

Department of External Affairs

Doc 29070 361
10 = 17/11/92.

CLASSIFIED



231052
38-1-CIDA-SCOR
Vol 1

File No. ~~38-1-CIDA-6~~ 38-1-CIDA-SCOR

Subject: AID AND EXPORT FINANCE -

POLICY, PLANS AND PROGRAMME

~~CIDA - OVERSEAS REPRESENTATION~~

- ~~STANDING COMMITTEE~~

CIDA-SCOR - (Canadian International
Development Agency - Standing Committee -
Overseas Representation)

Vol. 1
From Sept 15/66
To Jan 31/68

References to Related Files

REF. ACCESSION NO. 231052

File No.

Subject

Previously 38-1-4-1 - 38-1-11

PUBLIC ARCHIVES RECORDS CENTRE
DEPOT DES ARCHIVES PUBLIQUES
OTTAWA

CLOSED

K259-305

11/54

PLANS RECORDS ORDER

P.C. 1966 - 1749 - AUTHORITY

PUBLIC ARCHIVES APPROVALS

NOS 60/001 & 60/030

RETENTION PERIOD AND DISPOSITION

10 YR HA-6D

AND...

TEXT TRANSFER TO FILE

FOR SELECTIVE DELETION

DIVISIONAL SYMBOL

ACRL

ACCESS TO INFORMATION
L'ACCÈS À L'INFORMATION
EXAMINED BY / EXAMINE PAR:
D. Hill

DATE / DATE:
December 2/1992

000187

Date
APRIL 12, 1983

CHECKLIST - PREPARATION OF SUBSTANTIVE FILES FOR MICROFILMING
LISTE DE CONTROLE - EXAMEN DE DOSSIERS - MATIERES POUR FINS DE MICROPHOTOGRAPHIE

File No./Dossier n°

38-1-CIDA-SCOR

Vol. No.

1

Subject/Sujet

AID AND EXPORT FINANCE -- POLICY, PLANS AND PROGRAMME -- CIDA-SCOR (CANADIAN INTERNATIONAL DEVELOPMENT AGENCY) --

STANDING COMMITTEE OVERSEAS REPRESENTATION)

Date
From/De

SEPTEMBER 15, 1966

Date
To/A

JANUARY 31, 1968

CLERK/COMMIS

ANALYST/ANALYSTE

Transmittal slips, action request forms and envelopes destroyed	Items misfiled sent to MGID	Straight copies destroyed	Ephemeral items sent to MGIR	Items reclassified	Copies of drafts etc. destroyed	BOOKLETS, PAMPHLETS, RECORDINGS, LEGAL DOCUMENTS, CLIPPINGS, BRIEFINGS, NATO, U.N. AND SPECIALIZED AGENCIES DOCUMENTS, ETC. PHOTOGRAPHS								Size and clarity	
						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								Dimension et qualité	
Notes d'envoi, fiches de service et enveloppes détruites	Erreurs, de classe- ment — MGID	Doubles détruits	Items éphémères — MGIR	Items reclassifiés	Doubles de projets, etc. détruits	MGL	MGLC	MGLL	MGLN	BICO	MGID	CIH	MIA	Cut Réduction	MGID
4		5												23	33

CLERK
COMMIS

Stripping completed:
Première épuraison complétée:

APRIL 12, 1983

Date

M. L. Baker

Signature

ANALYST
ANALYSTE

Revision completed:
Examen complété:

APRIL 12, 1983

Date

M. L. Baker

Signature

MGIX

Microfiche completed:
Microfilmage complété.

Date

Signature

000188

FORM "A"
FORMULAIRE "A"

RECORDS IMPROVEMENT UNIT ACTION FORM
FICHE DE SERVICE DE L'UNITÉ DE PERFECTIONNEMENT DES ARCHIVES

..... Please take action on the attached items as indicated:
S.V.P. donner suite aux items ci-joints tel qu'indiqué ci-dessous:

ACIW

1. File/ Classer
2. Keep in appropriate file pocket in Randtriever.
Retenir au Randtriever dans pochette appropriée.
3. Keep in special container for tapes.
Retenir dans classeur spécial pour bandes magnétiques.

ACID

1. Amend index and refer to ACIW for filing.
Modifier index et transmettre à ACIW pour mise au dossier.

ACIA

1. Open new file as follows and advise Division concerned.
Ouvrir nouveau dossier selon les directives ci-dessous et aviser Direction concernée.

No.

TITLE/TITRE

ACIR

1. Ephemeral material for disposal.
Suite à donner à correspondance éphémère.

ACIX

1. Trailer fiche to be made.
Préparer fiche auxiliaire.

2. CAUTION: Flagged item typed on both sides.
ATTENTION: papillon indique texte dactylographié sur deux côtés.

ACIE

1. For reproduction - one copy.
A reproduire - une copie.

TYPIST
DACTYLO

1. Retype, check and return.
Redactylographier, vérifier et retourner.

April 12/83

EXTERNAL AID OFFICE

OTTAWA: Go through with
this scheme without some

38-1-CDA-

31-

Mr. M. Cadieux, ^{and will} Under-Secretary of State ^{continue}
for External Affairs, ^{to face}
O T T A W A. ^{on this}

Attn: Mr. B.M. Williams

Dear Sir:

I know you will be interested in being brought up to date on plans being developed by this Office for assigning a small number of its permanent officers to overseas duties.

In informing you of these plans, I would like to assure you that the objective in fielding External Aid Office personnel is to supplement, and not to replace or duplicate, staff resources now available at the Posts to deal with External Aid matters. Like representatives of other departments, External Aid officers would, with your agreement, be attached to the appropriate External Affairs Posts and responsible to the Head of Post in all matters of policy and administration and liaison with local authorities.

As you are likely aware, our 1966-67 establishment included five engineering positions intended for overseas duties. In deciding to provide for these positions, consideration was given to such factors as (a) our complete dependence at the present time on our consulting engineers for progress reports and other technical data required to ensure efficient and economical implementation of projects, (b) the need, with respect to major projects, for improved co-ordination in the supply of locally provided materials, equipment and warehousing, as well as accommodation, medical facilities, and transportation for Canadian personnel responsible for the direction and supervision of such projects, and (c) the number of occasions where technically qualified field staff could have conducted preliminary feasibility studies and thus have avoided the time and expense involved in engaging consulting engineers.

While our initial considerations were related to capital projects and it was for that reason that engineering positions were established, it will be appreciated that such personnel also would be expected to concern themselves with administrative problems that may arise in the technical assistance programs. Briefly, in very general terms, the duties and responsibilities of our proposed field personnel might be described as follows:-

BUREAU DE L'AIDE EXTÉRIEURE

September 30, 1966.

- 2 -

- (1) To conduct preliminary feasibility studies of projects requested by eligible countries within the regions of their assignments;
- (2) To ensure, in respect of approved projects, that all preparatory work has been done prior to the movement of Canadian professional and technical personnel and their families from Canada;
- (3) To report and make recommendations to the Canadian post and the External Aid Office on any problems that may arise during the implementation of projects; and
- (4) To assist the staff at the posts, as appropriate, in dealing with the administrative and personal problems of teachers and technical advisers.

It is expected that appointments to these positions will be made in the next few weeks. This does not mean that the successful candidates would be sent abroad immediately, nor that all of them will in fact be assigned to overseas duties. The intention is to establish them within our head office operations and enable them to become familiar with aid policies and procedures during the next nine months to one year. Decisions as to who will be sent abroad and to which areas, will be taken at the appropriate time in consultation with your Department.

With regard to increasing the number of our field positions in the future, our present plans provide for inclusion in our 1967-68 budget of an additional two positions. These positions will be at the Administrative Officer 5 level and will be intended for personnel with a general administrative background rather than for additional engineers. In this regard, our experience indicates that an increasing number of administrative problems are developing in the field as a result of the growth in our technical assistance programs. We believe that External Aid field representatives could be of great assistance to the posts in dealing with a wide range of tasks, such as the accommodation and transportation requirements of our teachers and advisers, and the selection and preparation of candidates for training in Canada. Thus, it is planned to provide two positions in the 1967-68 budget and thereafter two more positions per year during the next four or five years. Also, while it is difficult to foresee requirements too far ahead, our present trends in the capital assistance area would indicate that additional engineering positions may be required in the field in about three years time.

Your comments would be welcomed.

Yours sincerely,



P.M. Towe,
Acting Director General.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
À

Mr. B.M. Williams, O/SSEA (THROUGH MR. COLLINS)

SECURITY
Sécurité

Restricted

FROM
De

Commonwealth Division

DATE

4 October 1966

REFERENCE
Référence

NUMBER
Numéro

SUBJECT
Sujet

External Aid Personnel Abroad

FILE	DOSSIER
OTTAWA	
38-1-CIDA-SC0	
MISSION	10-

ENCLOSURES
Annexes

1

DISTRIBUTION

Economic Div.
(Mr. Dupuis)

A. & M.E. Div.

Latin American
Division

Far Eastern
Division

Personnel
Operations Div.

Personnel
Services Div.

O/SSEA

We recently had brought to our attention, on a personal basis, a copy of Civil Service Competition No. 66-ID-2093 for five senior resident engineers to serve overseas with the External Aid Office. A copy of this Notice of Competition is attached. Although three of the centres in which these engineers are to be resident; namely, New Delhi, Singapore and Port of Spain, are in countries for which this division is responsible, and presumably their duties would take them to other Commonwealth countries in the area, we had heard nothing about the plans of the External Aid Office to send resident engineers there until we read the Civil Service Notice of Competition.

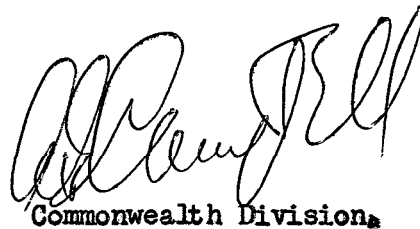
2. Among the duties and responsibilities which are given for these resident engineer positions are the establishment and maintenance of liaison and good relations with government authorities in countries receiving aid, and determination of the priority of projects requested by recipient countries. In view of the far-reaching nature of these responsibilities, it appears to us most unfortunate that the Notice of Competition makes no reference to any relationship between the resident engineers and Canadian diplomatic representatives in aid recipient countries. Indeed, it does not even make clear whether the External Aid Office envisages that the resident engineers will be part of the Canadian diplomatic missions.

3. In principle, we think it highly desirable that technical personnel of the External Aid Office should have an opportunity to serve at posts abroad. Not only would this assist posts in the effective administration of the aid programme, but it would in time enable the External Aid Office in Ottawa to have on its staff qualified officers with experience of conditions abroad. However, we strongly believe that External Aid personnel overseas should be fully integrated into Canadian diplomatic posts, should be responsible

5.10.15(us)

to the head of post, should execute any functions concerning "the establishment and maintenance of liaison and good relations with government authorities" under the direction of the head of post, and should report on such policy questions as "the priority of projects requested by recipient countries" through the head of post. If a situation develops in which the External Aid Office has personnel overseas who operate independently of Canadian heads of post, confusion and conflict are, we think, inevitable. Most posts for which this division has primary responsibility have at present, and for the foreseeable future will continue to have, as one of their main functions the administration of the aid programme; if this function is cut across in certain respects by non-diplomatic personnel with area responsibilities, the character of Canadian representation abroad will be radically altered and the functioning of our missions made more difficult. We surely should seek to avoid learning of these difficulties by experience such as the United States has had in various forms.

4. We hope that the question of the status and responsibilities of External Aid personnel abroad will be taken up with the Director-General of the External Aid Office at the earliest opportunity.



Commonwealth Division.



Opportunity for PROMOTION - PUBLIC SERVICE -

COMPETITION NO. 66-ID-2093

SENIOR RESIDENT ENGINEERS

\$10,470 - \$11,800

- PLUS OVERSEAS ALLOWANCES -

Capital Assistance Division
External Aid Office

DELHI, INDIA - SINGAPORE - DAKAR, SENEGAL
DAR ES SALAAM, TANSANIA - PORT OF SPAIN, TRINIDAD

OPEN TO

Professionally qualified Engineers employed by Departments and Agencies in the Public Service as defined by the Public Service Superannuation Act who have been appointed by the Civil Service Commission or hold a continuing appointment in the public service or have been employed in the public service for at least three years immediately prior to the closing date of the competition and are contributors under the terms of the Public Service Superannuation Act, and members of the Canadian Armed Forces (Regular) and the Royal Canadian Mounted Police.

INTRODUCTION

The External Aid Office is responsible, under the supervision of the Secretary of State for External Affairs, for the operation and administration of Canada's bilateral grant and development loan assistance programmes such as: the Colombo Plan; the Canada-West Indies Programme; the Special Commonwealth Africa Aid Programme; and, the Programme of Technical Assistance for the French-speaking States of Africa.

Each of the Engineers appointed to these positions will be required to act as Resident Engineer and represent the Capital Assistance Division of the External Aid Office in the countries indicated above. They will be required to establish residence in these locations for approximately three to four years, whereupon they will be transferred to a position within the Division at Ottawa for a similar period and subsequently assigned to another country.

DUTIES AND RESPONSIBILITIES

The duties and responsibilities associated with these positions include:

- Establishing and maintaining liaison and good relations with government authorities in the countries receiving capital assistance;
- Investigating new projects requested by eligible recipient countries, determining their priority in the economic development program of the country, their feasibility, proposed method and schedule of construction and the extent and form of assistance that may be required;
- Inspection of construction projects and monitoring progress of work, accompanying and providing information to Canadian contractors, consultants, engineers and surveyors entering the country to carry out investigations or construction of capital assistance projects;
- Ensuring that the terms of the projects agreements which define the respective responsibilities of the two participating governments are fulfilled;
- Reporting on problems encountered, necessary changes in the schedule of supply of equipment and materials and personnel to meet the construction schedule;
- Performing other related duties as required.

QUALIFICATIONS

The necessary qualifications include:

- University graduation in a recognized course of Applied Science or Engineering OR evidence of qualifications that would permit membership in a Provincial Association or Corporation of Professional Engineers; see reverse side....

CIVIL SERVICE OF CANADA

Competition Number 66-ID-2093

- Many years of professional engineering experience related to construction supervision of various types of civil engineering works;
- A thorough knowledge of the principles and practices of professional engineering and a good working knowledge of contract procedures;
- Personal suitability and satisfactory physical condition.

NOTE

1. If no fully qualified candidate is found, the most suitable may be offered appointment at a lower level. If appointment is made at a lower level, the appointee may be considered for advancement in accordance with his demonstrated ability to perform the duties of the position and when the qualification standards for the advertised class and grade are met.

2. The performance of the duties of these positions requires a knowledge of the English language, but a knowledge of both English and French will be considered an asset in the assessment of candidates. The position in Dakar, Senegal requires a knowledge of both the English and French languages.

In addition to the above, a knowledge of any other language used in the localities listed above will be considered an asset in the assessment of candidates.

3. In the completion of Item 35 of the application form, care should be taken to relate experience to each of the above duties and to each of the qualifications as they appear on this poster. Failure to do so may be to the disadvantage of the applicant.

4. Candidates who wish to enlarge on certain aspects of their training and experience which they consider of particular value for these positions, may do so on a separate sheet and attach it to their application form.

5. ADDITIONAL INFORMATION is available by writing to the Applied Sciences Program, Civil Service Commission, Ottawa 4, quoting Competition 66-ID-2093.

TIME LIMIT

Apply to the CIVIL SERVICE COMMISSION, OTTAWA 4,
on application form CSC100.

To ensure consideration, applications must be received by AUGUST 29, 1966.

QUOTE COMPETITION NUMBER 66-ID-2093



MEMORANDUM

CLASSIFICATION

TO
A

Mr. D.H.W. Kirkwood,
Head, Economic Division,
Department of External Affairs,
334 Langevin Block, Ottawa.

YOUR FILE No.
Votre dossier

OUR FILE No.
Notre dossier

FROM
De

Mr. I.A. Hodson
Director, Advisers Division,
External Aid Office

DATE 24 February, 1967.

FOLD

SUBJECT
Sujet

File up

38-1-CIPA-SCOR
10 -

This will confirm our meeting at 3:30, 28 February, to be held
in Mr. L. D. Hudon's office. Here is the draft of the letter which we
would like to discuss.


I.A. Hodson.

Attach.

DRAFT NO. 1

February 16, 1967.

Letter to all Missions

Subject: Appointment of Liaison Officers

It has become expedient to set up a system of support for advisers and teachers in the field which will supplement that now given by the various posts and missions, and which will relieve the External Affairs staff of some of the routine tasks in which they are currently engaged. It is not intended that the final responsibility for this supporting service will be removed from the posts and missions. It is the intention to provide some limited assistance, as an interim measure pending the resolution of the problem on a more permanent basis, and that this assistance operate through the local post or mission. This assistance will be provided by the appointment of liaison officers.

2. A liaison officer is a Canadian teacher or adviser serving abroad who, for a modest honorarium, and in addition to his normal duties as a teacher or adviser, will look after the welfare and domestic support of a designated group of advisers and teachers serving in his geographic area. In addition to relieving the post or mission of some of the detailed administration required in support of aid personnel, the liaison officer will act as a screen between a complainant and the post concerned. We would hope that he would be able to head off many such complaints, and, if not possible to do so, would at least investigate them and give a less prejudiced viewpoint.

3. In outlining the duties of the liaison officer as we see them, we recognize that there will be problems in implementing such duties in addition to carrying out a full time job. On this aspect of the plan, we would appreciate your views. We believe, however, there is some merit in the overall proposal, and we think we should at least give it a trial period. We envisage that at the time of appointment, and before commencing his duties, the liaison officer would be briefed by the head of mission or post. The terms of reference of the liaison officer might read as follows:

...2

000197

In association with the Office of the Canadian High Commissioner (Ambassador of Canada) the liaison officer would be expected to

- (a) (1) meet Canadian teachers and advisers on arrival;
- (2) brief them on domestic and professional problems, including medical services in their country of service (missions would also give new arrivals a briefing, but would employ different subject matter);
- (3) arrange hotel accommodation, and assist with permanent accommodation; (it is recognized that different countries permit different classes of hotel, and standards of accommodation, and the liaison officer would have to be briefed in this by the post or mission);
- (4) arrange onward transportation to duty station from port of entry; (where pertinent);
- (5) deal with local authorities on behalf of other aid personnel in matters of housing, local allowances and supporting facilities and services; (in this regard, the liaison officer would have to have some recognized status, arranged for him by the local post or mission. We would suggest that liaison officers undertake no written negotiations with local authorities, keeping their relationship on a personal and verbal basis. Written observations might best be processed through the post or mission concerned.);
- (6) assist in the clearance of personal effects through customs (here again, there must be recognized official status given him; furthermore, most of these activities will take place at port of entry, and liaison officers in that area may have to have adjustment in ^{their} his terms of reference to allow for a reasonable work load.);
- (7) assist in clearance procedures necessary when an adviser or teacher leaves the country; (these procedures differ country by country, and possibly a check list will have to be drawn up by post personnel.);

- 3 -

(8) inform Canadian diplomatic personnel of any unusual problems or incidents, advise on the action taken or make recommendations on action which should be taken; (we would hope the liaison officer would use discretion in any written communication in this regard.)

(b) When specifically requested by the External Aid Office or by the local diplomatic mission, to report through the Office of the Canadian High Commissioner (Ambassador of Canada) on

- (1) matters of import which may be put to him;
- (2) requests for contract renewals and new requests for technical assistance;

(c) When specifically requested by the External Aid Office, or by the local diplomatic mission, to

- (1) interview candidates for training in Canada, and to brief candidates; (further briefing might be given by the local mission or post; interview reports would be sent to E.A.O. through the mission or post concerned.);
- (2) contact trainees upon their return to Canada, and assess the value of the training given them, and the use made by the local government of this training; (it is admitted this is a delicate area and that we must be extremely circumspect in carrying out this task; on the other hand, currently we have difficulty in evaluating our training program without having some sort of feed back from the field.)

4. In implementing a system of liaison officers with terms of reference as outlined above, there will be difficulties. We have pointed out the need for recognition of the appointment by local authorities. Possibly the liaison officer could be given a card or letter, with a seal of some kind, and could perhaps be introduced to officials in the ministries with whom he will be dealing.

- 4 -

5. The liaison officer will, of course, have to be accepted by the teachers or advisers he is serving. This indicates a need for suitable selection of candidates and informing other aid personnel to whom they will refer specific problems.

6. There is also the question of the physical ability of the liaison officer to supply any kind of service. Distances are great, and transportation difficult. Part of this problem may be alleviated by selective grouping of aid personnel, and by the provision of transportation costs where required. We would like your views as to the number and location of liaison officers in the area served by your post or mission.

7. We will, of course, have to make satisfactory financial arrangements with the liaison officers. Here we would like your advice. Obviously, there will be greater problems, and therefore more demands on time, and additional out of pocket expenses, in some areas. We had thought in terms of the average liaison officer being responsible for ten to fifteen aid personnel and being paid an honorarium of perhaps \$1,000 net per annum. This sum would be compensation for the extra time and most out of pocket expenses. (We are trying to avoid having the liaison officers submit detailed expense accounts for car mileage, telephone calls, cables, airmail postage, etc.) Where it is obvious there will be prolonged and expensive travel, we could arrange that the posts and missions supply funds in local currency, and that these costs be additional to those covered in the honorarium. We would like to have your views on this subject.

8. It will be necessary to work out detailed procedures and the relationship of the liaison officer to the post or mission concerned. Many procedures will be common to all posts and missions, but we recognize that all circumstances are not the same everywhere, and that therefore it would be in our best interests to have the modus operandi prepared by each post or mission. A great deal will depend upon the personal suitability of the aid personnel selected for these positions.

