material and human resources of posts

Ambassador Cadieux closed the meeting by thanking all concerned and also Headquarters for "their vigorous support and the significant improvements achieved." He suggested that the Conference be repeated at shorter intervals in order to maintain momentum. Finally, he expressed the view that the meeting had proven that interdepartmental co-operation is improving and that efforts are being made to improve co-ordination of the operations of the U.S. missions as a whole. "To me, this is the kind of teamwork that impresses me very much and gives me confidence that gradually the team that works in the United States will pull together, will pull effectively and will do the kind of job that makes us proud to be in the foreign service and equal to representing a country that I think is one of the most interesting and the most lively and the most promising."

AGREED PROPOSED CHANGES TO U.S.A. PROGRAMMES 1975-76

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12-3-11

ATLANTA

ITC - CGOT Reduce by one - transferred to Dallas

Manpower & Immigration FS

National Revenue PM

BUFFALO

External Affairs FS (Consular/General Relations/Admin.)

CLEVELAND

External Affairs FS (Consular/General Relations)

DALLAS

External Affairs FS (General Relations/Admin./Consular)

ITC-CGOT CO1

(One position to be transferred from Atlanta)

IS2

National Revenue PM

DETROIT

ITC - TCS CO

LOS ANGELES

External Affairs LEIO

FS (Admin/General Relations)

Manpower & Immigration FS

National Revenue PM (To create position on establishment.
Position has been "on loan" from
San Francisco)

MINNEAPOLIS

External Affairs LEIO

NEW YORK

External Affairs FS (Administration/General Relations)

FS (Information)

Manpower & Immigration FS

FS

NEW YORK (Continued)

National Revenue

PA (By Conversion)

SAN FRANCISCO

External Affairs

FS (Consular)

Manpower & Immigration

FS

National Revenue

PA (By Conversion)

(Confirm and fill two establishment positions)

SEATTLE

External Affairs

FS (Consular/General Relations)

Manpower & Immigration

FS

AGREED PROPOSED CHANGES TO U.S.A. PROGRAMMES 1975-76

DEPARTMENT	POST	POSITION	DEPARTMENTAL PRIORITY	CPR PRIORITY
<u>External Affairs</u>				
1.	Buffalo	FS(Gen./Admin/Consular)		
2.	Cleveland	FS(Gen./Admin/Consular)		
3.	Dallas	FS(Gen./Admin/Consular)		
4.	Los Angeles	FS(Gen./Admin.)		
5.	Minneapolis	LEIO		
6.	New York	LEIO/FS		
7.	New York	FS (Gen./Admin.)		
8.	San Francisco	FS (Consular)		
9.	Seattle	FS(Gen./Consular)		
10.	Washington	FS (Provincial)		
11.	Washington	FS(Gen.) Consul General		
12.	Washington	PA (Gen.)		
13.	Washington	FS (Inform.)		
<u>Industry, Trade, & Commerce</u>				
14. TCS	Detroit	CO		
15. CGOT	Atlanta	TPO		
16. CGOT	Dallas	TPO		
17. CGOT	Dallas	TPA		
<u>Manpower & Immigration</u>				
18.	Atlanta	FS		
19.	Los Angeles	FS		
20.	New York	FS		
21.	New York	FS		
22.	San Francisco	FS		
23.	Seattle	FS		

DEPARTMENT	POST	POSITION	DEPARTMENTAL PRIORITY	GPR PRIORITY
<u>National Revenue</u>				
24.	Atlanta	PM		
25.	Dallas	PM		
26.	Los Angeles	PM		
27.	New York	PA (By Conversion)		
28.	San Francisco	PA (By Conversion)		

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~~FINAL DRAFT~~

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] U.S.A. Country Program [

Since its inception in 1971 the Country Programming System has been viewed differently as to its objectives and its usefulness. Originally seen as a management information system whereby the Government could see where its resources were deployed and how they were employed around the world, it has evolved into a management tool more in line with the original concepts of the Planning Programming and Budgeting System ^(PPBS) from which it was developed.

Although the system was designated Country Programming, posts in the United States have each made separate submissions since its introduction. The decision to consider each post's territory in the U.S.A. as a 'country unit' was taken in August 1971 when provisional ^{Country Program} CP's for all posts were written. At that time it was considered that a single program for the entire country would not be manageable, even though there are often common objectives and a considerable degree of inter-post coordination.