9. In summary, we would like to have from you your views on

- (a) the advisability of setting up a system of liaison officers as an interim measure to improve the administrative support of aid personnel;

000200

...5

- (b) the proposed terms of reference;
- (c) the numbers and location of liaison officers needed in the countries your mission or post is serving;
- (d) the proposed financial arrangements;
- (e) other attendant problems which may affect the implementation of a system of liaison officers.

IAH/bc

for Director General.

A&ME/J.M. Touchette/rb

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

Mr. Francis

we spoke

but not on

on from

14/4

at an

meeting

Mr. David Kirkwood,
Head of Economic Division.

Mr. T. Carter,
African and Middle Eastern Division.

Posting of EAO Personnel Abroad.

SECURITY
Sécurité

PERSONAL AND
CONFIDENTIAL

DATE

March 31, 1967.

NUMBER
Numéro

FILE

DOSSIER

OTTAWA

38-1-GIDA-500R

MISSION

31

TO
À

FROM
De

REFERENCE
Référence

SUBJECT
Sujet

ENCLOSURES
Annexes

1

DISTRIBUTION

Mr. Bruce
Williams
O/USSEA

Mr. Chris
Hardy
Pers. Ops.

Mr. J.R.
Francis,
O/USSEA

I gather that this question has been under active consideration for sometime now. I would hope than an opportunity will be given this division to express its thoughts fully on this question, given our more or less direct involvement in aid matters and the general supervision we exercise over our African missions.

2. In the meantime, I thought you might be interested in the attached copy of a personal letter which I have received from our High Commissioner in Ghana on the question of aid administration. I think that for the most part this letter sets out a very sensible case.

Mr. Hingley

Mr. Harris' observations are, as usual, sensible.

T. Carter

I had not realized that there was already a formal decision to send an EAO man to Nairobi; certainly EAO did not communicate the info to this division. Would it not be well to have some discussion of the policy aspects, involving perhaps Mr. Williams & Personnel, and also possibly USSEA if he were interested?

DK

34815

OFFICE OF THE
HIGH COMMISSIONER FOR CANADA



Mr. Touchette
Mr. Mitchell
9 return
PERSONAL AND CONFIDENTIAL

HAUT COMMISSARIAT DU CANADA

Accra, Ghana,
March 22, 1967

*I think this is reasonable
for most part*

Dear Tom,

We were pleased to have Jean Touchette drop in on us recently. Subsequently a Mr. Wannop from External Aid spent a half a day with us en route back to Canada. We had a useful discussion with both of them on various aid matters.

One of the subjects which cropped up was the question of the development of a specialized career service in aid work abroad. I gather that no firm policy has as yet been worked out on this matter but perhaps an indication of the way the trend may go is the provision for setting up regional aid offices staffed by External Aid personnel. The first such office has been set up in Nairobi and it seems that consideration is being given to the establishment of a similar office to cover West Africa. According to Wannop it could be set up in either Accra or Lagos and would consist of one man, possibly an engineer.

As you are probably aware, on the External Affairs side of this Mission most of the officers' time is taken up on aid work. This includes my own time and I find that well over half of it is occupied by such work and its ramifications. In man hours, therefore, the aid work is taking up the full time of three officers. This is why I suggested in recent correspondence that it would be desirable to set up an aid section in the Mission consisting of at least three officers. I am not sure that this number would be adequate to do a proper job. The British Council here, for example, has a staff of 14 which the Council representative tells me is devoting its energies almost exclusively to assistance in the field of education in Ghana. From the statistics we exchanged, it does not appear that they have many more teachers than we have in the country. The British High Commission has a special section of five people, of whom two are officers, concentrating on technical assistance as distinct from educational assistance. They have fewer technical advisers in Ghana than we have.

I assume that Harrison Cleveland experiences much the same pressures on his staff resources from assistance activities. I find it very difficult, therefore, to see what can be achieved, or is hoped to be achieved, by the dispatch of one man to open a regional office in this area. We cannot unload our responsibilities on him since he would very quickly be submerged, and I am wondering in any case how on such a slender basis a local office could contribute to an orderly and integrated administration of assistance.

Mr. Thomas Carter,
Head, African and Middle Eastern Division,
Department of External Affairs,

OTTAWA.

..2

000203

-2-

I feel strongly myself that our Department should retain full control of aid administration abroad. In this part of the world particularly, it is an activity which, in the amount of money and volume of work entailed, completely overshadows every other activity. It is interesting, stimulating and varied work which gives one the feeling, all too rarely experienced in our other activities, of concrete achievement and I think a more general appreciation of this aspect of the matter would, if properly exploited, serve to enhance the attraction of a career in our Department. Moreover, it would appear that aid will become increasingly important in the future as probably the major manifestation of our foreign policy. Our Department should certainly be fully engaged in this activity; otherwise in the activities of the Canadian government abroad, we shall find ourselves relegated to the sidelines tolerated because we stamp visas and send the occasional political report home but otherwise not attracting much attention or regard.

There is the argument, of course, that aid work requires continuity and specialization. Keith Spicer, in his excellent book "A Samaritan State", makes a strong case for a special foreign career service under External Aid, but in the conclusion of his argument he appears to undermine it by suggesting that there could be interchangeability between such a service and the Trade Commissioner and Diplomatic Services. This kind of comment reflects the realization that talent is more likely to be attracted if there is a chance of promotion to ambassadorial positions. As to the question of the actual skills required, it seems to me from our own day to day operations that the desirable qualifications and experience are peculiarly those which we would like to see in an FSO in our service to enable him to cope with a broad range of administrative, consular and diplomatic tasks. This broad range of tasks is precisely what someone on aid work here in Ghana must constantly discharge. Since one is obliged to be in continuous contact with government and local officials on questions which require a good deal of negotiating skill, one is not only fully using the arts of diplomacy but is also exploiting unrivalled opportunities for gaining insights into and becoming closely acquainted with the administration and policies of the country. Closely related to these advantages are the possibilities they offer of exerting an influence on developments and governmental thinking which would not otherwise be available. There must in any case on our own part in our relations with the developing countries be an extremely close link between aid work and the development and articulation of our policy towards these countries.

From the point of view of running a diplomatic mission abroad, I hope we can avoid any further progress along a path which seems to be leading in the direction of a many-headed monster. I think the British were wise in bringing together their diplomatic, consular and commercial branches into one integrated service. Proliferation of autonomous sections in posts abroad which are dignified by the title of "Heads of Post" seems to me to produce too much inflexibility in the use of staff resources and thus in effect to lead to waste, inefficiency and unnecessary expenditure of the taxpayers' money.

The above are a few hurried thoughts before I go off on leave. I would be glad to try some more considered and formal comments if it were considered appropriate and useful.

Yours sincerely,

Bert

A. F. Hart.

000204



EXTERNAL AFFAIRS
African & Middle Eastern Div. (Mr. F. Cartwright)
Commonwealth Div. (Mr. A.G. Campbell)
Far Eastern Div. (Mr. Goldschlag)
Latin American Div. (Mr. P.A. Bridle)

AFFAIRES EXTÉRIEURES

TO
À

SECURITY
Sécurité

CONFIDENTIAL

April 6, 1967

DATE

NUMBER
Numéro

FROM
De

Economic Division

REFERENCE
Référence

SUBJECT
Sujet

Appointment of EAO Liaison Officers

FILE	DOSSIER
OTTAWA 38-1-CIDA-500K	
MISSION 10 -	

ENCLOSURES
Annexes

Mr. ~~DEWINTER~~

Mr. Williams

The very rapid expansion in our technical assistance programme in recent years has resulted in a marked increase in the already heavy administrative responsibilities which our missions in developing countries have had to assume in connection with the implementation of the Canadian aid programme. We have had discussions recently with the External Aid Office on steps which should be taken to alleviate the burden of aid work which falls on our missions. The Department has agreed that, among other desirable measures, the appointment of External Aid Liaison Officers (selected from among advisors and teachers already serving under the external aid programme) would be a useful step in that direction.

2. In preliminary discussions with the External Aid Office on this subject we have mentioned that two aspects of the proposal should be carefully examined: a) the role and functions of the Liaison Officers in the context of the aid programme; and b) the status of Liaison Officers vis-à-vis our missions as well as the government of the recipient country concerned. With regard to procedure it has been agreed that missions would be fully consulted on this proposal before it is put forward to the Minister for consideration.

3. The External Aid Office has now prepared a draft paper for circulation (attached) to missions on this subject on which I should be grateful to have your comments. In formulating their views Divisions could usefully bear in mind that it is intended that the draft EAO paper will be sent to missions under cover of a letter from the Department which should primarily reflect departmental preoccupations about this proposal.

4. I should be grateful to receive your comments on this subject as soon as possible, as we have undertaken to produce departmental views in writing by ^{the} middle of next week.

D.H.W. KIRKWOOD

Economic Division

External Aid Office
March 17, 1967.

APPOINTMENT OF LIAISON OFFICERS

Introduction

The number of advisers and teachers serving abroad under Canada's external aid programme has increased significantly during the last several years. This expansion in our programme has without doubt imposed an additional and heavy administrative burden on our missions and posts abroad. The question is further complicated by the fact that in many countries the teachers and advisers are not all grouped together in one locality but dispersed over several, often at some considerable distance from the mission or post. It is difficult, in many cases impossible, for a mission to keep in close touch with the teachers and advisers and to assist them in meeting problems which arise at both the personal and project (or professional) levels. The teachers and advisers for their part often believe, rightly or wrongly, that they are neglected, without adequate means of communication, and left very much to their own resources. They see themselves working in isolation, sometimes without adequate terms of reference, and not as part of the much larger programme of Canadian assistance to developing countries.

This situation obviously cannot be allowed to continue and it will take some time to correct it fully. The External Aid Office is therefore taking a number of interim measures designed to improve it. For example, more frequent field visits by External Aid officers should help to establish more effective working relationships and we also propose to take steps to improve the briefing of teachers and advisers. As a further step, with the agreement of the Department of External Affairs, the External Aid Office intends to appoint from among the teachers and advisers liaison officers who would assist it as well as our missions and posts abroad in carrying out Canada's external aid programme and increasing its effectiveness.

Functions of Liaison Officers

The liaison officers would have three main functions: administrative assistance, project (or professional) assistance and programme advice. These responsibilities would be additional to their regular assignments.

... 2

Photocopy of Original - As is

(a) Administrative Assistance

The first and in some respects the principal function of the liaison officer would be to assist the missions and posts in dealing with the day-to-day problems which inevitably arise in carrying out a programme involving a large number of individuals who are at least initially quite unfamiliar with the conditions under which and the surroundings in which they are to work. The liaison officer might, under this heading, assist the mission in making the necessary arrangements on first arrival as well as departure of the teachers and advisers. These would include meeting the teachers and advisers, helping to secure hotel accommodation as well as permanent accommodation, clearing personal effects through customs, and assisting with the briefing on assignments and local conditions. However, it seems to the External Aid Office that the main burden of these tasks must continue to fall on the missions themselves. The value of the liaison officer will probably be much greater in helping the teachers and advisers once they have taken up their assignments. Here he would be expected to introduce the new teachers and advisers to the local authorities and to their colleagues, to familiarize them with local surroundings and habits, to help on such matters as local housing, local allowances, and supporting facilities and services. He could approach the local authorities on an informal basis in an attempt to solve whatever problems do arise. However, he would not be expected to press matters unduly, but rather to report to the missions any serious and apparently insoluble problems.

(b) Professional Assistance

The preceding section deals with the problems teachers and advisers may encounter in adapting to a new environment. They may also have problems which arise out of their assignments. While it is not, of course, possible to anticipate all these problems, they may include matters such as the following: underemployment, change of assignment, a lack of provisions for training counterpart personnel and the need for equipment. The role of the liaison officer in this area would be to help the teachers and advisers resolve these problems in discussions with the local authorities. He would not be expected to press matters unduly and, if he were unsuccessful, he would be expected to refer the matter to the mission and the External Aid Office. In any event, he should keep both the mission and this Office fully informed about his actions in assisting teachers with their professional problems.

(c) Programme Advice

When specifically requested by the External Aid Office or by the local diplomatic mission, the liaison officer would be expected to provide assessments on the composition and effectiveness of the programme as a whole or particular aspects of it and to make recommendations for its improvement.

Status of Liaison Officers

It should be made clear from the outset that it is not intended that liaison officers should be given any special privileges and immunities. However, if the liaison officers are to be effective, it is important that they be given some degree of local recognition. Certainly, the Ministry of Foreign Affairs should be notified of their appointments and they should be introduced to the appropriate officials in that Department as well as in others (e.g., Customs, Education). It would also be highly desirable for them to be given a card, letter or laissez-passer of some sort both by the mission and the government, of the country concerned, so that they can be identified and have some local status.

Selection of Liaison Officers

It is proposed that the initial selection of liaison officers will be made by the External Aid Office in consultation with missions. Quite clearly considerable care will have to be exercised in making a choice since they must have the tact and good judgment required for developing effective and smooth working relations both with the missions and the local authorities. In particular, they must be able to exercise good judgment in deciding when to take the initiative on their own at the local level and when to refer matters to the mission and the External Aid Office. No doubt the details of procedures and the specific relationship between each liaison officer and the mission will to some extent have to be worked out on the spot.

Number of Liaison Officers

In some countries, particularly the larger ones and the ones in which we have large programmes, there will be a need for more than one liaison officer. We would like to obtain the missions' views on the number and location of liaison officers.

Financial Arrangements

We will of course have to make satisfactory financial arrangements with the liaison officers. We have been thinking in terms of an honorarium of \$1,000 per year to compensate for the extra work as well as to meet out-of-pocket expenses. Where there is prolonged and expensive travel, it

- 4 -

may be necessary to increase this amount or make some other arrangement.
We would like to avoid detailed expense accounts.

Request for Comments

The External Aid Office would appreciate receiving comments from
missions on the general terms of reference for liaison officers and other
aspects of the proposed scheme as outlined above.

11JH/LDH/jm

Photocopy of Original - As is

38-1-CIDA-SCDA

CONFIDENTIAL

April 10, 1967

ADS

MEMORANDUM

TO: Economic Division
(through Mr. Williams)

Mr. Dupuis
D/C

FROM: The Office of the Under-Secretary

Reference: Memorandum from Economic Division dated April 6, 1967

Subject: Appointment of EAO Liaison Officers

In paragraph 2 of your memorandum you have mentioned that two aspects of the External Aid Office's proposal to appoint liaison officers will need careful examination: their role and function in the context of the aid programme and their status vis-a-vis our missions as well as the government of the recipient country. Our posts will no doubt have extensive comments to make on the draft but perhaps we could attempt to anticipate some of these, so that the draft we will be submitting to them may be more realistic.

2. The description of the liaison officers' functions may be unrealistically broad. No doubt the functions will be different in countries where we have no resident mission or in locations far removed from the capitals in which our missions are located. Perhaps in such cases the liaison officers may have to exercise more initiative and perform a wider range of duties. Even so, some of the duties assigned under Section (a), Administrative Assistance, might not lend themselves to performance by someone working on a part time basis. The liaison officers might meet incoming teachers and advisers, and assist with the briefing on assignments and local conditions. In many countries, however, securing them permanent accommodation and even clearing their personal effects, which sound like simple chores to an Ottawa-based civil servant, may well be extremely complex and time consuming tasks which require considerable negotiation with the local government. In such cases, should the teacher or technical adviser acting as liaison officer be expected to perform them on a part time basis? The External Aid Office is surely correct in assuming that the main burden will fall on the mission, and the preceding description of the liaison officers' functions should be adjusted accordingly.

3. The relationship of the liaison officers with our missions should be carefully defined in two different respects.

(i) vis-a-vis the local government

We should specify that negotiations with the local government should be done through the mission or with the mission's

...page two

000210


10.4.73(US)

...2...

approval. The rather more permissive approach employed under section (a), Administrative Assistance, could lead to trouble if an overly zealous liaison officer were required to report to the mission on such negotiations only if he were clearly over his head. Section (b), Professional Assistance, suggests that the liaison officer would act as in effect senior teacher or adviser in discussing purely professional problems with the particular educational institution or agency with which the Canadians were working. This function might pose fewer problems. Here, too, however, the instructions seem to imply that he should consult the mission only if the situation had gotten out of hand. Section (c), Programme Advice, is much more specific on the relationship between the liaison officers and the missions, and should serve as a model for the two preceding sections. Presumably the liaison officers will be particularly useful where Canadians are serving away from the capital or in countries where we do not have a resident mission. In such cases there may actually be a greater rather than a lesser need for prior consultation with the mission however, because of the necessity for coordinating the Canadian approach to similar problems which may be arising in more than one locality.

(ii)vis-a-vis the External Aid Office

The draft suggests that liaison officers should refer problems which may arise to the mission and to the External Aid Office. Should we not ensure that the instructions require the liaison officers to correspond with the External Aid Office through the mission? To avoid misunderstandings caused by either recommendations from liaison officers in the field or instructions from headquarters which may be inappropriate in terms of our overall ~~relationships with the countries concerned~~, the heads of mission should be the channel for such exchanges. The draft provides that the External Aid Office should select the liaison officers in consultation with the missions. This provision should help avoid one possible cause of difficulty.


Office of the Under-Secretary

- cc - Mr. Langley
- A & M E Divn. (Mr. Carter)
- Commonwealth Div. (Mr. A. G. Campbell)
- Far Eastern Div. (Mr. Goldschlag)
- Latin American Div. (Mr. P. A. Bridle)

EXTERNAL AFFAIRS

AFFAIRES EXTÉRIEURES

*file
AOS*

MEMORANDUM

TO Economic Division

SECURITY CONFIDENTIAL
Sécurité

FROM Far Eastern Division
De

DATE April 11, 1967.

REFERENCE Your memorandum of April 6, 1967.
Référence

NUMBER
Numéro

SUBJECT Appointment of EAO Liaison Officers
Sujet

FILE	DOSSIER
OTTAWA	
	38-1-4 DA-SCOA
MISSION	/0

ENCLOSURES
Annexes

DISTRIBUTION

Mr. Francis
Mr. Langley
Mr. Williams

A&ME Div.
(Mr. Carter)

Cwlth Div.
(Mr. Campbell)

LA Div.
(Mr. Bridle)

I should like to comment on your memorandum from two points of view, the first the inevitably limited Far Eastern application of this scheme and, second, its more general aspects on a global basis.

2. Far Eastern Application

Generally speaking, there are no large concentrations of Canadian advisers and/or teachers in the aid receiving countries under Far Eastern Division's jurisdiction. Exceptions would be the seven or eight teachers at the University of the Northeast in Khon Kaen, Thailand, and possibly in due course a concentration of Canadian medical personnel at Quang Ngai in Vietnam. Both these situations would probably benefit from the singling out of one individual to do liaison with the mission and to control the proliferation of informal contacts with the local authorities on problems affecting Canadians in the area. There might also be a sufficient concentration of Canadian teachers in Cambodia at some point to warrant the designation of a Liaison Officer. Cambodia is compact enough, the adviser/teacher group is sufficiently homogeneous, and the Canadian office is already sufficiently burdened to warrant the use of an experienced External Aid teacher to assist in administrative arrangements and assessment of programming.

3. General

You will note from the above that, if only in a limited way, we can see advantages to the appointment of External Aid Liaison Officers (LOs) from amongst the advisers and/or teachers serving abroad. I am sure, however, that we will not differ in our comments from other divisions and posts when we stress our view that

...2

CONFIDENTIAL

- 2 -

very great care will have to be taken in (a) formulating the status of these LOs vis-a-vis the posts and the local authorities; (b) selecting the LOs; and (c) determining their functions. In this connection we would offer the following comments:

(i) Status

The EAO paper makes clear that the LOs will have no official status as representatives of the Canadian Government in the eyes of the local authorities. The degree of local recognition which they are given will depend, I should imagine, almost entirely on the success which the responsible mission officers have in introducing and establishing confidence in the LO in the first instance. Although letters of introduction and cards or laissez passer may serve some useful purpose on occasion when new officials are encountered, basically the LO's success, in terms of dealing with problems connected with the local authorities, will depend on the groundwork done by the mission plus his own personality. The reaction of the local authorities to these LOs will probably be rather different from one aid receiving country to another. There will be pressures from some LOs for a form of special status once they discover the difficulties of dealing on an informal basis with local bureaucrats. It would probably be wise not to anticipate their devoting any appreciable proportion of their time to taking initiatives with the local authorities. Further reference to this problem is contained in the section on the functions of LOs.

Equally important will be to ensure that the LO knows under whose supervision and direction he is operating. We believe that the chain of command would have to go through the mission to and from the EAO, except in certain carefully

...3

CONFIDENTIAL

- 3 -

delineated circumstances which are known and understood by all concerned. Otherwise, chaos and discontent will result at all levels.

(ii) Selection

EAO will perhaps tend to choose LOs early in the game from, for example, amongst a group of teachers who are proceeding to a specific country at more or less the same time. Page three of the draft EAO memorandum refers, however, to the "initial selection" of LOs being done by the EAO in consultation with missions. It is our view that the mission is only likely to be able to contribute to this decision after they have encountered the individuals in question. It is absolutely essential that these LOs be chosen with the complete concurrence of the mission involved, since the scheme will be doomed to failure in any other circumstances. This is an argument for choosing LOs from amongst advisers or teachers who have already been on the ground for at least six months or a year.

(iii) Functions

On the administrative side, we would see the main role of an LO as being a channel for requests and complaints from Canadian aid personnel and as a back-up to mission dealings on all administrative problems. If these administrative problems involve dealing with local government authorities, then the mission must have full control of the LO's activities vis-a-vis those authorities and keep a careful eye on the implementation of the mission's requests. Other administrative arrangements the LO could obviously make at the request of the mission without involving local authorities, e.g. hotel accommodation, normal transport

...4

CONFIDENTIAL

- 4 -

arrangements and certain briefing functions. We consider that in most cases it would be most unwise if, on the first arrival of new Canadian aid personnel, the LO was left with the initiative on such problems as local housing, allowances and support facilities. His function should always be that of a follow-up to the more formal approach of the mission officers to the responsible authorities.

In the fields of professional assistance and programme advising, we can only envisage the LO being of assistance within the range of his own knowledge. This would be true, for example, at the University of the North-east in Thailand, where one of the Canadian teachers would certainly be sufficiently familiar with the professional problems of the other teachers and the overall programme of technical assistance to the university to be able to make intelligent suggestions. He would not, however, be able to comment on a highway feasibility project elsewhere in the country or the need for an agricultural specialist in one of the ministries in the capital city.

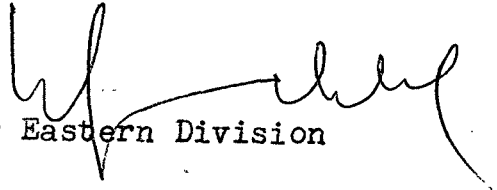
In other areas of aid work, we believe that LOs could be of considerable assistance to missions in, for example, the processing of applications from prospective trainees under the Technical Assistance programme. At certain times of the year, the officers at various posts find themselves involved in very time-consuming interviews and other administrative arrangements prior to the selection of trainees coming to Canada. It seems to me that an LO with training in the educational or technical fields could perform this task as well as, if

...5

CONFIDENTIAL

- 5 -

not better than, an officer of the mission.
This is a job which need not entail any
dealings with the local authorities, and
its assumption by an LO would go a long
way to relieve the burden now placed on
our missions abroad in the aid field.


Far Eastern Division

EXTERNAL AFFAIRS



HAIRRES EXTÉRIEURES

ff
ADS

TO Economic Division
A

FROM African and Middle Eastern Division
De

REFERENCE Your Memorandum of April 6
Référence

SUBJECT Appointment of EAO Liaison Officers
Sujet

M. Dupuis
To add to
the collection
DK

SECURITY
Sécurité

CONFIDENTIAL

DATE April 11, 1967

NUMBER
Numéro

FILE	DOSSIER
OTTAWA	
38-1-C DA-SCOR	
MISSION	10-

ENCLOSURES
Annexes

DISTRIBUTION

Commonwealth
Division
(Mr. Campbell)
Far Eastern
Division
(Mr. Goldschlag)
Latin American
Division
(Mr. P. Bridle)

Mr. Langley
Mr. Williams
Mr. Carter
Mr. Touchette
Mr. Mitchell

Before commenting on the substance of the draft paper prepared by EAO, we should like to point out that in our opinion, missions should be consulted before a decision is taken by the Department to agree to the appointment of liaison officers. Many missions already have relevant experience through ad hoc arrangements made at the post, and it is very desirable that their opinion be sought.

2. We agree that the administration abroad of the advisers programme has increased many fold in the past four years, without a commensurate increase in the administrative base at the mission. We are, therefore, favourably predisposed to any suggestion which might significantly reduce the load on the missions. We do not believe, however, that the appointment of a liaison officer, as envisaged in the External Aid Office draft paper, would attain that aim. This paper seems to denote little direct awareness of the type and extent of the problems involved.

3. Following are our comments on the functions of the liaison officer as seen by the Aid Office:

(a) Administrative Assistance: The Aid Office recognizes that the main burden of the administration of the arrival, installation, and departure of the teachers and advisers will still fall on the mission. This is a good 50% of the job, and is the area where the mission itself would be most happy to have help. The remaining administrative assistance which could be provided by a liaison officer is limited, for various reasons. If the individual is a liaison officer responsible for widely scattered teachers and advisers, then he would be unable to fulfill the functions outlined, and carry out at the same time a job as adviser or teacher. The slow administrative procedures, the difficulties of travel, the poor communications, and other difficulties would make this impossible. Should the liaison officer only be concerned with a small group of teachers or advisers who are physically close, then he could help with certain of these items, particularly the adaption to local conditions. Again however the question of the time available to function as both an adviser and liaison officer would be present;

The liaison officer could be of limited help in this field but, since most of the work in this area is to be done or at least started before the arrival of the technical assistance personnel, the liaison officer would have to arrive some days in advance of his fellows if he were to be of use. /

- 2 -

(b) Professional Assistance: We do not believe that the liaison officer appointed from amongst the teachers and advisers should be asked to concern himself with such problems. First the liaison officer would presumably not ordinarily be competent to discuss technical problems of this nature especially if they fall outside the field of his own particular assignment as an adviser. This objection might be less valid if it were merely a question of local authorities not fulfilling their obligations under agreements with the Canadian Governments. However, we doubt whether representations at the liaison officer level would be effective in such cases. The local authorities would probably resent representations casting doubts on their professional competence and organization coming from a liaison officer who, in their eyes, would still be an adviser or teacher over whom they have direct jurisdiction. We believe that a more useful function in this domain would be for a liaison officer to report to the mission those situations which would appear to justify representations. In this way any action could be taken through official channels and would be more likely to produce results;

(c) Programme Adviser: We do not believe that a liaison officer should be asked to comment on the effectiveness of a programme as a whole. He could at the most comment usefully on those aspects of the programme which pertain to him. A liaison officer presumably would not be competent to analyse the programme, as he would not be in a position to see it as a whole. However, should the liaison officers be appointed they might be asked to co-ordinate comments on the programme by individuals with whom they are in contact.

4. To sum up, our comments on the functions of liaison officers we believe that an individual appointed to carry out on a "moonlighting" basis the functions described in the aid office draft paper would be unable to carry out his task effectively.

5. The status of liaison officers, should they be appointed, would be a difficult problem. We do not believe that most countries in Africa would be prepared to recognize and to grant such individuals the required degree of official recognition. It would appear to us most unlikely that they would receive any documents from the host government recognizing a quasi official capacity and granting them some form of local status. The best that could be expected would be a letter from the mission and introductions to the appropriate officials. Our experience suggests that most of the problems for which it is thought that a liaison officer would be helpful, requires involvement of the mission and are solved because of the official weight which the mission can bring to bear as representing the


- 3 -

Canadian Government.

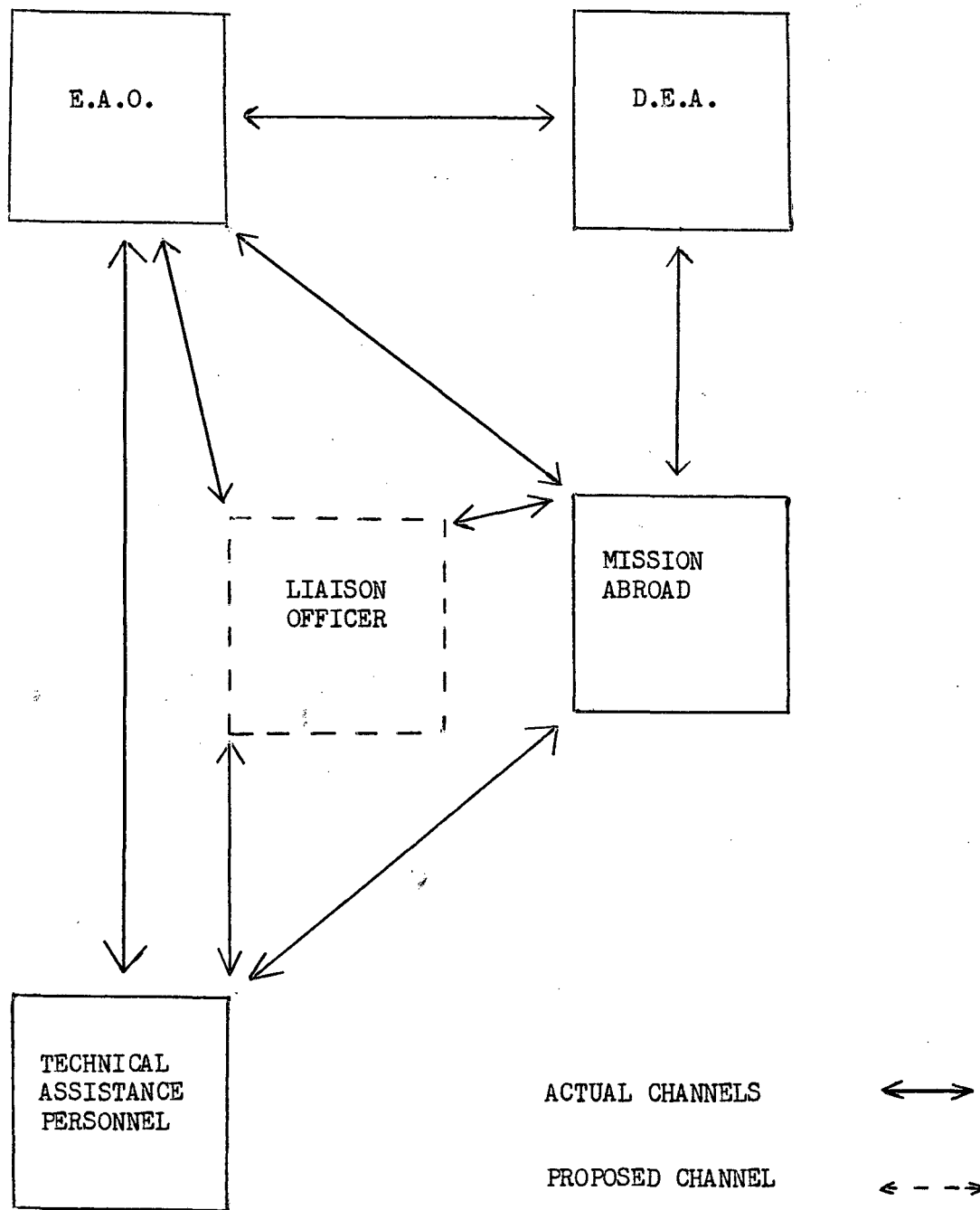
6. We would suggest that liaison officers, if they are to be appointed on a part-time basis, should be appointed in countries where Canada has no resident mission and act as a channel of communications between the mission and between technical assistance personnel. Because of the dispersal of advisers and the difficult tasks they carry out, this might not be desirable in all countries and might possibly only serve to place an undesirable (in the eyes of advisers) level between advisers and the mission. A further consideration, as is shown by the attached diagram, would be that the liaison officer would introduce a third channel of communication between the adviser and EAO, and a second channel to the mission. This might easily complicate administration of advisers abroad, as even the present system leads to confusion, duplication of effort and sometimes delay. However, we recognize that, in some cases, / to accord limited recognition to the individual, and that he can expedite certain administrative matters merely because of his presence, which would otherwise require correspondence which might cause a delay of some weeks. He would however act only on administrative matters and as a channel of communications on other topics. He could not be expected to travel extensively as he would be carrying his normal workload as teacher or adviser. With this sort of arrangement it might be possible for an individual, on a part-time basis, to ease slightly the burden on the mission. We are not convinced, and the EAO draft does not change our opinion, that EAO realize the amount of work required to administrate the teachers and advisers and we do not believe the measures they propose would help significantly.

7. What is really needed is not the appointment of liaison officers but adequate mission staff.

8. We understand that the whole question of External Aid Office personnel abroad is being considered within the aid office and that a paper is being prepared on this subject. They expect to have an agreed position within the next few weeks. We suggest that it might also be advisable to prepare a position within the Department on this question. We are giving preliminary thought to a memorandum setting out this Division's point of view on the whole question.


African and Middle Eastern
Division.

CHANNELS OF COMMUNICATION BETWEEN
TECHNICAL ASSISTANCE PERSONNEL ABROAD
AND EAO; ACTUAL AND PROPOSED



Cwlth/S.Beattie/gj

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

*fl
ADS*

TO
À Economic Division

SECURITY
Sécurité

CONFIDENTIAL

FROM
De Commonwealth Division

DATE April 12, 1967.

REFERENCE
Référence

Mr. Dupuis
In addition to this I have
seen Mr. Francis' comments;
Appointment of EAO Liaison Officers are other returns
in yet?

NUMBER
Numéro

SUBJECT
Sujet

Appointment of EAO Liaison Officers

FILE	DOSSIER
OTTAWA	38-1-IDA-SCOR
MISSION	10 -

ENCLOSURES
Annexes

1

DISTRIBUTION

O/USSEA:-
Mr. Langley
Mr. Williams
Mr. Francis

A. & M.E.
Far Eastern
L.A. Div.

DK

This Division includes four officers with first-hand experience of administering our aid programme in the field. It is their common reaction that the appointment of EAO liaison officers, as proposed in External Aid's draft memorandum of March 17, cannot usefully be applied in all countries receiving Canadian teachers and advisers and can only in a minor way reduce the administrative responsibilities of our missions in developing countries and only partially meet the need to improve contact with and the morale of isolated teachers and advisers. We are of the view that this proposal should be most carefully scrutinized by the Department.

2. We agree that the two aspects of the proposal which must be most carefully examined are (1) the role and functions of the liaison officers and (2) the status of the liaison officers in relation to our posts and to the aid receiving governments. In regard to the first point, the draft memorandum suggests that the three main functions of the liaison officers would be administrative and professional assistance to other advisers and programme advice. Where there is a resident mission now providing administrative assistance to advisers, we doubt that a part time liaison officer would be able to provide any important additional assistance to advisers or significant assistance to the mission, for the liaison officer will have far less influence in dealing with local authorities. The memorandum recognizes this in suggesting that "the main burden of these administrative tasks must continue to fall on the missions themselves". The memorandum goes on to suggest the liaison officers could deal with problems arising out of adviser's assignments. We fail to see how an adviser in one particular field of technical competence acting as liaison officer could take up more effectively than the mission problems experienced by advisers in other technical fields. It must also be borne in mind that in many developing countries relatively minor decisions are referred to the top of departments or agencies and only members of the diplomatic mission may have sufficient influence to achieve remedial action on behalf

.. 2

2.

of the advisers; indeed, in some countries the local authorities may not be prepared to discuss such problems except with the mission. In general, we believe that only officers of the mission may have the time, training, disposition, information, ready access to Canadian advice, and status with the local authorities to deal effectively with administrative and programme problems that advisers are not able to resolve on their own. In regard to programme advice, we do not see that a liaison officer would be in any better position than the mission to offer assessments on the composition and effectiveness of programmes where these are in technical fields outside his own area of technical competence. In the introduction of the draft memorandum emphasis is placed upon the importance of overcoming the sense of isolation of many advisers. We are doubtful that the appointment of one of their own number as a liaison officer will overcome isolated advisers' sense of having little contact with their Canadian Government employer. In our view, only frequent visits by the head of mission and his officers (which, of course, are important to the mission for other purposes) and by touring representatives of the External Aid Office can adequately overcome this problem.

3. In the light of these limitations we see little value in the appointment of liaison officers in countries in which we have resident missions whose officers are within easy travelling distance of most advisers and where advisers have technical competence in a number of unrelated fields. We do appreciate, however, the possible usefulness of appointing an adviser to act as a liaison officer (1) to provide a degree of leadership, supervision, coordination and liaison to a technical assistance programme in a country where there is no resident mission; (2) to serve in an area remote from the resident mission to provide liaison with the regional authorities on behalf of a group of isolated advisers; and (3) to act as leaders of concerted programmes in particular technical fields or closely related technical fields, i.e. to be "project managers" of technical assistance projects. The role and function of liaison officers in these three contexts might be somewhat different. The liaison officer in a country with no resident mission may have to assume a considerable degree of initiative and responsibility and may have to be authorized to approach the local government authorities at a level which would not be expected nor would be useful in countries where there is a resident mission. Similarly, a liaison officer acting on behalf of an isolated group of advisers may have to deal with state governments and regional authorities. The leader of a programme of technical assistance in a special field with ready access to the assistance of a resident mission might have the least active role; his responsibilities presumably would depend on his own stature in his technical field and on the size of the programme.

4. In regard to the question of status for liaison officers, it seems clear that they could not expect to have any formal status different from that of other advisers. It presumably would be necessary, however, to approach local governments to obtain their agreement to the appointment of advisers as liaison officers and to seek the local government's recognition of the area of responsibility to be given to the liaison officers. Arrangements with the local authorities should presumably provide the liaison officers

.. 3

3.

with the necessary contact with local officials. Normally such contact should be limited to the specific local ministries or agencies receiving the services of Canadian teachers or advisers. In those countries where there is no resident mission, it might be necessary for the accredited mission to establish arrangements whereby liaison officers could consult the local ministry having overall responsibility for aid matters. Where there is a resident mission it should be unnecessary for liaison officers to deal with the foreign, economics, planning or finance ministries except through the mission. Clearly, arrangements for the liaison officers to deal with the local government will vary from country to country and in each case will have to be set out by the resident or accredited mission. It would have to be made clear that in all matters relating to contact with the local authorities the liaison officers (and all other advisers) must accept the direction of the mission. A further point that should be emphasized is that where there is a resident mission, correspondence from liaison officers to the External Aid Office should be sent through the mission and where there is a non-resident mission copies of such correspondence should be referred to the accredited mission.

5. With these thoughts in mind, we have reviewed the draft memorandum of March 17 and wish to propose certain amendments which are indicated on the attached draft.

6. While the appointment of liaison officers may prove useful in the circumstances we have suggested in paragraph 3, we are of the view that the problems of maintaining adequate contact with advisers in the field and of coping with the work-load placed on our posts by the administration of technical assistance programmes can only be resolved by increasing the establishment of posts in aid recipient countries. Your memorandum states that the Department has discussed steps which should be taken "to alleviate the burden of aid work which falls on our missions". This suggests that the Department regards the administration and supervision of our external aid programme abroad as not being one of the responsibilities of this Department and that means should be found of lessening this "burden". It has been our assumption in this memorandum that the administration of aid programmes is usually the chief responsibility of our missions in aid receiving countries, that aid is often the largest factor in our bilateral relations with such countries, and that for both reasons it is important that this Department should maintain chief responsibility for the administration and supervision of aid programmes in the field and that it should therefore have an adequate establishment at its posts in aid receiving countries in order to meet this responsibility.


Commonwealth Division.

Photocopy of Original As is

FOURTH DRAFT

External Aid Office
March 17, 1967.

APPOINTMENT OF LIAISON OFFICERS

Introduction

The number of advisers and teachers serving abroad under Canada's external aid programme has increased significantly during the last several years. This expansion in our programme has without doubt imposed an additional and heavy administrative burden on our missions and posts abroad. The question is further complicated by the fact that in many countries the teachers and advisers are not all grouped together in one locality but dispersed over several, often at some considerable distance from the mission or post. It is difficult, in many cases impossible, for a mission to keep in close touch with the teachers and advisers and to assist them in meeting problems which arise at both the personal and project (or professional) levels. The teachers and advisers for their part often believe, rightly or wrongly, that they are neglected, without adequate means of communication, and left very much to their own resources. They see themselves working in isolation, sometimes without adequate terms of reference, and not as part of the much larger programme of Canadian assistance to developing countries.

This situation obviously cannot be allowed to continue and it will take some time to correct it fully. The External Aid Office is therefore taking a number of interim measures designed to improve it. For example, more frequent field visits by External Aid officers should help to establish more effective working relationships and we also propose to take steps to improve the briefing of teachers and advisers. As a further step, with the agreement of the Department of External Affairs, the External Aid Office intends to appoint from among the teachers and advisers liaison officers who would assist it as well as our missions and posts abroad in carrying out Canada's external aid programme and increasing its effectiveness.¹

Functions of Liaison Officers

The liaison officers would have three main functions: administrative assistance, project (or professional) assistance and programme advice. These responsibilities would be additional to their regular assignments.²

¹ Such liaison officers would be appointed to provide a degree of leadership, supervision, coordination and liaison especially in countries where there is no resident mission, in areas where there are a number of advisers distant from a resident mission, or where there is a large concerted programme in a single technical field.

² These responsibilities would be additional to their regular assignments, and their range would vary from country to country, depending on whether there were a resident mission or on the distance of a group of advisers from a resident mission. The liaison officers would offer administrative assistance and programme advice to missions and would be guided by the advice of the mission regarding relations with the local authorities and generally come under the authority of the head of mission. Correspondence from liaison officers to this Office would be sent through resident missions and copies provided to non-resident missions.

- 2 -

Photocopy of Original - As is

(a) Administrative Assistance

The first and in some respects the principal function of the liaison officer would be to assist the missions and posts in dealing with the day-to-day problems which inevitably arise in carrying out a programme involving a large number of individuals who are at least initially quite unfamiliar with the conditions under which and the surroundings in which they are to work. The liaison officer might, under this heading, assist the mission in making the necessary arrangements on first arrival as well as departure of the teachers and advisers. These would include meeting the teachers and advisers, helping to secure hotel accommodation as well as permanent accommodation, clearing personal effects through customs, and assisting with the briefing on assignments and local conditions. However, it seems to the External Aid Office that the main burden of these tasks must continue to fall on the missions themselves. The value of the liaison officer will probably be much greater in helping the teachers and advisers once they have taken up their assignments. Here he would be expected to introduce the new teachers and advisers to the local authorities and to their colleagues, to familiarize them with local surroundings and habits, to help on such matters as local housing, local allowances, and supporting facilities and services. He could ³ approach the local authorities on an informal basis in an attempt to solve whatever problems do arise. However, he would not be expected to press matters unduly, but rather to report to the missions any serious and apparently insoluble problems. ⁴

(b) Professional Assistance

The preceding section deals with the problems teachers and advisers may encounter in adapting to a new environment. They may also have problems which arise out of their assignments. While it is not, of course, possible to anticipate all these problems, they may include matters such as the following: underemployment, change of assignment, a lack of provisions for training counterpart personnel and the need for equipment. The role of the liaison officer in this area would be to help the teachers and advisers resolve these problems in discussions with the local authorities. He would not be expected to press matters unduly and, if he were unsuccessful, ⁵ through the mission, he would be expected to refer the matter to the mission and the External Aid Office. In any event, he should keep both the mission and this Office fully informed about his actions in assisting teachers with their professional problems.