To counter the view that it would be extremely difficult for Washington, as capital post, to produce a single Country Program, the case of Britain is usually cited as an example which the United States ^{posts} could emulate. From one point of view this would appear to be justification enough for the ^(posts in the United States) U.S.A. to follow suit as the size and scope of Canada's operation in these two countries are both quite large. (For FY 1974/75 there were 540 man years requested by the High Commission for Britain, compared to 885 man years requested by posts in the U.S.A.) It has been argued that the ^(United States posts) U.S.A. represents a more decentralized operation than ^{Britain} London, (i.e. 5 posts in Britain compared to 16 in the U.S.A.). However,

the High Commission has more program responsibilities in other countries than is the case for the Embassy and posts in the ^(United States) U.S.A. Perhaps of even greater importance is the fact that in both countries there is a similarly wide range of complex and diverse programs - 18 in Britain and 20 in the ^(United States) U.S.A.

Experience with other multi-post country units shows that originally there was a tendency for the ^{Country Program} CP to be composed of individual post programs placed together in the same binder. However, as capital posts in multi-post countries (particularly Bonn and Rome) gained experience, the ^(Country Programs) CPs from these countries have become an all-encompassing document which reflects the part each unit plays in the achievement of common country objectives and in the attainment of unique geographic and program goals.

One of the major advantages of having a single comprehensive Country Program is that it ensures coordination of program implementation by preventing individual posts from becoming ensnarled in overlapping programs and jurisdictions and competing for the same scarce resources. A single ^{Country Program} CP enables a comprehensive and interrelated plan of action to be formulated in line with Canadian objectives. It also reconciles conflicting priorities which the next level in the decision-making process may have difficulty in doing to the satisfaction of all posts concerned.

An added virtue of a single country program is that of brevity. At the present time there is considerable duplication in posts "country" programs in the ^(United States) U.S.A., since they are frequently faced with similar constraints on their operations while pursuing the same objectives. One succinct ^{program} CP for the U.S.A. might provide a more meaningful document for ^(headquarters) HQ as opposed to sixteen as is the present case. ✓ More attention

In the last two rounds in the ^{headquarters} review meetings of 1974 and 1975, the chairman reviewed programs as they applied to the whole of the United States before commencing a post-by-post examination of forecasts.

in depth can be given to one single concise plan of action than to sixteen frequently repetitive programs. An adequate summary of Canadian Government plans and activities would make it less difficult for headquarters to make essential comparisons of geographic and program requirements.

Country Program
Proposals for a Unified ~~OP~~ for U.S.A.

FY 1976/77

As a first step this year, ^{with} ~~and because~~ the Country Programming cycle ^{about to be} ~~is already~~ under way, the Embassy in Washington might consider the feasibility of preparing an overview paper setting out changes in program thrust for the forthcoming fiscal year. This paper would list by priority any proposed staff changes or redeployment and would be the basis of discussion at the formal Country Program Review meetings in Ottawa. Since the Embassy already plays the coordinating role with respect to the Consulates and Consulates General for the General Relations and Information Cultural Programs, it should not be difficult for coordinators to be selected who would analyse other programs for changes in emphasis and establish priorities within these programs after appropriate consultation.

The overview paper for FY 1976/77 and the forecast year 1977/78 might include several summary tables which would outline the proposed allocation of personnel resources to programs and posts. For example, a table similar to Annex A, (which was compiled from the posts FY 1974/75 Country Programs) might be prepared by Washington on the basis of inputs from the Consulates to indicate the recommended utilization of resources by program. Similarly something like Annex B, which outlines program and support staff recommendations by post, would also seem to

be a useful document. Alternatively, summary tables for program and support staff utilization similar to those in Annex C might be used.

The Embassy could also rate programs and resulting staff changes by priorities bearing in mind overall Canadian objectives in the U.S.A. If there are significant disagreements as to priorities the Departments whose programs are affected would have an opportunity to present the unit's case at the time of the annual country review.

FY 1976/77

For the next Country Program cycle in 1976 a further step forward might be to produce one ^(Program) CP for the whole of the ^{United States} U.S.A. using the same basic guidelines that other multi-post country units follow. In effect this would mean reaching agreement among the posts on objectives and programs designed to achieve geographic and program goals.

In the formulation of a unified ^{Country Program} CP it would probably be desirable to have a "mini" ^{(Program) or (Regional Program)} CP prepared by the Head of Post and Committee on Post Management (CPM) at each post based on agreed geographic and program objectives. Such a ^(Regional Program) "mini" CP might be a modified version of the present country program tailored to meet the situation and needs of posts in the U.S.A. Regardless of the format of such a ^{Regional Program} "mini" CP it would seem desirable that it contain the essential elements required to enable a unified ^(Country program) CP to be prepared by Washington in consultation with the Consulates. Such a consultative process might include the following steps:

- (a) preparation of geographic and program objectives for each Consulate by the Embassy based on agreed country objectives;
- (b) preparation by each Consulate General ^(Regional Country Program) of a "mini" CP for its ^(territory) region; ^{of Consulate and the Embassy}

- (c) coordination of the ~~United States~~ ^(Regional/Country Programs) by functional program to formulate a comprehensive plan of action for the ~~U.S.A.~~ ^(United States) by an individual appointed by the Embassy after consultation as appropriate;
- (d) an annual or biennial meeting of all heads of posts and program coordinators in the ~~U.S.A.~~ ^(United States) to reach a consensus on a unified ~~CP~~ ^(Country Program) to headquarters; and
- (e) consideration of the ~~CP~~ ^(Country Program) during the Country Program Review ~~M~~ Meetings.