³ ... approach the specific local ministries or agencies receiving the services of Canadian teachers or advisers, on an informal basis, in

⁴ The liaison officer would not normally deal with the local ministry having overall responsibility for technical assistance except with the authority of the mission.

Photocopy of Original - As is

- 3 -

(c) Programme Advice

When specifically requested by the External Aid Office or by the local diplomatic mission, the liaison officer would be expected to provide assessments on the composition and effectiveness of the programme as a whole or particular aspects of it and to make recommendations for its improvement.

Status of Liaison Officers

It should be made clear from the outset that it is not intended that liaison officers should be given any special privileges and immunities. However, if the liaison officers are to be effective, it is important that they be given some degree of local recognition. ⁵ Certainly, the Ministry of Foreign Affairs should be notified of their appointments and they should be introduced to the appropriate officials in that Department as well as in others (e.g., Customs, Education). It would also be highly desirable for ⁷ the liaison officers ~~also~~ to be given a card, letter or laissez-passer of some sort both by the mission and the government, of the country concerned, so that they can be identified and have some local status.

Selection of Liaison Officers

It is proposed that the initial selection of liaison officers will be made by the External Aid Office in consultation with missions. Quite clearly considerable care will have to be exercised in making a choice since they must have the tact and good judgment required for developing effective and smooth working relations both with the missions and the local authorities. In particular, they must be able to exercise good judgment in deciding when to take the initiative on their own at the local level and when to refer matters to the mission and the External Aid Office. ⁸ ~~We doubt the details of procedures and the specific relationship between each liaison officer and the mission will to some extent have to be worked out on the spot.~~

Number of Liaison Officers

In some countries, particularly the larger ones and the ones in which we have large programmes, there will be a need for more than one ^{the missions'} liaison officer. We would like to obtain views on the number and location of liaison officers.

Financial Arrangements

We will of course have to make satisfactory financial arrangements with the liaison officers. We have been thinking in terms of an honorarium of \$1,000 per year to compensate for the extra work as well as to meet out-of-pocket expenses. Where there is prolonged and expensive travel, it

⁶ It will presumably be necessary to obtain the agreement of the local government that an adviser devote a portion of his time to liaison activities, to the responsibilities to be given to the liaison officer, and to the level of local authorities with whom he may deal. The resident or accredited post would be asked to introduce the liaison officer to the local officials with whom he will have contact.

⁸ The details of procedures and specific relationships of each liaison officer with the Canadian mission and with the local authorities will have to be worked out on the spot, the liaison officer understanding that the head of mission has final responsibility for determining these procedures and relationships.

- 4 -

may be necessary to increase this amount or make some other arrangement.
We would like to avoid detailed expense accounts.

Request for Comments

The External Aid Office would appreciate receiving comments from
missions on the general terms of reference for liaison officers and other
aspects of the proposed scheme as outlined above.

HJR/LDH/jm

Photocopy of Original - As is

CONFIDENTIAL

38-1-IDA-SCOR
31-

April 18, 1967.

*Dele
fno*

MEMORANDUM TO
HEADS OF DIVISION LISTED BELOW

External Aid Office
Overseas Representation

The Department's relationship with the External Aid Office is currently under review. The attached paper deals with one aspect of this relationship: how external aid projects should be administered at our missions overseas.

Because of the implications for our own personnel plans, I think it would be useful for divisions concerned with both external aid matters and departmental administration to consider the subject together. I should be grateful if you or a member of your division could attend a meeting for this purpose in the large conference room, East Block, on Tuesday, May 2, at 2:30 p.m.

B. M. Williams
B. M. Williams

Copies to: Mr. Langley -
Mr. Hubble -
Economic Division
A & M E Division
Far Eastern Division -
Latin American Division
Personnel Services
Personnel Operations
Admin. Services
Inspection Services -
Mr. T.H. Bennett

CONFIDENTIAL

April 18, 1967

MEMORANDUM FOR MR. B. M. WILLIAMS
A/USSEA

External Aid Office
Overseas Representation

Over the past few years the Canadian Government's programme of external aid has been expanding rapidly and has been extended to an increasing number of the developing countries. In addition to our bilateral aid programme, we participate actively in the work of international organizations which are increasingly involved with aid to the developing countries. Mr. Ignatieff has recently noted for example that 85% of the U.N. budget and personnel are directed toward economic development and related activities. By 1970-71 the amount of money Canada will be spending on external aid will approach 1% of our national income. Some groups within Canada consider that the Government should spend less than it is now doing on defence and should instead make its principal contribution to the international community through an even larger aid programme. Even at present levels of assistance, external aid is a major governmental activity; under present plans it will be more important in a four to five year period; and may conceivably become considerably larger still in subsequent years.

2. As the scale of its activities has increased and as its organization has improved, the External Aid Office has naturally become more concerned with its role in the formation of Canadian aid policy and in the overseas administration of aid programmes. We have already had some indication that the Office thinks that "development" should be considered a separate component in Canada's external policy, and that the External Aid Office should therefore have a share in determining overall foreign policy in the same way that the Departments of Trade & Commerce or Finance have a role because of their special interests in external trade and international finance. This memorandum does not discuss the merits of a claim to exercise such a role. Instead it deals with the more limited question of how external aid projects should be administered at our missions overseas. The two

....2

...2...

subjects are, however, closely related, for if the External Aid Office builds up its own rotational foreign service for aid purposes and the Department of External Affairs largely withdraws from this field, the Government will naturally turn to the Director of the External Aid Office rather than the Under-Secretary for advice on the development aspects of Canadian foreign policy whether or not we consider this appropriate.

3. The arguments for the development of a rotational foreign service by the External Aid Office are set out most clearly in Keith Spicer's "A Samaritan State", pages 115 to 119. He argues that Canada must have a corps of "development diplomats" because:

- aid administration demands specialized knowledge that cannot be absorbed and usefully exploited by men whose primary career in trade or diplomacy involves a series of unrelated postings or whose secondment to External Aid Office is transient;

- only a specialized aid administrator combining technical insight, a gift for public and personal relations and an uncommon instinct for sound initiative has a clear personal interest in conscientious performance of aid duties;

- long term career possibilities offer a most convenient solution to a nearly universal lack of overseas experience on the part of External Aid Office staff dealing with technical assistance and education;

- an External Aid Service would simplify communication between External Aid Office staff in Ottawa and Canadian aid administrators abroad.

4. He suggests two kinds of overseas appointments: engineering attachés for capital aid projects and field specialists for technical assistance administration. He suggests that in addition to serving at missions abroad and in Ottawa these specialists could also staff regional offices in Canada. He envisages a minimum staff of 30 to 40. He suggests some elements of transferability between the External Aid Office and the External Affairs and Trade & Commerce foreign services. He suggests there would be no difficulty in recruiting for such a service, because many university graduates who were interested in neither political reporting nor trade promotion would welcome a career in aid if assured a stable long term future.

...3

...3...

5. We might recognize the value of some of Mr. Spicer's proposals without accepting all of his conclusions. For many projects it would be extremely useful to have attached to our missions professional engineers whose skills would be quite different from those of our foreign service officers. There is an obvious need for administrators in the External Aid Office to spend more time abroad so that they may better appreciate problems which arise in the field. Because of this Department's shortage of middle and senior ranking officers we might in any case welcome whatever assistance we could get. The External Aid Office's present policy towards the posting of engineers and programme administrators, as noted in the attached memorandum, appears to be based on an analysis similar to that made by Mr. Spicer.

6. There are a number of reasons why development of a third rotational foreign service is unnecessary and undesirable.

1) External Aid is not extraneous to the main work of our embassies and is not so regarded by our officers serving in the developing countries. In African posts in particular, aid administration is in fact central to the work of the missions. Our High Commissioner in Accra, Mr. Hart, has estimated for example that external aid work occupies half of his time and altogether accounts for the full time of three officers; he thinks that in fact the post should have more officers for this purpose. He considers the work itself to be central to our relations with the developing countries, which would otherwise lack substance. The skills required to carry out aid administration are those needed by good foreign service officers. The work itself provides excellent training in negotiation, and offers an important insight into local government operations. It provides an opportunity which otherwise would be lacking to exert an influence on the local government's thinking. He considers that there is a close link between aid work and the development and articulation of our overall policy towards countries like Ghana. We may assume that Mr. Hart's arguments apply in equal measure to other African posts and to a considerable extent to many of those in Asia and the Caribbean as well. In French African states, for example, the work of our missions in the field of external aid together with possible cooperation in the cultural field is obviously one of the major reasons for their existence. In formulating the five year programme for the Department, we have based the establishment of several new missions and the expansion of existing ones on the need to cope with external aid requirements.

In view of the recognition of officers of this Department of the importance of aid work, Mr. Spicer's conclusions that only a separate corps of F.S.O.'s would

...4

...4...

have an incentive to perform the task adequately is open to serious question. In fact, we have at present far more officers with experience in aid administration in the field than the External Aid Office does. There seems to be no objective reason to suppose that they have not taken this aspect of their work as seriously as any of the other tasks they have been asked to perform. The evidence provided by Mr. Hart and others suggests the contrary. Criticism of the performance of our officers seems to stem in part from the critics' ignorance of the difficulties involved in administration in developing countries and of the amount of work which the very small staffs we have at the relevant missions can be expected to accomplish, particularly those covering more than one country. Deployment of more staff, including trained External Affairs Officers, to handle some of the more technical administrative problems involved, would help to meet these complaints.

2) The establishment of a separate corps of F.S.O.'s to handle external aid would appear likely to lead to a measure of duplication of work abroad. The Glassco Commission was critical of the proliferation of specialized representatives of various Departments at posts abroad, particularly where these brought with them their own administrative units. The same problem would arise if the External Aid Office were to develop its own rotational service, complete with administrative support staff and a posting services unit in Ottawa, duplicating the work now performed by our Administrative Services Division. As Mr. Spicer has rightly praised the professional expertise of many USAID personnel in the field, one might note that many Americans are critical of the duplication of administrative and in some cases professional services involved in running aid offices separately from U.S. embassies.

3) It is by no means sure that the External Aid Office would be more successful in the long run than we are in recruiting, training and retaining suitable staff for overseas service. The posts involved in administering aid programmes are for the most part in difficult areas where problems of health, education, etc. are most likely to arise. Our experience suggests that these problems become more acute as officers become older and their families are growing up. External Aid Office would have a variety of Ottawa posts to offer personnel who had become non-rotational, but unlike us would have at most one or two positions abroad in countries with temperate climates, such as the O.E.C.D. or the U.N. to offer variety at posts abroad. Career opportunities would be

...5

...5...

more limited unless the External Aid Office were encouraged to expect a share of Ambassadorial posts, but the government might prefer such assignments to continue to go to officers who had had broader experience than that provided by administering external aid. Mr. Spicer mentions the possibility of a measure of assimilation between the External Aid and External Affairs and Trade & Commerce foreign services. A more practical alternative would be encouraging continuity in aid work within the External Affairs foreign service, under which at least for the early part of their careers officers interested in developing countries might be given related postings and home assignments in the aid field.

7. We have worked out practical measures for cooperation with the External Aid Office and have allowed for increased overseas responsibilities in aid work when projecting our staff needs for the future. Perhaps the time has come to consider recommending to the USSEA more precise ground rules for cooperation with the External Aid Office to ensure that our thinking coincides with theirs and that recruiting for specific overseas assignments over the next few years by External Aid Office does not lead in effect to their building up a separate foreign service on an ad hoc basis.

8. Such a policy might comprise the following elements:

1) We would accept engineers and a limited number of programme administrators from External Aid for attachment to our missions on a secondment basis. External Aid would pay the officers concerned; we would assume responsibility for their administration overseas, including the provision of communications, office space, stenographic and clerical assistance, etc.

2) Apart from such specialized secondment to us by the External Aid Office, the overseas administration of external aid projects would be handled by Foreign Service Officers or External Affairs Officers from this Department. Close cooperation with the External Aid Office would be maintained to ensure that their requirements were reflected in our projections of establishment requirements.

3) Officers proceeding overseas whose primary duties would include external aid administration would be assigned to the External Aid Office for a significant period prior to their postings. (We are already trying to do this for probationary officers., and so far as possible for more senior ones as well.)

...6

...6...

4) We should continue to second to the External Aid Office a reasonable number of foreign service officers on home posting, choosing them so far as possible from those with relevant field experience. One senior officer and five F.S.O.'s 2 - 5 may be a suitable target. They would assume functions of a primarily advisory nature.

5) If the Public Service Commission's recommendation on the upgrading of Economic Division to Branch level is accepted, an Economic Aid & Development Division might be established within it to provide a visible focus for our relations with the External Aid Office. It might be appropriate for such a division to handle our relations with the international agencies involved in development, such as UNDP and UNCTAD, in order to emphasize the Department's concern with multilateral as well as bilateral aid programmes.

9. I have marked copies of this memorandum for those divisions concerned with aid problems and with Departmental organization. They may wish to provide comments for a memorandum to the U.S.S.E.A. along the lines outlined above.



J. R. Francis
Office of the Under-Secretary

copies to: Mr. Langley
Mr. Hubble
Economic Division
A & M E Division
Far Eastern Division
Latin American Division
Personnel Services
Personnel Operations
Admin. Services
Inspection Services
Mr. H. Bennett

April 18, 1967

External Aid Office - Overseas
Representation

The External Aid Office is currently studying the question of developing its own overseas representation. It has already taken the first steps, however, towards sending overseas engineers and programme administrators, and is considering as an interim measure appointing liaison officers from among its technical advisers and teachers.

Engineers

The External Aid Office outlined its plans for recruiting engineers in a letter to us of September 30, 1966. It proposed to recruit five engineers grade 5 to serve at missions overseas and to perform the following functions:

- to conduct preliminary feasibility studies of proposed capital assistance projects;
- to ensure that all preparatory work in the field had been done prior to the movement of Canadian professional and technical staff to the area;
- to report and make recommendations to Canadian posts and the External Aid Office on any problems which might arise during the implementation of the projects;
- to assist mission staff with the administrative and professional problems of teachers and technical advisers in the field;

Four of the five positions have already been filled. No decision on where they should be located has as yet been made, but it is tentatively thought that two might go to South East Asia, two to Africa and one to the Caribbean. No decision has been made on where they should be located: in the capital of the country concerned or closer to the site of major capital assistance projects. The External Aid Office expects to consult us on these and related points.

...2

...2...

Programme Administrators

In its letter of September 30, 1966, the External Aid Office anticipated hiring for service overseas two Administrator Officers Grade 5 for 1967-68 with perhaps a further two per year for five years. Present planning involves hiring five this year, and job descriptions are now being prepared. The administrators would be External Aid Office field representatives. They would be expected to perform the following tasks:

- to study economic problems related to development in the field;
- to evaluate particular projects in which Canada might participate;
- to ensure in liaison with U.N. resident representatives, etc. that our projects would not duplicate those proposed by others;
- to assist the local central planning agency in developing requests;
- to develop complete job specifications in connection with requests for experts;
- to evaluate ongoing projects;
- to help select trainees;
- to follow up returning trainees;
- to advise External Aid Office on local procedures;
- to assist with administrative arrangements for advisers in the field;

The programme administrators hired for this purpose might not initially go into the field. They might instead fill Ottawa positions, permitting their present incumbents to proceed overseas in order to gain experience in the field.

....3

...3...

Liaison Officers

The liaison officers would be selected from the technical advisers or teachers in the field and would be expected to provide assistance to the missions and to the other teachers and advisers with administrative, professional and programme problems. The appointment of liaison officers is being considered as an interim measure pending the provision of more professional administrators in the field.

The External Aid Office considers that the engineers and programme administrators would supplement rather than replace or duplicate the External Affairs staff now working on External Aid programmes in the field. They would be responsible to the head of mission concerning matters of policy; administration and liaison with the local authorities. No provision is apparently being considered for administrative staff for them, such as foreign service stenographers, clerks, etc. If the engineers were to be located at the site of major aid projects rather than in the capital it is assumed that they would require locally engaged staff. Otherwise it is anticipated that the External Aid Officers would depend on the mission for administrative and other support.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

*fl
ADS*

MEMORANDUM

TO *A* Mr. B. M. Williams, O/USSEA. *Mr. Kershwood*
Mr. Dupuis
Mr. Labege
Mr. Livingston

FROM De Far Eastern Division

REFERENCE Référence

SUBJECT *Sujet* External Aid Office Overseas
Representation - Problem of Vietnam

SECURITY *Sécurité* CONFIDENTIAL

DATE April 26, 1967.

NUMBER *Numéro*

FILE	DOSSIER
OTTAWA	
38-1-1 DA-SCOR	
MISSION	10 -

ENCLOSURES
Annexes

DISTRIBUTION

Mr. Collins
Mr. Langley
Economic Div.
Personnel
Ops Div.
Personnel
Services Div.
Mr. Francis

With reference to your memorandum of April 18, I thought you should be aware before the meeting on May 2 of certain developments in regard to the specific problem of aid administration in Vietnam.

2. You are no doubt aware that, shortly after his arrival in Saigon, Mr. Dier, apparently on the basis of conversations he had had with the External Aid Office before his departure, recommended the attachment of a representative of the External Aid Office to the Delegation in Saigon to assume responsibility for all Canadian aid work in Vietnam. Shortly thereafter, and in a rather different context, this Division was asked to send representatives to meetings of a Task Force which had been established in the External Aid Office to review the whole Canadian aid programme in Vietnam. During the course of these meetings, which ranged over a wide variety of problems and projects in Vietnam, EAO representatives raised the matter of Delegation staffing and the possible attachment of an EAO officer. Far Eastern Division representatives were careful to point out during these discussions that:

- (a) An FSO experienced in the aid field had been posted specially from Ottawa to Saigon to deal with nothing but aid problems;
- (b) This officer might well have too much on his plate and thus need assistance; but
- (c) The appointment of an aid officer from EAO would be a question of interdepartmental policy on which they were not able to comment.

...2

CONFIDENTIAL

- 2 -

3. To give you an indication of the position adopted by the EAO representatives, I am attaching for your information an extract from the draft Task Force Report as prepared by EAO and the revised version of that draft as it emerged from our latest meeting and as it has now been signed by the Chairman, Mr. Gaudefroy.

4. On the assumption that Mr. Strong will agree with the preliminary recommendations of the Task Force, it can be expected that this problem will be raised with External Affairs management in the fairly near future. One of the other preliminary recommendations of the Task Force is the dispatch of a special mission to Vietnam to study the aid programme on the ground. It has been suggested that the Department of External Affairs be represented on this special mission and I am preparing a separate piece of paper on this particular question. It seems likely that that mission will have as one of its tasks a careful examination of the staffing problem. The Department will doubtless wish to clear in its own mind before the departure of the mission (now scheduled for sometime in the second half of May) what would be the best way of dealing with this problem. In this connection, I think the following points are relevant. We do not know as yet what the problem really is. It may be that the Delegation officer concerned spends much of his time on what are largely clerical duties (particularly in connection with the Technical Assistance Programme), of which he could be relieved by the posting of a senior clerical employee from either External Affairs or the External Aid Office. We should not in this connection lose sight of the fact that our Delegation in Saigon is not adequately staffed, as is an ordinary diplomatic mission, with Canada-based clerks or faithful local employees who can assume much of the administrative burden arising from some aspects of the aid programme. The second point, which I think grows out of the first, is that because Saigon is not a normal diplomatic mission, and even the aid programme itself is abnormal in its difficulties and its orientations, the posting of an

...3

CONFIDENTIAL

- 3 -

External Aid Office representative to the Delegation, either to assist or to direct the implementation of the programme, might not have the same implications for overall personnel policy as would similar action in another recipient country. On the other hand, the special nature of our Delegation in Saigon, which is largely financed by international contributions, does present some problems in relation to the posting of persons who are obviously not connected with Canadian activities in the IC. We might find it necessary, for example, to finance an External Aid representative wholly from Canadian Government funds.

5. Whatever we do, however, it is imperative to recognize the need to devote the requisite staff to what is a very difficult and frustrating task, full of potential political difficulties, both in Vietnam and in Canada.

K. GOLDSCHLAG

Far Eastern Division

Extract from Draft Task Force
Preliminary Report on Vietnam

Administrative Problems

The task force realizes that Canada will continue to be present in Vietnam through its activities in the field of external aid. It recognizes the fact that the administrative responsibilities of such aid activities in Vietnam are becoming heavier and heavier. The training program alone involves a great amount of work for the delegation in supervising the selection of trainees and making travel arrangements. The supervision of the various projects which are implemented in Vietnam also are the cause of additional work which entails correspondence with the Vietnamese and with Ottawa and calls for travel within Vietnam. On several occasions, we have been advised by the Delegation that at times it was difficult to discharge all these responsibilities. We have been given to understand by the new Canadian Commissioner that External Aid supervision in Vietnam was to a certain extent beyond the capabilities of the present staff of the Delegation. He expressed the desire that the External Aid Office consider the possibility of detaching an officer from its present staff who would join the Delegation in Saigon and be fully responsible for the supervision of all External Aid activities in Vietnam. The task force feels that such a request should be given very serious consideration by the External Aid Office and that the matter should be discussed with the Department of External Affairs. It was decided that this matter should be referred to the Director General.