UNCLASSIFIED

SUMMARY OF MAN YEARS BY POST IN THE U.S.A. FOR FY 1974/75 and FY 1975/76

BASED ON POSTS FY 1974/75 COUNTRY PROGRAMS

MAN YEARS FY 1974/75

MAN YEARS FY 1975/76

<u>POST</u>	<u>PROGRAM</u>	<u>SUPPORT</u>	<u>TOTAL</u>	<u>PROGRAM</u>	<u>SUPPORT</u>	<u>TOTAL</u>
Atlanta	14.0	18.0	32.0	15.0	18.6	33.6
Boston	17.0	24.0	41.0	17.0	24.0	41.0
Buffalo	12.0	12.0	24.0	12.0	13.0	25.0
Chicago	22.0	25.0	47.0	25.0	26.0	51.0
Cleveland	16.0	15.6	31.6	17.0	18.4	35.4
Dallas	10.0	10.0	20.0	11.0	11.0	22.0
Detroit	19.0	18.0	37.0	19.0	21.0	40.0
Los Angeles	19.0	31.4	50.4	23.0	34.7	57.7
Minneapolis	9.0	11.0	20.0	9.0	11.0	21.0
New Orleans	3.0	9.0	12.0	3.0	9.0	12.0
New York	47.0	58.0	105.0	48.0	61.0	109.0
Philadelphia	8.0	9.0	17.0	8.0	9.0	17.0
Puerto Rico	4.0	7.0	11.0	4.0	7.0	11.0
San Francisco	24.0	24.0	48.0	25.0	25.0	50.0
Seattle	14.0	15.0	29.0	16.0	16.0	32.0
Washington	<u>188.0</u>	<u>172.0</u>	<u>360.0</u>	<u>191.0</u>	<u>179.0</u>	<u>370.0</u>
Total	426.0	459.0	885.0	443.0	483.7	926.7

SUMMARY OF THE PROPOSED ALLOCATION OF MAN YEARS BY PROGRAM FOR THE U.S.A.IN FY 1974/75 AND FY 1975/76 BASED ON POSTS FY 1974/75 COUNTRY PROGRAMS

PROGRAM	<u>MAN YEARS</u>	
	FY 1974/75	FY 1975/76
Administration and Support Services	192.7	197.5
Consular	37.6	41.5
Cultural/Information	68.7	82.3
Communications	0.3	0.3
Customs and Excise Administration	16.4	20.1
Defense Relations	132.6	132.6
Energy	6.2	6.2
Environment	1.9	1.9
General Relations	46.1	50.1
International Development Assistance	1.2	1.2
Labour	2.1	2.1
Manpower and Immigration	90.0	96.1
National Film Board	15.0	15.0
Police Liaison	9.0	9.0
Provincial Interests	2.2	2.2
Public Archives	-	-
Science and Technology	1.9	1.9
Supply	15.0	15.0
Tourism	83.6	89.8
Trade and Industrial Development	154.6	158.0
Transport Liaison	<u>0.8</u>	<u>0.8</u>
TOTAL	885.0	926.7