...

Recommendations

... That the External Aid Office consider the possibility of detaching a member of its staff to the Canadian delegation in Saigon in order to relieve the regular staff of the delegation of a good portion of the work which it has had to do up to the present, to administer the various aid projects, particularly in relation to the heavy training program.

Extract from Revised and Final
Version of Task Force Preliminary
Report on Vietnam

Administrative Problems

The task force realizes that Canada will continue to be active in Vietnam in the field of external aid. It recognizes the fact that the administrative responsibilities of such aid activities in Vietnam are becoming heavier and heavier. The training programme alone involves a great amount of work for the Delegation in supervising the selection of trainees and making travel arrangements. The supervision of the various projects which are implemented in Vietnam also are the cause of additional work which entails correspondence with the Vietnamese and with Ottawa and calls for travel within Vietnam. On several occasions, we have been advised by the Delegation that at times it was difficult to discharge all these responsibilities. It might be that the solution to this problem lies in the possibility of detaching an officer from the present staff of the External Aid Office who would join the Delegation in Saigon and be responsible to the Commissioner for the supervision of all External Aid activities in Vietnam. The task force feels that this matter should be given very serious consideration by both the External Aid Office and the Department of External Affairs.

Recommendations

... That the External Aid Office discuss with the Department of External Affairs the problems which have arisen in the administration of the Canadian aid programme in Vietnam with a view to solving the staffing requirements of the Delegation in Saigon and thus ensuring greater efficiency in the implementation of aid projects.

EXTERNAL AFFAIRS



AFFAIRES EXTERIEURES

fl
APS

TO
A Economic Division

FROM
De Latin American Division

REFERENCE
Référence Your memorandum of April 6

SUBJECT
Sujet Appointment of EAO Liaison Officers

SECURITY
Sécurité CONFIDENTIAL

DATE May 4, 1967

NUMBER
Numéro

FILE	DOSSIER
OTTAWA	
38-1-LFDA-SC01	
MISSION	10-

ENCLOSURES
Annexes

DISTRIBUTION

A&ME Div
Commonwealth
Far Eastern
Mr. Langley
Mr. Williams

We regret that our comments on the draft paper enclosed with your memorandum under reference have been so long delayed. We have read the comments you received from African & Middle Eastern, Commonwealth and Far Eastern Divisions and find ourselves generally in agreement with the attitude adopted by these divisions.

2. The appointment of Liaison Officers of the type envisaged is clearly intended as an interim measure. On this basis we would regard it as a desirable step but, because of the limited capacity of such Liaison Officers to assist our missions effectively, we would hope that the experiment would be of fairly short duration. The main difficulties which we foresee are:

a) The temporary - perhaps relatively short - duration of the stay of the teacher or adviser selected as a liaison officer;

b) The inherent difficulty of finding an individual who can, on the one hand, retain the confidence of his professional colleagues and, on the other hand, adequately understand and represent the official Canadian view; and

c) The fact that, while the Liaison Officer might well need to travel from time to time, he would be largely, if not entirely, divorced from any teaching responsibilities or advisory functions vis-à-vis the local authorities.

3. It may be that frank acceptance of the last of these conditions could go some distance toward making the work of the Liaison Officers effective. We can imagine a good Liaison Officer working effectively - in part, of course, vis-à-vis the local authorities with regard to housing, conditions of employment etc. - if in the last analysis he is responsible only to the mission and the Canadian teachers and advisers. If, in addition to acting as a Liaison Officer between these two groups, he had to discharge responsibilities of his own to the local government, his task would probably be very difficult indeed.

P.D. Brull

Latin American Division.

Far Eastern/P.A. McDougall/re

EXTERNAL AFFAIRS

AFFAIRES EXTÉRIEURES



MEMORANDUM

TO Mr. B. M. Williams, O/USSEA.

FROM Far Eastern Division
De

REFERENCE Our memorandum of April 26.
Référence

SUBJECT External Aid Office Overseas Representation -
Sujet Problem of Vietnam

SECURITY
Sécurité

CONFIDENTIAL

DATE

May 5, 1967.

NUMBER
Numéro

FILE	DOSSIER
OTTAWA	38-1-CIPA-SCOR
MISSION	31-

ENCLOSURES
Annexes

DISTRIBUTION

Mr. Collins
Mr. Langley
Economic Div
Personnel.
Ops Div
Personnel
Servs Div
Mr. Francis

Since our memorandum under reference, there has been further discussion in the Vietnam Task Force on the way in which the aid staffing problems in Saigon could be met on a short-term basis. The group considered a request from Mr. Dier that a Training Officer from the External Aid Office be detached to Saigon during the summer to deal with all phases of the scholarship programme on behalf of the Delegation. Both Mr. Christie and Mr. MacLaren of the Aid Office, who recently visited Saigon, recommended that a high priority be given to this request, since otherwise the Delegation would not be able to handle the peak load related to the scholarship programme.

2. The representatives from the Department of External Affairs who attended this Task Force meeting agreed that this would be a sensible way of dealing with the short-term problem, not only because of the help it would give the Delegation but also because of the light that this would cast on problems in Saigon for the Training Division of EAO. It is possible that this temporary posting may relieve some of the pressure for a full-time EAO representative in Saigon. I am attaching for your quick reference an extract from the memorandum which is being submitted to Mr. Strong on this subject.

Far Eastern Division

5.5.6/105)

RECOMMENDATIONS

On the basis of the foregoing and pending a long-term solution to the general administrative problems of the aid program in Vietnam, the Task Force recommends that:

1. After consultation with the Department of External Affairs, the External Aid Office appoint a bilingual officer from the Training Division to the Canadian Delegation in Saigon on a temporary basis.
2. This officer depart for Saigon as soon as possible and remain there for at least two months, the exact date of termination to be determined on the basis of need.
3. This officer be generally responsible, in collaboration with the Delegation staff, for the administration of the student aid program and particularly for the collection of all the information, academic and otherwise, required in Ottawa for proper placement of candidates.
4. This officer report (to the External Aid Office) through the head of the delegation in Saigon, his salary and expenses being borne by the External Aid Office.



DIRECTOR GENERAL
DIRECTEUR GÉNÉRAL

EXTERNAL AID OFFICE
BUREAU DE L'AIDE EXTÉRIEURE
OTTAWA 4

May 15, 1967.

CONFIDENTIAL

Marcel Cadieux, Esq.
Under-Secretary of State
for External Affairs
O t t a w a.

As you are aware, our officers have been discussing the administrative arrangements which should govern future relations between the Department of External Affairs and the External Aid Office. The purpose of this memorandum is: 1) to emphasize the importance which I attach to reaching an agreement with your Department and implementing, at the earliest possible date, revised arrangements for the administration of our aid program, particularly at the field level; 2) to outline the basic premises governing our administrative relationships; and 3) to propose specific guidelines for the working relationships between our two organizations.

Of special concern to me at the present time is the matter of the field administration of our aid programs. We are very appreciative of the role which is being played by the Missions in respect to External Aid. However, I am convinced from my study of our programs and administration that there are serious inadequacies in our present arrangements for field administration. These are especially serious in view of the rapid expansion which is taking place in our activities. I was particularly impressed with the urgency of this situation during my recent visit to India, Pakistan and Ceylon.

The recent adverse publicity with respect to the proposed rehabilitation centre in Vietnam and milk shipments to Bihar in India, both attributable in large measure to inadequate field administration, demonstrated the increasing public sensitivity to these problems. We now have almost 1200 contract personnel in overseas service under our education and advisers' programs, as well as some 600 CUSO volunteers and many other personnel working for firms under contract to the External Aid Office. From my review of correspondence reaching our Office from these people and my discussions with what I believe to be a representative cross section of them, it is apparent that the majority of them consider our arrangements for field administration and supervision to be unsatisfactory. Some of them feel very strongly about it. In many cases there is a good deal of evidence to support their views.

-2-

As most of these people are on two year contracts, they will soon begin to return to Canada in much larger numbers than has been the case up to now. Accordingly it is logical to expect that their views and complaints will be exposed to the public in Canada to an increasing extent. While I appreciate that the best of administrative arrangements would not insulate us completely from this kind of criticism and that the avoidance of criticism is no reason in itself for action, what concerns me is that a great deal of the criticism is justified. I have no doubt that there are many more Vietnam and Bihar type episodes which could come to public attention at any time. At the same time, I believe that the present inadequacies in our administration are costing the Canadian Government very substantial amounts of money, far exceeding the cost of providing the necessary additions to our administrative capacity. Even more important is the degree to which the effectiveness of our aid expenditures is being impaired.

The following summarizes the basic premises which I understand govern the relationship between the Department of External Affairs, the External Aid Office and the overseas Missions in respect to the field administration of External Aid programs.

- a) The External Aid Office has overall administrative responsibility for External Aid programs.
- b) The Department of External Affairs has overall administrative responsibility for the Missions abroad.
- c) Administration of aid in the field is carried out by or under the general aegis of the Missions which, in this respect, report directly to the External Aid Office.
- d) As the Department of External Affairs has ultimate administrative responsibility for the Missions, the Department must be ultimately accountable to the External Aid Office for the performance of the Missions in respect to administration of aid in the field.

As you know, we are now in the process of carrying out, with the assistance of the Public Service Commission of Canada, a review of our entire organization and establishment. This will be completed shortly and will enable us to consider in all necessary detail various specific aspects of our arrangements, particularly in the area of field administration. However, our studies have now progressed to the point where we can present the basic elements of our proposals and in view of the importance of this matter and the urgency of initiating action on it, I have outlined below my general approach to this matter:

1. As I see it, the principal requirements which our revised arrangements must meet are:

..3;

-3-

- a) The need for an increase in available manpower resources in the field and in those areas of the External Aid Office which are directly supportive of the field administration.
- b) The need in respect to certain aspects of field administration for personnel having training and experience directly related to the special requirements of the External Aid program. This applies particularly to the evaluation and implementation of capital projects and programs of educational and technical assistance.
- c) The need for a clear understanding of the relationships and respective responsibilities of the Department of External Affairs, the External Aid Office and the Missions for the field administration of aid.
- d) The imperative requirement of the External Aid Office for personnel with experience in field administration overseas and the corresponding need to provide, as part of the career development of its personnel, suitable opportunities for obtaining experience overseas.

2. New positions would be created in the establishment of the External Aid Office for the specific purpose of assigning as an integral part of the staff of those Missions which have administrative responsibilities for aid, additional officers whose functions would directly relate to aid administration. The costs of these positions would, of course, be charged to our Vote. Initially it would be my intention to fill only a certain number of these positions with External Aid Office personnel. In other cases we would look to the Department of External Affairs or the Department of Trade and Commerce to provide officers on secondment to fill these positions. All these new positions would be filled by the External Aid Office, in consultation with the Department of External Affairs (or Trade and Commerce where it is concerned). The creation of new positions in our establishment for aid administration within the Missions would not, of course, detract from the fact that the Mission as a whole would continue to be responsible for field administration, which means that other members of the Mission staff would continue to be involved in various ways in aid administration.

I should point out that it is not envisaged that a separate External Aid Office Career Foreign Service would be created, but that External Aid personnel would have, at some point during their career, suitable opportunities for a period of service overseas as part of the staff of the Canadian Missions in developing countries.

3. In addition, as reported to the External Aid Board, we intend to arrange to have certain personnel serving overseas under contract to the External Aid Office assume certain responsibilities for liaison and co-ordination of our educational and technical assistance programs. These persons would carry out their responsibilities under the control and direction of the Missions. I believe we can identify suitable candidates from amongst existing contract personnel and those who have served overseas.

-4-

The use of such personnel will be particularly helpful in the immediate future pending the creation and filling of the permanent positions envisaged in our establishment for service in the Missions.

2 4. A substantial proportion of the total work-load of the staff in most of the Missions in those countries which receive Canadian bilateral aid, relates to their external aid responsibilities. In order to ensure that the Missions are adequately staffed in relation to the requirements of external aid administration, as well as their other responsibilities, full account must be taken of the nature and extent of the administrative burden which each of the Missions concerned will have to assume in respect to external aid. Only the External Aid Office is in a position to provide the necessary information in this regard. Accordingly, I feel that it is essential to the achievement of a satisfactory standard of administration by the Missions, and in the interests of both our organizations, that there be full consultation between us in all matters concerning the staffing of those Missions with responsibilities for aid administration.

5. The attached paper, setting out guidelines for working relationships between our two organizations, covers a number of subject, including an expansion of the proposals summarized above concerning field administration. It is my hope that these might serve as the basis for jointly approved guidelines to be distributed to all officers in the Department and the Aid Office. It is understood, of course, that the guidelines would have to be reviewed periodically in order to take into account changing circumstances.

I might also say that I am sure action will be necessary in some areas before these proposed new arrangements can be implemented in their entirety. This is especially true of the necessity to place personnel at certain overseas posts where the situation is particularly critical. Accordingly I will be soliciting your co-operation in making the necessary interim arrangements to cover such situations as they arise.

The overall administration of our programs depends upon the closest possible co-operation and liaison between your Department and the Aid Office, as field administration is an integral part of the total process of administering external aid. I realize that the Department has carried a heavy burden in assisting this Office over the years. We are very grateful to you for this. With the Government's increased emphasis on aid, coming at a time when the demands on your Department are also increasing substantially, it seems to me appropriate that we should assume a fair share of the administrative task, both at home and abroad. This will in no way lessen the need for our two organizations to work in the closest co-operation and harmony. Indeed this is, if

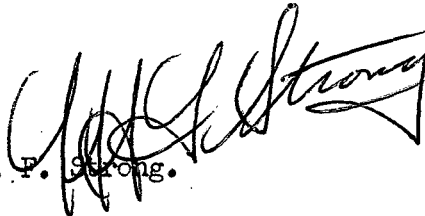
..5:

-5-

anything, more important now than it has ever been. It is in this spirit -- which I know you share -- that I am making these proposals.

As indicated above, I feel that it is imperative for early action to be taken on these matters. To date discussions among our officials on a number of aspects of our administrative relationship has not progressed to the point where action can be taken. I am concerned that if there are similar delays in considering the other matters referred to in this letter and the accompanying memoranda, we will be faced with an extremely critical situation in aid administration. Accordingly, I would be grateful if you would consider setting up a task force to be composed of senior officers of our respective organizations for the purpose of giving detailed and priority consideration to these proposals, so that the necessary arrangements may be agreed and implemented as soon as possible. Because of the interest of the Treasury Board and the Public Service Commission in these matters, I would also think it desirable that they be given appropriate opportunities to participate in the discussions of the proposed task force.

Because of the urgency I attach to dealing with these matters, I have in presenting my views made specific proposals which I believe can serve as a basis for resolving these problems. My main concern, however, is the necessity for improved administration and I have an open mind on the precise means of achieving it. I would, therefore, welcome your views, not only on my proposals, but also on any alternatives you feel might better accomplish the same objectives.


M. F. Strong.

Attach.

Photocopy of Original - As is

D R A F T

CONFIDENTIAL

May 12, 1967

Guidelines for Working Relations
between
the Department of External Affairs
and the External Aid Office

has Inter Section - Dept

1. Channels of Communication

(a) In Ottawa

*Revised
in hand*

The formal machinery for interdepartmental consultation on aid policy consists of the External Aid Board and the External Aid Committee. In respect of policy matters direct consultation between the Office and the Department should normally be carried out at the Deputy or Assistant Deputy Minister level; on more routine matters through the Economic Division and the Planning and Policy Division. This does not preclude occasional direct exchanges of information between other branches of the two organizations if special circumstances warrant them, but these should normally be reported to Economic Division and Planning and Policy Division. In exceptional circumstances, particularly when rapid decisions are required, as in the case of the emergency evacuation of aid personnel or the sending of disaster relief, the operating divisions concerned may jointly explore courses of action without reporting all details to Economic Division and Planning and Policy Division.

Economic Division should be responsible for circulating Aid Office papers to all interested Divisions of the Department and for collating and for transmitting promptly to the Office any departmental comments on these papers as well as other information from the Department which may bear on aid programs and policies. Other Divisions would, however, keep the interests of the External Aid Office in mind in the circulation of documents.

Planning and Policy Division will have a similar responsibility for circulating within the Office all relevant departmental papers and transmitting Aid Office views and information to the Department.

(b) Minister's Office

The following guidelines will govern the flow of paper to and from the Office of the Minister:

Memoranda to Cabinet or to the Minister, which have been cleared by the External Aid Board, will go direct to the Minister from the Director General; copies of all papers for the Minister (including memoranda, correspondence, briefs, statements, press releases, and answers to Parliamentary questions) which are primarily concerned with aid but which have a foreign policy implication will be sent simultaneously by the Director General to the Under-Secretary after prior discussion, where appropriate, with External Affairs officials. Similarly, copies of all papers from the Under-Secretary to the Secretary of State for External Affairs having some relationship to External Aid programs or policies should be sent simultaneously to the Director General. Where submissions to the Minister require contributions from both the Department and the External Aid Office, they will consult in effort to agree on joint submission where feasible and appropriate.

1. Channels of Communication (Cont'd)

(c) Abroad

Circular Document Admin. No. 14/64, which is attached ("A"), outlines the approved procedures for correspondence to and from posts on aid projects.

It is recognized that the Department has responsibility for the composition and the accreditation of all Canadian delegations to international conferences of a type requiring ministerial approval. The Department also has a special interest in DAC, IBRD Consortia and Consultative Groups, and other international aid meetings for which the Aid Office has primary responsibility; in addition to consulting the Department, when appropriate, the Aid Office will keep it informed regarding representation at such meetings.

2. Secondment of Personnel

During the next few years the Department will arrange for secondment of FSO's to the Office of approximately the same number and rank as at present, i.e. 1 - senior officer, and 5 - in the FSO 2 to 6 range, or such other number as may be agreed between the Under-Secretary and the Director General. There will be prior consultation between the two organizations as to the selection of officers for secondment. Normally all seconded personnel, except probationary officers, would be assigned for a two to three year period. It is anticipated that most of the personnel to be seconded in the future would assume functions primarily of a staff nature.

The arrangement proposed above, of course, does not include probationary officers who are assigned to EAO for periods of up to six months as part of their training program.

3. EAO Personnel Abroad

It is good here?

The External Aid Office considers that the size and nature of EAO programs have reached a point where it is desirable that the personnel resources of some of the missions be supplemented with members of its own permanent staff. It is further considered that such staff should consist of both general administrators and engineers, all of whom would be thoroughly conversant with EAO policies and procedures prior to being assigned abroad.

The 1966-67 establishment made provision for five engineering positions for service overseas primarily related to capital assistance projects. Four of these positions have recently been filled. The 1967-68 establishment included five positions for program administrators who would assist the missions and service this Office primarily on matters related to the technical assistance programs. Statements of duties for these positions are currently being prepared for classification purposes. A letter dated September 30, 1966, copy attached ("B"), from the Acting Director General to the Under-Secretary describes, in general terms, the need for EAO personnel in the field and the proposed relationship of such personnel with the missions. It is expected that additional EAO personnel will be made available for service in the missions in the future.

...3

3. EAO Personnel Abroad (Cont'd)

As stated in this letter, EAO intentions are that:

- (a) EAO personnel would supplement, rather than replace or duplicate, mission personnel now concerned with EAO matters;
- (b) EAO personnel would be attached to the appropriate External Affairs Mission, and would be responsible to the Heads of Missions on all matters of policy and administration and liaison with local authorities; and
- (c) final decisions as to who will be sent abroad, and to which areas, will be taken in consultation with External Affairs.

The External Aid Office would be prepared to make available its personnel for assignment to External Affairs Missions abroad under administrative arrangements to be worked out jointly; the Department would give all personnel diplomatic ranks, up to Counsellor, in accordance with their Public Service classifications. Salaries, allowances, and other costs incurred on behalf of EAO personnel would be recovered from this Office. If this proposal is approved in principle, the details could be worked out between the appropriate officers of the two organizations.

As one of the interim measures designed to improve field administration the Aid Office, with the agreement of the Department, intends to appoint from among its teachers and advisers liaison officers who would assist it as well as our missions abroad in carrying out the technical assistance programs. The liaison officers would have four main functions:

- (a) to assist the mission in dealing with day to day problems of teachers and advisers adapting to their new environment;
- (b) to help teachers and advisers resolve their professional problems in discussions with local authorities;
- (c) when specifically requested by the Aid Office or the Mission, to provide assessments of the programs; and
- (d) to assure that teachers and advisers are performing their assignments satisfactorily and that they are receiving the co-operation and support necessary to enable them to make an effective contribution.

4. Services Common to EAO and External Affairs

The External Aid Office has utilized a number of External Affairs support services in varying degrees since its establishment. The type of service and extent of utilization are outlined hereunder:

(a) Mail Room Services

The Department of External Affairs continues to provide complete mail room services, including the pick-up and delivery of EAO mail from and to the Post Office, and payment of all postal charges. While there have been no serious grounds for complaint on the quality of the service

...4

Photocopy of Original - As is

(a) Mail Room Services (Cont'd)

which External Affairs has been able to provide under this arrangement, some inconvenience has resulted from the fact that EAO mail does not reach the External Aid Registry until about 9:30 a.m. At present EAO incoming mail is mixed with External Affairs and a first sorting has to be conducted by External Affairs. This situation makes it difficult for the External Aid Central Registry to schedule properly the work of its staff and make the best use of them. During the period between 9:30 a.m. and 11:00 a.m. the CR staff is confronted with both the mail and the bulk of the daily requests for files. In order to overcome the condition described above, steps should be taken to request the Post Office to sort EAO mail from that of External Affairs. The External Affairs mail truck could continue to pick up at the Post Office External Aid mail and deliver it in one or two separate bags directly to the External Aid Office.

(b) Communications

External Affairs Department provides complete teletype communication services to EAO including the cost of the terminal equipment in EAO premises and the operator to man the equipment. External Affairs in addition provides the courier service at no cost to EAO.

The External Aid Office would have no objection to paying for this service and the mail service described above should it be found necessary to bill EAO to meet the requirements of the new concept of program budgeting. External Aid Office, of course, would need sufficient warning to enable it to provide the necessary funds in its own estimates.

*Shouldn't be
paid by
the EAO
and.*

(c) Printing and Duplicating

The External Aid Office now has its own xerox and offset duplicator. Thus, there is no longer any requirement for EAO to use the services of External Affairs.

(d) Translation Services

These services, in fact, are provided by the Secretary of State Department but the Department of External Affairs and the External Aid Office utilize the same translation unit. In this regard though, it should be mentioned that a recent study conducted in EAO indicates that there is sufficient work to justify the location of a French-English translator within this Office.

(e) Treasury Office

While both organizations have the same Chief Treasury Officer, a sub-unit of Treasury was located in the Fuller Building about a year ago, resulting in a better Treasury service to EAO.

(f) Personnel Services

The External Aid Office has recently taken over from the Department its own pay and superannuation functions.

...5

- 5 -

(f) Personnel Services (Cont'd)

The transfer of pay records to the Aid Office will eliminate the necessity of sending all new employees to External Affairs for documentation.

Some consideration might be given to arranging a closer working relationship between the two organizations in the personnel training field. External Affairs has already developed training programs in the administrative improvement field at the junior and intermediate levels, while External Aid Office now has a familiarization program for its new employees, and will be developing refresher courses. Consideration could be given to a reciprocal arrangement under which personnel of both organizations could be invited to attend these various courses.

(g) Physical Security

External Affairs, on occasion, has briefed EAO personnel on the requirements for handling security documents. This arrangement should be continued.

The External Aid Office presently has no facilities for the physical security of its premises during the non-working hours. The External Affairs Department might be willing to consider the possibility of having its security guards include EAO premises as part of their rounds.

(h) Financial Arrangements

Missions abroad frequently are required to pay amounts on behalf of, or make advances to, teachers and advisers. Such disbursements in turn are recovered from EAO through a monthly Mission account. In addition, teachers and advisers turn over their surplus local currency to the Missions abroad upon their departure and the equivalent in Canadian currency is deposited in their bank accounts.

(i) Library Services

The Department of External Affairs is most co-operative in lending books to EAO and in circulating periodicals requested by EAO officers. These arrangements have enabled EAO to meet many of its requests for reference material without having to incur the heavy cost of procurement.

5. Other Areas of Contact

(a) Emergency Relief

Discussions are now taking place between the two organizations regarding the administration of the Emergency Relief Fund. The attached memorandum ("C") outlines the proposed new administrative arrangements and recommends an increase in the level of funds available.

...6

Photocopy of Original - As is

000255

- 6 -

(b) Training of Foreign Service
for Developing Countries

External Aid funds are not normally used to finance the training in Canada or at Canadian Missions of personnel for the foreign service of the developing countries. The attached letter ("D") of September 14, 1964 outlines the policy in this regard.

(c) Negotiations of Aid Agreements

Discussions are now taking place regarding co-operation between the two organizations in standardizing and negotiating aid agreements with recipient countries.

Photocopy of Original - As is

APPENDIX "A"

DEPARTMENT OF EXTERNAL AFFAIRS

CANADA

UNCLASSIFIED

Ottawa files No. 1-5-3,
No. 1-5-6 &
No. 7-3-1-3

March 3, 1964

CIRCULAR DOCUMENT
ADMIN NO. 14/64

Correspondence with the External Aid Office

This circular document is intended to summarize procedures to be followed by posts in corresponding with the External Aid Office.

2. All communications concerning the operation of Canadian Aid programmes abroad should be addressed to the External Aid Office and not to the Department. Where the subject of a letter or telegram to External Aid involves policy considerations likely to be of interest to members of the External Aid Board, posts should refer copies to External Affairs, Finance, Trade and Commerce, and the Bank of Canada. However, communications to External Aid concerning details of operation or administration should not be copied to other addressees. The External Aid Office should be included as an information addressee for all communications to External Affairs which may have some bearing upon Canadian aid programmes even though not directly related to such programmes.
3. Letters to External Aid should be written on EXT. 185 until this form is superseded by the new bilingual correspondence form (Circular Document 1/64 of January 15, 1964, refers). When the new correspondence form is employed, letters to External Aid should be addressed "Director General of the External Aid Office" ("Directeur Général du Bureau de l'Aide extérieure"). These letters should be registered in a separate numbered series prefixed by the letters "XA0".
4. Unclassified correspondence should, where desirable, be sent by ordinary air mail addressed to "The Director General, External Aid Office, Ottawa". Classified material is to be sent by courier bag and listed in the usual manner on the diplomatic mail schedule.
5. Telegrams to the External Aid Office should be numbered in the same series as those to the Department but should bear the telegraphic address "Extaid, Ottawa".

Under-Secretary of State for
External Affairs

To All Heads of Posts
and Canadian Trade Commissioners

Photocopy of Original - As is

EXTERNAL AID OFFICE

OTTAWA 4

September 30, 1966.

Mr. M. Cadieux,
Under-Secretary of State
for External Affairs,
O t t a w a.

Attn: Mr. B.M. Williams

Dear Sir:

I know you will be interested in being brought up to date on plans being developed by this Office for assigning a small number of its permanent officers to overseas duties.

In informing you of these plans, I would like to assure you that the objective in fielding External Aid Office personnel is to supplement, and not to replace or duplicate, staff resources now available at the Posts to deal with External Aid matters. Like representatives of other departments, External Aid officers would, with your agreement, be attached to the appropriate External Affairs Posts and responsible to the Head of Post in all matters of policy and administration and liaison with local authorities.

As you are likely aware, our 1966-67 establishment included five engineering positions intended for overseas duties. In deciding to provide for these positions, consideration was given to such factors as (a) our complete dependence at the present time on our consulting engineers for progress reports and other technical data required to ensure efficient and economical implementation of projects, (b) the need, with respect to major projects, for improved co-ordination in the supply of locally provided materials, equipment and warehousing, as well as accommodation, medical facilities, and transportation for Canadian personnel responsible for the direction and supervision of such projects, and (c) the number of occasions where technically qualified field staff could have conducted preliminary feasibility studies and thus have avoided the time and expense involved in engaging consulting engineers.

While our initial considerations were related to capital projects and it was for that reason that engineering positions were established, it will be appreciated that such personnel also would be expected to concern themselves with administrative problems that may arise in the technical assistance programs. Briefly, in very general terms, the duties and responsibilities of our proposed field personnel might be described as follows:-

- (1) To conduct preliminary feasibility studies of projects requested by eligible countries within the regions of their assignments;

...2

Photocopy of Original - As is

000258

- 2 -

- (2) To ensure, in respect of approved projects, that all preparatory work has been done prior to the movement of Canadian professional and technical personnel and their families from Canada;
- (3) To report and make recommendations to the Canadian post and the External Aid Office on any problems that may arise during the implementation of projects; and
- (4) To assist the staff at the posts, as appropriate, in dealing with the administrative and personal problems of teachers and technical advisers.

It is expected that appointments to these positions will be made in the next few weeks. This does not mean that the successful candidates would be sent abroad immediately, nor that all of them will in fact be assigned to overseas duties. The intention is to establish them within our head office operations and enable them to become familiar with aid policies and procedures during the next nine months to one year. Decisions as to who will be sent abroad and to which areas will be taken at the appropriate time in consultation with your Department.

With regard to increasing the number of our field positions in the future, our present plans provide for inclusion in our 1967-68 budget of an additional two positions. These positions will be at the Administrative Officer 5 level and will be intended for personnel with a general administrative background rather than for additional engineers. In this regard, our experience indicates that an increasing number of administrative problems are developing in the field as a result of the growth in our technical assistance programs. We believe that External Aid field representatives could be of great assistance to the posts in dealing with a wide range of tasks, such as the accommodation and transportation requirements of our teachers and advisors, and the selection and preparation of candidates for training in Canada. Thus, it is planned to provide two positions in the 1967-68 budget and thereafter two more positions per year during the next four or five years. Also, while it is difficult to foresee requirements too far ahead, our present trends in the capital assistance area would indicate that additional engineering positions may be required in the field in about three years time.

Your comments would be welcomed.

Yours sincerely,

P. M. Towe,
Acting Director General.

Photocopy of Original - As is

O/USSEA/J.R. FRANCIS/et

cc - Mr. Madren
Mr. Stoner, P.C.O.
Mr. Langley
Mr. Kirkwood, Economic Div. ←

file
diary

CONFIDENTIAL

FB
ANS

May 23, 1967

38-1-CIDA-SCOR
38-1-1
10 —

Dear Mr. Strong,

In your letter to me of May 15, you outlined a number of suggestions concerning the administration of Canada's external aid programme, particularly at posts overseas, and proposed guidelines for working relations between our two organizations. I should like to assure you of the great importance which I attach to the effective administration of the Canadian external aid programme.

The Canadian external aid programme is an integral part of Canadian foreign policy, and is in some respects the most substantial and rewarding aspect of our relationship with many developing countries. The Canadian missions in developing countries have therefore always regarded the administration of external aid as a priority task. Heads of mission and their officers have given serious attention to this complex and often time consuming job. Particularly in African posts, an analysis of the work of our missions shows that the greater part of their working time is spent on various aspects of aid work. There have been deficiencies, but I think that on balance our record on aid has been a good one. All our officers serving abroad have been, and will continue to be, instructed to attach a high priority to aid work. The political and the aid responsibilities of our missions abroad cannot be completely separated without damage to both fields of activity. Indeed I believe, as I am sure you do, that they are two sides of the same coin.

As the volume of aid has increased, the need has arisen, I agree, for an improvement in our administrative arrangements. In particular, more staff are required overseas

...2

D. F. Strong, Esq.,
External Aid Office,
Ottawa 4.

BEST COPY AVAILABLE

...2...

to deal with the anticipated extra work load. Both of us have, as you have noted, a responsibility for the effective administration of the aid programs. We are both accountable to the CIDA for this purpose.

I support in general the requirements which you have outlined at the top of page 3 of your letter. We could welcome the posting of experts in engineering or related fields to assist with the supervision of capital projects. I also agree that some of your staff should be given an opportunity to acquire experience in the field. In the case of the technical and educational programs, the most pressing need is for more staff to do the day to day administrative work.

We are also agreed on the need for additional positions at our missions abroad for aid purposes. Those sent to the missions to fill the new positions would be added to the team rather than replace or duplicate personnel now engaged in this work. They would work with other members of the mission on the administration of the external aid programs under the direction of the head of post.

You have commented on the advice that the External Aid Office will be able to provide on the likely burden of aid administration in a given country. This Department, and where applicable the Department of Trade and Commerce, will be able to assess the other responsibilities which the post may be required to assume. The posts themselves will in addition wish to comment on the implications in terms of staffing of the workload which may be assigned to them. There will therefore be a need for close consultation concerning the establishment of the missions concerned. The Public Service Commission and the Treasury Board will be able to provide advice on how the additional positions should be established and paid for.

I have read with interest your proposed guidelines for the working relationship between our two organizations. I find your comments both useful and stimulating. We are now preparing comments which we shall let you have over the next few days.

I agree that we should establish a task force to consider these and related questions as quickly as possible. The Department of Trade and Commerce, the Treasury Board and the Public Service Commission should participate in at least some of the work of the task force. I propose that J. C. Langley

*Task force
would deal
with overseas
representation
question only*

...3

BEST COPY AVAILABLE

000261

...3...

will be the senior member of the Department of External Affairs group on the task force, and he will be willing to meet at once with your representative.

Yours sincerely,

M. CADIEUX

Under-Secretary

O/USSEA/J.R.FRANCIS/eb

CONFIDENTIAL

May 24, 1967

Mr. Langley
I had understood from
both Mr. Williams and Mr.
Francis that we would be consulted
about the letter before it went for signature.
I still haven't seen it. DK

MEMORANDUM FOR: MR. J. C. LANGLEY
MR. D. H. W. KIRKWOOD ✓

P.S. Letter now
received &
attached.

DK

External Aid - Field Administration

Before signing the letter of May 23 to
Mr. Strong concerning co-operation in the field
administration of the external aid programme,
Mr. Cadieux commented:

"One point I wish made later is that, if
I am responsible to the External Aid Office for
aid operations, they must clear their instructions
with me and also get my approval before any
burdens are placed on the missions."

J. R. FRANCIS

J. R. Francis

8-1-CIDA-SCOR

--	--

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
À Mr. J.C. Langley - A/U/SSEA
(through Mr. Williams)

FROM
De Personnel Services Division

REFERENCE
Référence Mr. Strong's letter to the Under-Secretary of May 15
and the Under-Secretary's reply of May 23

SUBJECT
Sujet Relations with External Aid Office - Establishment
for aid work abroad.

SECURITY
Sécurité CONFIDENTIAL

DATE May 26, 1967

NUMBER
Numéro 38-1-CIDA-SCOR

FILE	DOSSIER
OTTAWA	
MISSION	10 -

ENCLOSURES
Annexes

DISTRIBUTION

Thank you for letting me have copies of the above correspondence which has implications for this Division. From this I note that you will be the senior member of the Department's contribution to the task force to consider the various matters covered in this correspondence. One such matter is the establishment of aid positions abroad and it is in this context that I am sending you this memorandum.

2. The fact that aid work is assuming an ever-increasing amount of time at a number of our missions has been recognized in establishment reviews and by the Treasury Board by agreeing to permit us to set up 18 positions specifically for aid work. A list of these is attached. In addition of course, we have in our Floater Pool three positions to cover secondments to the External Aid Office in Ottawa. We hope in the current review to be able to add at least five positions more to cover additional officers on loan to the EAO on a supernumerary basis. An additional 22 positions abroad have been requested by Posts and Divisions.

3. I understand that the External Aid Office has already received Treasury Board approval to establish five positions to cover the appointment of engineers for service overseas on assignments primarily related to capital assistance projects, and that four of these have recently been filled. I also understand that its establishment for this year includes five positions for Programme Administrators to assist our missions primarily on matters related to the Technical Assistance programme.

4. You may wish to know that in other contexts Treasury Board have tended to insist that occasional positions required overseas be placed on the establishment of this Department. (By "occasional" I mean positions required by agencies or Departments such as P.S.C., D.O.T., and D.D.P., which do not normally operate abroad as do Manpower, Trade & Commerce etc). There has been no particular

2...

26.5.37(us)

2.

consistency in the application of this policy (if it is that) and in some cases we have resisted it. On the other hand, with their legitimate concern to ensure that Departments avoid duplication as much as possible, it is possible that they will attempt to persuade either us or the External Aid Office to carry positions established for aid work abroad on one or the other establishment. I think this would be particularly true of Programme Administrator positions. If this should prove to be correct, then I think that we should consider taking over from the External Aid Office the ten positions they have already on their establishment and that it be agreed that we shall assume responsibility for these and other positions which may be needed in the future.

5. This would not of course rule out the possibility that aid positions so established be staffed temporarily or otherwise by personnel in the External Aid Office recruited especially or already on strength. We could even staff some of them ourselves if this should prove desirable in certain instances. In any event, having these positions on our establishment would give us more tangible control in their use as we would have a say in who should staff them and how they should be staffed. We would not be in a position to do this as easily if they were to be carried on the establishment of the External Aid Office.

6. Failing such agreement, it would be necessary to work out with the External Aid Office a clearly understood division of labour in this area which is understandable to Treasury Board and workable in practice.

(Freeman M. Tovell)
Personnel Services Division

*But they have
to be
but
I cannot
believe that
no this
agree
In London
was a big
Bm*

POSITIONS ESTABLISHED FOR
EXTERNAL AID WORK

Ottawa Based:

ACCRA	FSO 3
DAR es-SALAAM	FSO 3
KARACHI	FSO 3
KUALA LUMPUR	FSO 3
LAGOS	FSO 3
PORT OF SPAIN	EAO 2
NEW DELHI	Clerk 4
YAOUNDE	FSO 3
SINGAPORE	EAO 1
HONG KONG	EAO 4
DAKAR	1 FSO 3
NAIROBI	1 FSO 3
KINGSTON	1 FSO 4
MADRID	1 FSO 4
BANGKOK	1 EAO 4

Locally-engaged:

LAGOS	1 Asst. 8
NEW DELHI	1 Asst. 7
KARACHI	1 Asst. 7
	1 Asst. 6



CANADA

EXTERNAL AID OFFICE
BUREAU DE L'AIDE EXTÉRIEURE
OTTAWA 4

CONFIDENTIAL

DIRECTOR GENERAL
DIRECTEUR GÉNÉRAL

Mr. Marcel Cadieux,
Under-Secretary of State
for External Affairs,
O T T A W A.

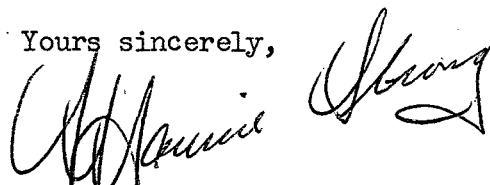
Dear Mr. Cadieux:

I appreciate very much your letter of May 23 and your helpful response to our suggestions concerning the administration of external aid.

I am pleased that you agree that we should establish a task force to consider these and related questions as quickly as possible and that you have appointed Mr. J. C. Langley to be the senior representative of the Department of External Affairs for this purpose. I have asked Mr. Towe to assume the initial responsibility for establishing the task force on behalf of the External Aid Office and I understand that he has already contacted Mr. Langley to discuss the necessary arrangements.

I will also want Mr. Hudon to serve on this task force and, probably to act as our senior representative after the task force has been established in order to ensure continuity in light of the fact that Mr. Towe will be leaving us in August.

Yours sincerely,


M. F. Strong

May 29, 1967.

38-1-CIDA-SCAR
10 9

30.5.15(us)

000267

c.c. - Mr. S. A. Freifeld
Permis N.Y.

U.N. Division/R.M. Middleton/pb

File Circ. Diary

RESTRICTED

, July 5, 1967.

38-1-CIPA-500R	

Dear Mr. Strong,

As you know from previous correspondence, we are concerned about the decreasing number of Canadians in the United Nations Secretariat, especially those in senior positions, and have made efforts in the last year or so to rectify this situation. I understand that you are giving increasing emphasis to the employment of Canadians as experts in the technical assistance programmes of the United Nations and that you have recently hired an official who is to be concerned almost entirely with recruitment for the United Nations. He has also taken an interest in and been of considerable assistance to us in the recruitment of Canadians for the United Nations Secretariat.

We welcome this development and, if you agree, we would like to see greater advantage taken of your continuity of staff and your experience and expertise in locating qualified personnel with regard to the Secretariat. In order to ensure that our respective efforts in this field are co-ordinated, I should like to suggest that we agree on the following procedures:

- (1) External Aid would be responsible for recruiting Canadians for all P-1 to 5 appointments in the United Nations Secretariat except those enumerated in (3) below. In these cases I assume that you would wish to communicate directly with the United Nations Secretariat as you do in the case of technical assistance appointments although we would appreciate it if you would keep us informed when Canadians are actually hired.
- (2) External Aid would recruit also for D-1 and D-2 appointments except for those mentioned in (3) below but, because of our interest in the appointment of Canadians at the policy making level, the channel of communication in these cases should be through us to the Permanent Mission in New York and then to the U.N. Secretariat. This channel of communication could also be used in those instances where we have indicated to you our interest in a particular appointment at the P-1 to 5 level. It is understood, of course, that both this Department and the Permanent Mission in New York will provide you with all information we can to help you in your recruitment efforts.

/....2

Maurice Strong, Esq.,
Director-General,
External Aid Office,
O t t a w a.

- 2 -

- (3) The Department of External Affairs would continue to assume primary responsibility for recruiting personnel at all levels for the Office of the Secretary-General, the Office of Legal Affairs and for all appointments in the United Nations at the Under-Secretary level. We would, of course, look forward to your advice and assistance but we would remain the action Department.

I would be grateful to know if this arrangement is satisfactory to you. If it is, we might refer copies of our exchange of correspondence to those departments in Ottawa concerned with the specialized agencies. They are responsible for the recruitment of Canadians in their respective areas but no doubt they will wish to know the arrangements made between you and us on the question of the United Nations Secretariat itself.

Yours sincerely,

Under-Secretary of State
for External Affairs.

CONFIDENTIAL

Assignment of E.A.O. Personnel Abroad

Introduction

In their exchange of letters dated May 15 and May 20, 1967, the Director-General of the External Aid Office and the Under-Secretary of State for External Affairs agreed to appoint a task force to review the relations between their two organizations in all matters related to Canada's external aid programmes including the posting of EAO personnel to Canadian missions abroad. The posting of such personnel has been accepted in principle. There is no need to relate here the reasons for doing so except in the briefest terms. Against the background of a programme growing rapidly in size and complexity, they are that a significant number of EAO officers must gain direct knowledge and experience of the development policies, programmes and problems as well as of the local conditions in the countries in which each aid programme must be carried out; that advice received by EAO from missions abroad must, to an increasing extent, be based on expert knowledge of development questions and aid administration; and that field administration requires not only a large number of people, but also people with specialized skills or training in development assistance.