PROGRAM STAFF UTILIZATION RECOMMENDED BY U.S.A. POSTS FOR FY 1975/76

REGION, COUNTRY, OR INSTITUTION	PROGRAMS																						TOTAL
	CONSULAR	CULTURAL/ INFORMATION	CUSTOMS & EXCISE ADMIN	DEFENCE RELATIONS	GENERAL RELATIONS	INTERNATIONAL DEVELOPMENT	LABOUR	MANPOWER & IMMIGRATION	NATIONAL FILM BOARD	POLICE LIAISON	PUBLIC ARCHIVES	SCIENCE & TECHNOLOGY	TOURISM	TRADE & INDUSTRIAL DEV	TRANSPORT LIAISON	ADMIN. & SUPPORT	PUBLIC WORKS	SUPPLY	ENVIRONMENT	PROVINCIAL INTERESTS	ENERGY	COMMUNICATIONS	
UNITED STATES																							
Atlanta	0.7	1.6	1.8		0.8			3.1					2.0	3.8		0.2							14.0
Boston	0.4	2.0			1.4			2.9					3.0	6.6		0.7							17.0
Buffalo	0.1	1.1			0.3			2.9					3.0	3.5		1.1							12.0
Chicago	1.3	1.9	2.0		1.3			3.9					4.9	5.8		1.9							22.0
Cleveland	0.1	0.4			0.3								8.0	6.7		0.5							16.0
Dallas	0.9	1.2	0.3		0.6			2.0					0.1	4.5		0.4							10.0
Detroit	0.5	1.5		0.9	1.4			3.5					3.9	7.0		0.3							19.0
Los Angeles	0.8	1.1	1.0		1.5			3.0					4.0	7.1		0.5							19.0
Minneapolis	0.4	0.3			0.6			1.9					2.0	3.4		0.4							9.0
New Orleans	0.4	0.6			1.1			0.9															3.0
New York	2.0	8.0	3.0		1.5			7.0	7.0				8.0	8.5		2.0							47.0
Philadelphia	0.1	0.2			0.5							0.1	2.0	4.9	0.1	0.1							8.0
Puerto Rico		0.1			0.5									3.3		0.1							4.0
San Francisco	2.2	3.9	2.8		1.8			2.8					5.0	4.6		0.9							24.0
Seattle	0.3	1.9	0.1		1.3			2.7					2.6	4.6		0.5							14.0
Washington	3.1	10.8		108.5	13.6	0.7	1.1	0.6		6.0		1.1	3.9	12.3	0.3	4.9		15.0	1.2	1.1	3.5	0.3	188.0
TOTAL	13.4	29.4	11.0	109.4	28.5	0.7	1.1	37.2	7.0	6.0		1.2	52.4	86.6	0.4	13.5		15.0	1.2	1.1	3.5	0.3	426.0

SUPPORT STAFF / RECOMMENDED BY U.S.A. POSTS FOR FY 1975/76 UTILIZATION

REGION, COUNTRY, OR INSTITUTION	PROGRAMS																					
	CONSULAR	CULTURAL/ INFORMATION	CUSTOMS & EXCISE ADMIN.	DEFENCE RELATIONS	GENERAL RELATIONS	INTERNATIONAL DEVELOPMENT	LABOUR	MANPOWER & IMMIGRATION	NATIONAL FILM BOARD	POLICE LIAISON	PUBLIC ARCHIVES	SCIENCE & TECHNOLOGY	TOURISM	TRADE & INDUSTRIAL DEV.	TRANSPORT LIAISON	ADMIN. & SUPPORT	PUBLIC WORKS	SUPPLY	ENVIRONMENT	PROVINCIAL INTERESTS	ENERGY	TOTAL
UNITED STATES																						
Atlanta	1.5	2.0	1.0		0.6			2.0					1.0	3.8		6.1						18.0
Boston	1.6	4.1			0.8			4.0					2.0	5.8		5.7						24.0
Buffalo	0.4	0.5						3.2					2.4	2.4		3.1						12.0
Chicago	0.5	2.1	1.0		1.2			5.8					2.9	3.8		7.7						25.0
Cleveland	0.5	0.9	0.1		0.1			0.4					4.9	5.5		3.2						15.6
Dallas	0.1	1.2	0.1		0.3			0.9					0.2	3.2		4.0						10.0
Detroit	1.8	1.8			0.4			4.4					1.0	3.6		5.0						18.0
Los Angeles	6.4	1.2	1.0		0.7			4.0					2.4	6.0		8.7						31.4
Minneapolis	0.6	0.7			0.3			3.2					1.0	3.4		1.8						11.0
New Orleans	0.6	2.3			0.3			0.7								5.1						9.0
New York	4.0	3.0	1.0					15.0	8.0				5.0	8.0		4.0						58.0
Philadelphia	1.3	0.4			0.4			0.5				0.1	2.0	3.3	0.1	0.9						9.0
Puerto Rico	0.8	1.0			0.1									3.1		2.0						7.0
San Francisco	2.4	1.0	1.0		1.5			5.0					3.0	4.0		7.1						24.0
Seattle	1.1	1.6	0.2		0.7			3.5					1.0	2.5		4.4						15.0
Washington	0.6	15.5		23.2	10.2	0.5	1.0	0.2		3.0		0.6	2.4	9.6	0.3	100.4			0.7	1.1	2.7	172.0
TOTAL	24.2	39.3	5.4	23.2	17.6	0.5	1.0	52.8	8.0	3.0		0.7	31.2	68.0	0.4	179.2			0.7	1.1	2.7	459.0

Date

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						LIVRETS, PAMPHLETS, ENREGISTREMENTS MAGNÉTIQUES, DOCUMENTS JURIDIQUES, COUPURES DE JOURNAUX, CAHIERS D'INFORMATIONS GÉNÉRALES, DOCUMENTS DE L'OTAN, DES N.U. ET D'AGENCES SPÉCIALISÉES, ETC. PHOTOGRAPHIES										
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