Relations with Missions and with EAO

EAO officers assigned to a mission overseas would be fully integrated into that mission and as such would be responsible to the Head of Mission either directly or through an officer designated by the Head of Mission as may be appropriate. Correspondence on aid matters would continue to follow the procedures set out in Circular Document Admin. 14/64, with communications from the post being signed by or on behalf of the Head of Mission. The relationship between the Missions abroad (and hence between the EAO officers assigned to them) and the Director-General of the External Aid Office would be a purely functional one similar to the one which already exists.

The officers would usually be posted abroad for a period of two to three years and upon termination of their posting would be expected to return to positions in the External Aid Office. Officers could look forward to one or two and, in some cases, more postings abroad as part of their normal career development within the External Aid Office.

Deployment of Overseas Personnel

The deployment of EAO personnel abroad as part of our diplomatic missions should be the object of close and regular consultation between the Department of External Affairs and the External Aid Office in association with the Department of Trade and Commerce. Meetings should be held at least once a year preferably before the submission of the programme review to the Treasury Board. The primary purpose of the meetings would be to

.... /

2.

review the needs of the external aid programme in terms of personnel abroad and to decide how they should be met.

Initially at least, it is expected that the need will be for officers who will devote their full-time to aid matters and who would not be expected in the normal course of events to perform other duties. Depending on their seniority and their particular functions, such officers would report to the Heads of Missions on aid matters either directly or through another officer and may or may not have under their supervision other officers in the missions. For example, the requirement might be for a one-man-year split between one more junior officer and another more senior officer. In such cases, the officers concerned might be assigned additional duties if they are suitably qualified.

All the possible combinations and formulations cannot be anticipated. In essence, what is required is that the interested departments, in particular the Department of External Affairs and the External Aid Office, and the Heads of Missions should consult regularly in order to:

1. establish the need for personnel abroad to service the external aid programme;
2. determine the number and type of personnel required to meet the need;
3. reach agreement on how the need is to be met (through EAO, External Affairs, Trade and Commerce);
4. agree on the particular officers who are to be posted abroad and an appropriate assignment of duties for them; and
5. agree on appropriate training programmes in External Affairs for EAO officers and in EAO for External Affairs officers (and, as appropriate, officers from Trade and Commerce) assigned to aid missions.

Responsibilities and Duties

The responsibilities and duties (terms of reference) of EAO officers assigned abroad will vary according to a number of factors among which can be mentioned the size and staffing of the mission, the type and size of aid programme, the seniority of the officers concerned, and their particular training and skills. The following description of responsibilities and duties is a general one. Seen from a certain point of view, it is a description of the functions which a mission might be expected to fulfill in the aid field. Each EAO officer sent abroad would be assigned certain of these functions and carry them out under the Head of Missions or such person or persons he may designate.

The responsibilities and duties of EAO officers (and officers from other Departments having responsibilities for aid matters) serving abroad would be as follows:

....

000271

3.

General

1. To work closely with the Head of Mission and his staff, to keep them fully informed of all aid and related matters, and to prepare for the Head of Mission recommendations on such matters.
2. As appropriate, to maintain liaison on aid matters with Government Departments and Agencies of the countries to which they are accredited, to explain Canadian aid policy to them, and to assist them in the formulation of requests for assistance.
3. To maintain liaison with the representatives of other aid agencies, to take advantage of the information and advice which they may be able to provide and to ensure that Canadian aid is co-ordinated with their efforts.
4. To assist with the development and implementation of appropriate information programmes in the host country in close co-ordination with the Director of Information of EAO and the officers in the Missions responsible for information.
5. To attend, as appropriate, meetings on aid and related matters.
6. To perform such additional duties as may be requested by the Head of Mission.

Programme Planning - General

7. To familiarize themselves fully with and report periodically on the current and future prospects of the economies of the countries to which they are assigned as well as their development plans and policies, in order to provide the essential background against which plans for Canadian aid to these countries can be formulated.
8. On the basis of (7) above, to assist in identifying and to study in depth those sectors of the economy in which Canadian aid might best be concentrated and the policies affecting them, and thus assist in the formulation of long-term Canadian aid programmes taking into account our objective of integrating as much as possible the various components of our aid programme and our desire to build on what we have already done.
9. To identify within each priority sector those projects most suitable for financing under Canada's aid programme.

.... /

4.

Project Planning

10. To assist in providing EAO with all the necessary information required to decide whether to proceed with a capital project for which assistance has been requested including its economic priority, its feasibility, its economic, financial and technical soundness, the proposed method of implementation and timing, and the extent and form of assistance required; to provide EAO with complete job descriptions, terms of reference, briefing material; and to advise EAO on what additional information may be required and how it may be acquired.
11. To assist in the provision of similar information with respect to commodity and non-project non-commodity aid programmes.
12. To assist in the provision of similar information with respect to technical assistance programmes and projects taking into account the facilities already available in the host country.
13. To consult and to the extent necessary assist local officials in completing requests for assistance, to ensure that all relevant information is made available and to ensure that the local authorities are taking or will take all measures required for the efficient and effective implementation of the project.
14. To assist in the negotiation of project and other aid agreements.
15. To submit to or through the Head of Mission recommendations on programmes and projects to be financed under the Canadian aid programme.

Project Implementation and Evaluation

16. To ensure that the terms of project and technical assistance agreements are fulfilled.
17. To inspect the construction of projects, to monitor the progress of work, and to report and otherwise take such action as may be required to overcome difficulties and delays in the execution of projects, including, as appropriate, representation to the host government.
18. To evaluate ongoing projects on a regular basis with a view to making recommendations about any extensions of contracts, expansion, extension or possible termination of projects, or any other adjustments to the projects; and, in consultation with the Head of Mission, to assess terminated Canadian projects.

.... /

5.

19. To accompany, provide information to and assist in other ways Canadian contractors, consultants, engineers and surveyors entering the country to carry out the investigations or construction of capital projects.
20. To assist with the briefing on arrival of Canadian personnel attached to capital and technical assistance projects; to assist them with the initial problems of adjustment to their assignment; to maintain continual contact with them in order to assist with their adjustment to their host country and to their assignment; and to assist as appropriate with any personal, professional, or administrative problems which might arise.
21. To assist with the briefing of trainees on their departure to commence their training programme.
22. With respect to requests for training, to recommend training programmes and candidates. In this connection, to maintain liaison with the local authorities responsible for the assessment of candidates for training, in order to evaluate requirements, procedures and proposed programmes for training. To assist with or be responsible for interviewing candidates for training in Canada and also for training in the host country or in third countries (where applicable).
23. To provide appropriate assistance to Canadian volunteers (e.g. CUSO, CESO or Red Cross personnel) undertaking assignments of an aid or development nature.

38-1-11

HE
ADS



EXTERNAL AID OFFICE
BUREAU DE L'AIDE EXTÉRIEURE
OTTAWA 4

DIRECTOR GENERAL
DIRECTEUR GÉNÉRAL

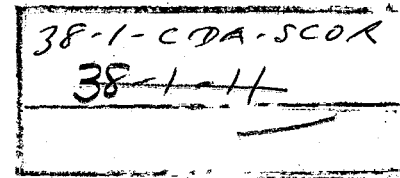
File: 6-1

July 25, 1967.

File

24-5-2-1
341

Mr. M. Cadieux, Q.C.,
Under-Secretary of State
for External Affairs,
External Affairs Department,
East Block,
Ottawa, Ontario.



Dear Mr. Cadieux:

I am happy to acknowledge your letter of July 5, 1967, covering the recruitment of Canadians for the United Nations Secretariat. We welcome your suggestion that this Office should become increasingly active in this field, and that our officers should accept full responsibility for the recruitment of certain categories.

We are prepared to accept this responsibility, acting of course in close cooperation with the Department of External Affairs, and consulting your officers in the preparation of nominations, particularly for the higher level posts.

We would hope that your Department, the Permanent Mission in New York, and other Missions which may from time to time have an interest in these appointments, would keep us informed of positions for which recruitment would be desired, providing us with background information not contained in the usually cryptic job descriptions, and particularly following up our submissions to ensure that Canadians whom we may nominate receive a maximum of support.

In our normal recruitment activity for technical assistance posts, we frequently meet individuals who, because of their background, interests and temperament, are better suited to Secretariat positions than to the shorter term posts abroad. We have been informed by the Secretariat Recruitment Service in New York, that there is a need for certain categories of officers and that Canadians would be very acceptable for a number of these positions. We shall therefore continue our efforts to fill some of these vacancies as qualified individuals indicate their interest.

/...2

000275

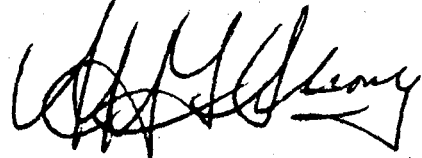
31.7.34(us)

-2-

You have mentioned that there are other Departments in Ottawa concerned with the Specialized Agencies of the United Nations, to which copies of this exchange of letters might be sent. I agree. Officers of our Advisers Division have already held informal conversations with some other Departments, and will be very happy to cooperate with them in the same manner as with the Department of External Affairs, without usurping any of their prerogatives, but in a desire to improve the representation of Canada throughout the whole sphere of United Nations activity.

In the course of recruiting advisers for our own programme, we have from time to time encountered candidates who might well be suitable for U.N. Secretariat posts. I would be pleased to have our people start developing a list of such personnel if you think this would be useful.

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'M.F. Strong', written in a cursive style.

M.F. Strong

CONFIDENTIAL

August 11, 1967

38-1-11
H
XDS
Aug 11/67

Guidelines Governing Working Relations
Between the Department of External Affairs
and the External Aid Office

Object:

The purpose of this paper is to describe briefly the working relations between the Department of External Affairs and the External Aid Office. These are based on principles laid down when the External Aid Office was established in 1960 and reflect changes and improvements based on the experience of the two Agencies in the discharge of their respective responsibilities.

1. Channels of Communication

(a) Between the Aid Office and the Department

The External Aid Board and the External Aid Committee constitute the formal machinery for interdepartmental consultation on aid policy. The Board considers major policy aid issues and related development matters and advises the Secretary of State for External Affairs on them. Issues which are placed before the Board have normally been the subject of prior interdepartmental consideration, generally in the External Aid Committee.

In view of the extent of interdepartmental concern and involvement in aid matters, close informal consultation on aid is also necessary on a day to day basis and such liaison must in particular be close between the Department of External Affairs and the External Aid Office. Direct consultation between the Department and the Office is normally carried out by the Economic Division of the Department of External Affairs and the Economic Analysis and Planning Division of the External Aid Office. Questions requiring the attention of senior officials may be referred by the two divisions to the officers concerned or may be discussed direct by the latter.

Within the Department, Economic Division is responsible for consultation with area divisions on aid matters and for the formulation and transmission to the Office of departmental views and comments. In the same manner, the Economic Analysis and Policy Division has a similar responsibility for consultation within their Office and for transmitting views and information on aid questions to the Department. This procedure does not preclude informal and routine exchanges of information between other branches of the two organizations but all formal exchanges relevant to decisions on policy matters shall be conducted through Economic Division and the Economic Analysis and Planning Division.

- 2 -

Exceptions to that general rule may have to be made in emergency situations such as those involving the evacuation of aid personnel. There may also arise from time to time special aid problems which do not involve the interests of area divisions of the Department and on which the expert views of functional divisions should be obtained. These cases should be dealt with on an ad hoc basis under arrangements agreed upon by the Economic Division and the Economic Analysis and Planning Division and approved by senior officers of the two organizations. Federal-Provincial relations present a somewhat special case. The Department and the Office will each designate a senior officer who will be formally responsible for maintaining close co-ordination and consultation in this field.

(b) Minister's Office

The following guidelines govern the flow of paper to and from the Office of the Secretary of State for External Affairs.

Memoranda to the Cabinet or the Minister, which have received the approval of the External Aid Board, will go direct to the Minister from the Chairman of the Board and copies will be sent simultaneously to the Department. Other papers for the Minister (including memoranda, correspondence, briefs, statements and answers to Parliamentary questions) which are primarily concerned with aid but which have a direct or significant foreign policy implication will be the subject of prior consultation with the Department before being sent to the Minister by the Director General; copies of such documents will be sent simultaneously to the Under-Secretary. The Department will follow the same procedure for such documents as it originates which are primarily concerned with foreign policy, but which have a direct or significant external aid implication. There will be occasions when both organizations may find it appropriate and convenient to prepare joint memoranda or briefings for the Minister, e.g. in the case of visits by members of foreign governments, international conferences, etc.

The Minister's office will be guided by the foregoing in forwarding action requests and papers to the two agencies but, should any particular item be misdirected, the recipient will redirect it to the other agency for action, with appropriate advice to the Minister's Office.

(c) With Posts Abroad

Circular Document Admin. No. 14/64 which is attached as Annex A outlines the approved procedures for correspondence to and from posts on aid matters.

. . . 3

- 3 -

The Department is responsible for recommendations on the composition and the accreditation of all Canadian Delegations to international conferences of a type requiring Ministerial or Cabinet approval. The Department will consult with EAO on delegations to such conferences at which matters relating to aid are to be discussed. Delegations to other international meetings, relating to foreign aid shall be determined by inter-departmental consultation if the issues likely to arise are themselves subject to such consultation. In accordance with the principle set out above, notifications relating to Canadian representation at international meetings will normally be sent by the Department. In certain cases, however, such notices will be more appropriately sent by EAO after consultation with the Department. It also is recognized that this in no way affects the freedom of the External Aid Office to discuss aid questions on a bilateral basis with other donors or recipients. (The Department will in the normal course of events be kept informed.)

2. Secondment of Personnel

During the next few years the Department will arrange for the secondment to the Office of approximately the same number of FSO's at about the same rank as at present, i.e., 1 - senior officer; and 5 - in the FSO12 to 5 range. There will be prior consultation between the two agencies during the selection of officers for secondment. Normally all seconded personnel, except probationary officers, will be assigned for a two to three year period.

The arrangement proposed above does not, of course, include probationary officers who are assigned to EAO for periods of up to six months as part of their training program.

The question of the assignment of EAO personnel abroad is dealt with in Annex B to this paper.

3. Emergency Relief

On the basis of discussions between the two agencies, recommendations have been prepared for submission to the Minister on the level and administration of the International Emergency Relief Fund. These recommendations are contained in Annex C to this paper.

4. Negotiation of Aid Agreements

The procedures governing in the negotiation of aid agreements are set out in Annex D of this paper.

. . . 4

- 4 -

5. Administrative Arrangements (Including Common Services)

Since the establishment of the External Aid Office informal arrangements have been made under which the Office has utilized support services of the Department. Procedural arrangements governing the use of these administrative services are outlined in Annex E.

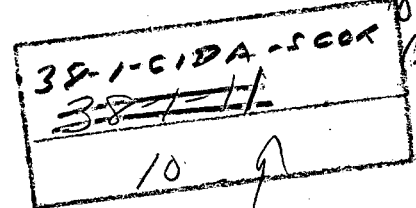
EXTERNAL AID OFFICE

OTTAWA 4



BUREAU DE L'AIDE EXTÉRIEURE

OTTAWA 4



CONFIDENTIAL

BY HAND

August 17, 1967.

Mr. D. H. W. Kirkwood,
Department of External Affairs,
Langevin Block,
Ottawa, Ont.

Dear David:

Attached is a draft paper on EAO field representation abroad for discussion at our meeting tomorrow morning. I am sorry that I have not been able to get it to you sooner. I should also add that I am not at all satisfied with the draft as it now stands, and I think that it will require considerable reworking. However, it does isolate some of the questions that need to be examined and I am hopeful that as a result of our discussions a revised and improved draft will be ready when you return from your holidays at the end of August.

Yours sincerely,

L. D. Hudon
L. D. Hudon,
Assistant Director General.

Enc.

Confidential

E.A.O. FIELD REPRESENTATION

INTRODUCTION

OK ? 1
* and of
practical problems
of administering

In their exchange of letters dated May 15 and May 20, 1967 the Director General of the External Aid Office and the Under-Secretary of State for External Affairs agreed to appoint a task force to examine a number of questions of interest to both their organizations and in particular the question of posting EAO personnel to Canadian missions abroad. The posting of EAO personnel abroad has been accepted in principle and there is no need to restate here, except in the briefest terms, the reasons for doing so. Against the background of a program growing rapidly in size and complexity, the reasons are that a significant number of EAO officers must acquire direct knowledge of the development policies, programs and problems of the countries to which Canada is extending aid; that advice received by EAO from missions abroad must, to an increasing extent, be based on expert knowledge of development and aid questions; and that field administration requires not only a larger number of people but people with specialized skill.

Thus the purpose of this paper is to set out for discussion by the task force the guidelines which would govern the posting of EAO personnel abroad.

TERMS OF REFERENCE

In general, the responsibilities of EAO officers who are posted abroad would be as follows:

- ✓ 1. To familiarize themselves thoroughly with and report periodically on the current and future prospects of the economies of the countries to which they are assigned as well as their development plans and policies, in order to provide the essential background against which plans for Canadian aid to these countries can be formulated.
- ✓ 2. To study in depth those sectors of the economy in which Canadian aid might best be concentrated and thus assist in the formulation of long-

... 2

Photocopy of Original - As is

- 2 -

term Canadian aid programs to each of the countries concerned.

or, "to assess"

3. ^{advise the Head of Mission ~~concerning~~ and through him the EAO}
To ~~determine~~ the economic priority of all new requests for assistance, their feasibility, the proposed method and timing of implementation and the extent and form of assistance required; and to provide the EAO with complete job descriptions, terms of reference, briefing material and, in consultation with Head of Mission, with recommendations. To also recommend when pre-investment studies should be made prior to consideration of new requests for project assistance.

4. With respect to requests for training, to recommend training programs and candidates. In this connection, to liaise with the local authorities responsible for the assessment of candidates for training, in order to evaluate procedures as well as proposed programs for training. To assist with or be responsible for interviewing candidates for training in Canada and also for training in the host country or in third countries (where applicable).

5. To assist the various departments of the host government or the central planning agency with their planning activities by advising them as to Canadian capacity with regard to the various forms of bilateral assistance.

6. To assist local officials in completing requests to ensure that required assistance in depth is available for each project, and that local institutions are strengthened by ensuring that requests for training abroad are not processed where facilities exist in local or regional institutions.

7. To ensure that the terms of the project agreements which define the respective responsibilities of the two participating governments are fulfilled.

8. To liaise with the field representatives of other aid agencies in order to ^{avoid} (ensure no) duplication of aid projects, ^{and} but to take advantage of information and advice available from other agencies, and to assist with arrangements for greater co-ordination of aid efforts.

000283

... 3

Photocopy of Original - As is

- 3 -

✓ 9. To provide Policy and Planning Division as well as the operating divisions of the EAO with information on a continuing basis as regards the development of policy and programs.

✓ 10. To evaluate ongoing projects on a regular basis with a view to making recommendations about any extensions of contracts, expansion, extension or possible termination of projects, or any other adjustments to the projects. And, in consultation with the Head of Mission, to also assess terminated Canadian projects.

✓ 11. To assist with the briefing of advisers, teachers, and professors on arrival, and trainees on departure; to assist all Canadian ^{and} personnel with the initial problems of adjustment to their assignment.

✓ 12. To maintain continual contact with Canadian personnel attached to Capital and Technical Assistance projects in order to assist with their adjustment to their host country and to their assignment and to assist with any personal or professional problems which might arise.

✓ 13. To work closely with the Head of Mission and his staff and keep them fully informed of all programme developments. To also advise the appropriate representatives of the Department of Trade and Commerce concerning general program developments and with regard to Capital Assistance projects in particular.

✓ 14. To provide information to the Director of Information, EAO, concerning Canada's programs of bilateral assistance in the host country and, on the advice of the Director of Information, EAO, and in consultation with the officer in the Mission responsible for information, to develop any appropriate information programs in the host country.

15. To undertake any other duties which might be assigned by the Deputy Director General of the EAO, the Head of Mission, or the director of any operating division of the EAO.

- 4 -

While the foregoing terms of reference would generally apply to all EAO personnel posted abroad, the specific duties of officers in particular missions will vary according to a number of factors. For instance, it is EAO's intention to appoint some officers ^{whose primary} ~~responsibilities would relate to~~ primarily responsible for programs of Capital Assistance, while other officers would be primarily responsible for programs of Technical Assistance. Similarly, the specific duties of officers posted abroad will also vary according to the level at which they are appointed, as well as on the overall staffing of the Mission to which they are appointed.

POSSIBLE DEPLOYMENT OF FIELD REPRESENTATIVES

The following table outlines the possible deployment of EAO field representatives by country, by year and by level of staff. It will be noted that it is intended to appoint personnel at both the senior (PM 7 and PM 6) and junior (PM 3 and PM 4) levels.

POSSIBLE DEPLOYMENT OF FIELD REPRESENTATIVES

	1967-68				1968-69				1969-70			
	PM.6	PM.3	Eng.6	Eng.4	PM.6	PM.3	Eng.6	Eng.4	PM.6	PM.3	Eng.6	Eng.4
<u>COLCMBE PLAN</u>												
India	1 ¹	-	1 ¹	-	-	1	-	1	-	-	-	-
Pakistan	1	-	1	-	-	1	-	1	-	-	-	-
Malaysia	1 ¹	-	-	-	-	1	1	-	-	-	-	-
Thailand	-	-	-	-	-	1	-	-	-	-	-	-
Indo-China	1	-	-	-	-	1	-	-	-	-	-	-
	4	-	2	-	-	5	1	2	-	-	-	-

1. Territory to include Ceylon.
2. Territory to include Burma.

SCAAP

Nigeria	1	-	-	-	-	1	-	-	-	-	-	-
Ghana	-	-	-	-	1	-	-	-	-	-	-	-
Kenya	-	-	1 ¹	-	1	1	-	-	-	-	-	-
Uganda	-	-	-	-	-	-	-	-	1	-	-	-
Tanzania	1 ²	-	-	-	-	1	-	-	-	-	-	-
Ethiopia	-	-	-	-	-	-	-	-	-	(1 ³)	-	-
	2	-	1	-	2	3	-	1	-	(1)	-	-

1. Territory to include Uganda and EACSO.
2. Territory to include Zambia, Malawi, Lesotho, Botswana and Swaziland. Kenya and Uganda also included until 1968-69.
3. Territory to include Malagasy.

FRANCHOPHONE AFRICA

Algeria	-	-	-	-	-	1 ³	-	-	-	-	-	-
Morocco	-	-	-	-	-	-	-	-	-	-	-	-
Tunisia	1	-	-	-	-	1	-	-	-	-	-	-
Senegal	1 ¹	-	-	-	1 ⁵	1	-	-	-	1 ¹	-	-
Ghana	-	-	1	-	-	-	-	-	1	-	-	-
Ivory Coast	-	-	-	-	-	-	-	-	-	1	-	-
Cameroun	-	-	-	-	1 ²	-	-	-	-	1	-	-
Congo-Kinshasa	-	-	-	-	-	1 ⁴	-	-	-	-	-	-
	2	-	1	-	2	4	-	1	-	3	-	-

1. Territory to include Guinea, Mauritania and Mali; Togo and Upper Volta.
2. Territory to include Cong-Brazzaville, Central African Republic, Chad and Gabon.
3. Territory to include Morocco.
4. Territory to include Rwanda.
5. Territory to include Niger, Dahomey and Ivory Coast.

- 6 -

	1967-68				1968-69				1969-70			
	PM.6	PM.3	Eng.6	Eng.4	PM.6	PM.3	Eng.6	Eng.4	PM.6	PM.3	Eng.6	Eng.4
<u>CARIBBEAN</u>												
Jamaica	-	-	-	-	1 ²	-	1	-	-	-	-	-
Barbados	-	-	-	-	-	1	-	-	-	-	-	-
Trinidad	1 ¹	-	1	-	-	1	-	1	-	-	-	-
	1	-	1	-	1	2	-	1	-	-	-	-
1. Territory to include Barbados, Guyana and the Leeward and Windward Islands and British Honduras.												
2. Territory to include British Honduras												
<u>Latin America</u>	-	-	-	-	-	-	1	-	-	-	-	-
<u>TOTALS</u>	9	-	5	-	5	14	2	5	-	4	-	42

Notes:

- 2 1. It is suggested that the territory to be covered by the Mission in Senegal include those French-speaking countries for which the Missions in Ghana and Nigeria are presently responsible.
- 1 2. Representatives have not been designated to reside in countries where Canada does not have a resident Mission. Field representatives could be effectively deployed in such countries as Ivory Coast, Uganda and possibly Zambia if it were felt that the diplomatic problems could be surmounted.

RESPONSIBILITY

Any and all EAO officers assigned to a Mission overseas would be responsible to the Head of the Mission and would work under his direction. Communication with the External Aid Office would continue to be through the Head of Mission. The External Aid Office does not in any way wish to establish a separate foreign service.

*Might
come
sooner*

PERSONNEL

The designation of Missions to which the EAO staff would be assigned, the numbers and levels of such positions, and the actual persons to be sent would be decided by the External Aid Office in consultation with the Department of External Affairs. The EAO would be responsible for the appointments and conditions of employment of such personnel and for providing them with appropriate training. Presumably, any appropriate training program would include a period of time in the Department of External Affairs which would be arranged in consultation with the Department.

There would continue to be officers from the Department of External Affairs and, in some cases, from the Department of Trade and Commerce who would be involved in various aspects of aid administration overseas. As part of the continuing consultation between the EAO and the Departments of External Affairs and Trade and Commerce, the EAO would expect to be consulted about the designation of officers from the other Departments to positions where they would have some responsibility for aid administration. The EAO would also wish to arrange, in consultation with the appropriate Department, that a period of training in the EAO be provided for such officers.

The EAO envisages that the length of the tour for such overseas representatives would be from two to three years. It is not intended that there would be a rotational system within the EAO similar to that which exists in the Department of External Affairs. In other words, the EAO does not propose that its officers would be abroad for a certain period of time, return to Ottawa for a comparable period of time, and then return to another post overseas. It is not anticipated that any officer

... 8

- 8 -

would be overseas more than twice, or perhaps three times during his career. While overseas, each EAO officer would be provided with diplomatic status and, in consultation with the Department of External Affairs, arrangements would be made to provide officers with allowances similar to those which apply to Foreign Service Officers.

ADMINISTRATION

Since the EAO does not wish to establish its own foreign service, it would hope that the Department of External Affairs would be responsible for providing all appropriate administrative services, with the appropriate costs charged to the EAO. The establishment of an appropriate budget for such costs, including transportation, would be the responsibility of the EAO.



EXTERNAL AID OFFICE
BUREAU DE L'AIDE EXTÉRIEURE
OTTAWA 4

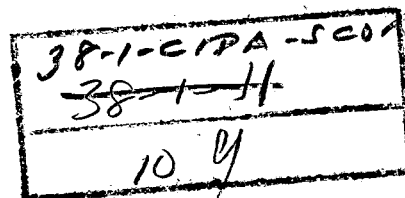
18
AID

CONFIDENTIAL

August 17, 1967.

BY HAND

Under-Secretary of State
for External Affairs,
OTTAWA.



Attention: Mr. B. M. Williams

Dear Sir:

I refer to the exchange of correspondence between the Under-Secretary of State for External Affairs and the Director General of the External Aid Office concerning the posting of External Aid Office field representatives abroad. It was agreed that a task force should be appointed to consider this and related questions. The task force has now held a number of meetings and is making substantive progress. It hopes to complete its work very soon.

In the meantime, we are most anxious to make arrangements to post three persons abroad. I take it from Mr. Cadieux's letter of May 23 to Mr. Strong that he welcomes the posting of experts in engineering or related fields to assist with the supervision of capital projects. We would hope to send these persons abroad between October 1, 1967 and January 1, 1968. Specific terms of reference would be established by the task force prior to the posting of these persons.

A tentative training programme for these persons has been arranged, a copy of which is enclosed. We should like to introduce them to officials in your Department and arrange for them to have a training programme in your Department as well. If you agree, perhaps you could designate an officer with whom we could liaise concerning arrangements for such a programme.

The three posts we have in mind, and the particular persons for each post, are as follows:

<u>India</u>	Mr. D.S. Blaine
<u>Pakistan</u>	Mr. E.H. Webb
<u>Trinidad</u> (Barbados, Guyana, the Leeward and Windward Islands and British Honduras.)	Mr. C.L. Mofford

...../2

- 2 -

A curriculum vitae for these men is also enclosed.

These persons would, of course, be part of the appropriate Mission. We would hope that they would visit other areas on instruction from the External Aid Office. For example, we would envisage that Mr. Blaine might visit Ceylon, Mr. Webb might visit South-East Asia and Mr. Mofford might visit Jamaica. The task force did briefly discuss the question of multiple accreditation and we would appreciate your advice as to how to proceed on this question and on the question of arranging appropriate status for these persons when they visit countries to which they are not accredited.

In addition to the above persons, we are hoping to recruit Mr. G.J.A.R. Meilleur for a posting in Senegal and we have recruited Mr. F.W.H. Dawes for a future position overseas. The curriculum vitae for these persons are also enclosed and we would hope that they could be included in any arrangements for a training programme.

We hope the above proposals are acceptable to you and should appreciate your comments at your earliest convenience.

Yours sincerely,

Original Signed by

L. D. HUDON

L.D. Hudon,
Assistant Director General.

Wfch/mc

Encls.

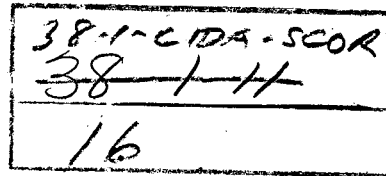
c.c. Mr. D.H.W. Kirkwood,
Economic Division,
Department of External Affairs.

MEMORANDUM

CLASSIFICATION

TO
A

Heads of Divisions



YOUR FILE No.
Votre dossier

OUR FILE No.
Notre dossier

FROM
De

A. B. Connelly,
Capital Assistance Division

DATE

August 22, 1967.

SUBJECT
Sujet

Senior Resident Engineers - Briefings

As you know, it is proposed to send area engineers abroad for attachment to our External Affairs posts in certain areas in the near future. The officers proposed for these postings are now in the Capital Assistance Division. Their proposed terms of reference are attached as Appendix "A".

The Director General has indicated that, in addition to satisfying the requirements of the Capital Assistance Division, he will look to these officers to represent him and the External Aid Office in the field. It is, therefore, imperative that they be thoroughly briefed on all External Aid Office policy and operations before they depart, in addition to being briefed by the other government departments and agencies interested in our aid programme.

To this end a suggested timetable for briefings within the External Aid Office is attached as Appendix "B". Your concurrence or comment on that portion affecting your division is requested not later than Friday, August 25, 1967.

It is suggested that these briefings cover, among other points which may occur to you:

(a) At the Director level -

- (i) The overall policy and objectives within which your division operates and its relationship to other divisions and agencies both within and without the EAO.
- (ii) The functions and organization of your division.
- (iii) What you would like in the way of information and assistance from the field.
- (iv) What support (e.g. Administrative) field representatives will be provided with by your division.

. . . 2

- 2 -

(b) At the Section level -

- (i) A review of current programmes and of problems which are current or have arisen in the past.
- (ii) A review of projects which are under consideration, but on which no commitment has yet been made.
- (iii) What assistance section heads feel they could be provided with from the field.

Attach.

A. B. Connelly
(A. B. Connelly),
Director,
Capital Assistance Division.

Duties and Responsibilities External Aid Office Senior Resident Engineers

Under the direction of the Director General, External
Aid Office, and through the Head of Mission:

- Establishing and maintaining liaison and good relations with government authorities in the countries receiving capital assistance;
- Investigating new projects requested by eligible recipient countries, determining their priority in the economic development programme of the country, their feasibility, proposed method and schedule of construction and the extent and form of assistance that may be required;
- Inspection of construction projects and monitoring progress of work, accompanying and providing information to Canadian contractors, consultants, engineers and surveyors entering the country to carry out investigations or construction of capital assistance projects;
- Ensuring that the terms of the project agreements which define the respective responsibilities of the two participating governments are fulfilled;
- Reporting on problems encountered, necessary changes in the schedule of supply of equipment and materials and personnel to meet the construction schedule;
- Performing other related duties as required.

weir
6-3549
Alain
6-7607

National
Dev.
Plans
Inventory
Resources
man
material
money!

Termination

Contract
in
agreement
fulfilled

EXTERNAL AID OFFICE

BRIEFING PROGRAMME

FOR FIELD REPRESENTATIVES

<u>DATE</u>	<u>TIME</u>	<u>SUBJECT</u>	<u>PROPOSED BRIEFER</u>
Wednesday 30 Aug.	1000	Policy and Planning Division	E.G. Drake
Thursday 31 Aug.	1000	Colombo Plan Section	R.W. McLaren L.J. Taylor
Friday 1 Sept.	1000 1130	Commonwealth Caribbean Section Latin American Section	R.W. Clark C.C. Pineau
Wednesday 6 Sept.	1000 11400	Commonwealth Africa Section Francophone Programme	N.E. Power H. Gaudefroy
Thursday 7 Sept.	1000	International Coordination Section	W.A. Kilfoyle
Tuesday 12 Sept.	1000 11400	Advisers Division Advisers Division	I.A. Hodson J.P. Fournier
Wednesday 13 Sept.	1000 11400	Technical Training Division Technical Training Division	C. Demers C. Demers
Thursday 14 Sept.	1000 11400	Education Division Education Division	H.J. Hodder A. Gascon
Friday 15 Sept.	1000 1130	Administration & Personnel Division Administration & Personnel Division	E. O. Landry E. O. Landry
		Field Staff Administration	M.E. Durham
Tuesday 19 Sept.	1000 11400	Finance Division Information Division	D.R. McLellan S.K. Westall
Wednesday 20 Sept.	1000 11400	Department of Finance Economic Adviser Participation of Private Sector	J.F. Parkinson A. Scoon
Thursday 21 Sept.	1000 11400	Voluntary Agencies CUSO	W. Burnett H. Christie
Sat. 25 to Fri. 29 Sept. 0930 - 1600 daily		Department of External Affairs	
Mon. 2 Oct. - Fri. 6 Oct.		IBRD IDA	
New York and Washington		Inter-American Development Association US Aid UN Agencies	
Monday 9 Oct. and Tuesday 10 Oct. 0930 - 1600 daily		Department of Trade and Commerce	
Wednesday 11 Oct.	0930 11400	Department of Defence Production Department of Agriculture	

- 2 -

<u>DATE</u>	<u>TIME</u>	<u>SUBJECT</u>	<u>PROPOSED BRIEFER</u>
Thursday 12 Oct.	0930	Department of Fisheries	
	1100	Department of Energy Mines & Resources, Surveys Branch	
Friday 13 Oct.	0930	Department of Energy Mines & Resources, Mines Branch	
	1100	Export Credits Insurance Corporation	
Monday 16 Oct.	All Day	Atomic Energy Corporation Ltd.	

1st Week

1. General Policy EAO
2. International Finance Agencies
3. Policy and Planning Division
4. Colombo Plan Section
5. Colombo Plan Section

- Deputy Director General
- Asst. Director General
- E. G. Drake
- R. W. McLaren
- L. J. Taylor

2nd Week

1. Commonwealth Caribbean Section
2. Latin America Section
3. Commonwealth Africa Section
4. Francophone Programme
5. International Coordination Section

- R. W. Clark
- C. C. Pineau
- N. E. Power
- H. Gaudefroy
- W. A. Kilfoyle

3rd Week

1. Advisers Division
2. Advisers Division
3. Technical Training Division
4. Technical Training Division
5. Education Division

- I. A. Hodson
- J. P. Fournier
- C. Demers
- C. Demers
- H. J. Hodder

4th Week

1. Education Division
2. Administration & Personnel Division
3. Administration & Personnel Division
Field Staff Administration
4. Finance Division
5. Information Division

- A. Gascon
- E. O. Landry
- M. E. Durham
- D. R. McLellan
- S. K. Westall

5th Week

1. Dept. of Finance - Economic Adviser - J. F. Parkinson
2. (Participation of the Private Sector
(Voluntary Agencies
Visit to C.U.S.O.
3. Dept. of External Affairs
 - a) Africa and Middle East Division
 - b) Commonwealth Division
 - c) Latin America Division
 - d) Far Eastern Division
4. Dept. of External Affairs
 - a) Information Division
 - i) External Policy Information Section
 - b) Consular Division
 - c) Protocol Division
 - d) Historical Division
 - i) Press Clipping Service
5. Dept. of External Affairs
 - a) Economic Division
 - i) Commercial Policy Section
 - ii) Aid & Financial Section
 - iii) Transport, Communication & Energy Section
 - b) Cultural Division
 - i) Cultural Programme Section
 - ii) Education Liaison Section

Photocopy of Original - As is

It has been suggested that "External Affairs"

should come first on the programme

- 2 -

6th Week

1. Dept. of Trade & Commerce -
 - a) Economics Branch
 - i) Resource Industry Division
 - ii) Grain Division
 - b) Trade Commissioner Service
2. Dept. of Trade & Commerce -
 - a) Manufacturing Industries and Engineering Branch
3. Dept. of Trade & Commerce -
 - a) Industrial Materials Branch
 - b) Agriculture and Fisheries Branch
4. Dept. of Defence Production -
 - a) International Programmes Branch
 - i) External Aid Division
5. Dept. of Agriculture -
 - a) Research Branch
 - b) Economics Branch
 - c) Production & Marketing Branch
 - d) Agricultural Products Board
 - e) Water Development Service

7th Week

1. Dept. of Fisheries -
 - a) Research & Development Branch
2. Dept. of Energy Mines & Resources -
 - a) Surveys Branch
3. Dept. of Energy Mines & Resources -
 - a) Mines Branch
4. Atomic Energy Corporation Ltd. -
5. Export Credits Insurance Corporation -

8th Week

1. International Bank for Reconstruction & Development -
2. International Development Association -
3. Inter-American Development Bank -
4. U.S. A.I.D. -
5. -

9th Week

- Review with Capital Assistance Division -

Photocopy of Original - As is

000298

MESSAGE

Document disclosed under the Access to Information Act -
Document divulgué en vertu de la Loi sur l'accès à l'information

FM/DE

EXT OTT

DATE	FILE/DISTR FILE	SECURITY
SEPT 11/67	38-1-16	SECURITE
	16	CONF
	PO-4939	PRECEDENCE
		PRIORITY

RAWALPINDI

TO/A

INFO

Please return to 38-1-16/16
after signature and approval

38-1-16
H
KIDS

SIX

SIX/SIX

POSTING OF EXTERNAL AID PERSONNEL ABROAD

IT HAS NOW BEEN AGREED IN PRINCIPLE THAT A NUMBER OF OFFICERS FROM THE EXTERNAL AID OFFICE WHO ARE EXPERTS IN ENGINEERING OR RELATED FIELDS WILL BE POSTED ABROAD IN THE NEAR FUTURE TO ASSIST WITH THE ^{administration} ~~operation~~ OF CAPITAL PROJECTS. WHILE SPECIFIC TERMS OF REFERENCE ARE AT PRESENT BEING WORKED OUT IT IS INTENDED THAT THESE OFFICERS WILL ^{operate} ~~assist in the~~ ADMINISTRATION OF THESE PROGRAMMES ^{as} ~~as~~ MEMBERS OF THE MISSION. WE UNDERSTAND THAT EAO HAS RECOMMENDED TO TREASURY BOARD THAT THESE OFFICERS BE BROUGHT UNDER THE FOREIGN SERVICE REGULATIONS. IT IS PROPOSED THAT THEY HAVE THE DESIGNATION OF ATTACHE (EXTERNAL AID). THEY WILL ALSO HAVE SOME AREA RESPONSIBILITIES.

2. ONE OF THE FIRST ASSIGNMENTS WILL BE TO YOUR POST. OFFICER SELECTED IS E. H. WEBB. TENTATIVE PLANS HAVE HIM SCHEDULED TO TAKE UP HIS APPOINTMENT NEXT FEBRUARY. MARRIED WITHOUT CHILDREN. FURTHER BIOGRAPHICAL NOTES FOLLOW BY LETTER.

3. SINCE THE ADDITION OF AN OFFICER MAY PRESENT SOME ADMINISTRATIVE PROBLEMS FOR A POST AS IT WILL INVOLVE THE PROVISION OF OFFICE

DISTRIBUTION

LOCAL/LOCAL NO STANDARD

C.C.ADMN.SERV.DIV. AS CO-ORDINATING DIV.

SUPPLIES & PROPERTIES DIV., EXTERNAL AID OFFICE (MR. LANDREY)

BY	DIVISION	TELEPHONE	APPROVED/AUTORISE
OLIVE HOBBS			
SIG	PERS OPS	2-9375	SIG J. M. COOK

EXT 18/01L (RTV 8/04)
(COMMUNICATIONS DIV)

000299

- 2 -

SPACE IN THE CHANCERY, LIVING ACCOMMODATION AND THE NEED FOR SUPPORT
STAFF IN THE FORM OF STENOGRAPHIC ASSISTANCE, WE WOULD BE GRATEFUL
FOR YOUR COMMENTS SOONEST ON THIS APPOINTMENT AND THE IMPLICATIONS IT
WILL HAVE FOR YOUR POST.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

file

MEMORANDUM

TO Mr. Tait
A
FROM De V.C. Moore
REFERENCE
Référence
SUBJECT
Sujet Departmental Briefing for Extaid Personnel
Abroad

SECURITY UNCLASSIFIED
Sécurité

DATE September 13, 1967.

NUMBER
Numéro

FILE	38-1-CIDA-500R	DOSSIER
OTTAWA	38-1-11	
MISSION	10	

ENCLOSURES
Annexes

DISTRIBUTION

Mr. Small

Personnel Operations Division (Marcel Caron, Training Section) have asked if we could help out with a briefing for three engineers being sent abroad by Extaid - to Pakistan, India and the Caribbean (with Latin American duties also). A fourth engineer for French-speaking Africa has not yet been named. With Bruce Williams' approval, a training programme of three to four days involving the Minister's and Prime Minister's offices, U.N. Division, and the universities as well as Economic Division is being arranged. What is suggested for this Division is a session at 10:00 a.m. on September 27 for about two hours (or until lunch time).

2. I told Mr. Caron (996-1086) that I thought this timing might be satisfactory. You might get in touch with him and make the necessary arrangements.

V.C. Moore
V.C. Moore

Sept 25
3:30
R.508
in
Cpland
Bldg.
E. Application
paid in
Q/N
cont.

c.c. Commonwealth Div.
Economic Div.
Admin. Services Div.
Supplies & Properties Div.

Document disclosed under the Access to Information Act -
Document divulgué en vertu de la Loi sur l'accès à l'information

38-11-11
38-1-CRA-SEO
16
ADS
Small
file
H.

CONFIDENTIAL

OTTAWA, September 26, 1967

Dear Mr. Hudon:

I refer to Mr. B. M. Williams' letter of September 6, 1967 concerning the proposed assignment of three External Aid field representatives to our Missions in India, Pakistan, and Trinidad to assist with the supervision of capital projects. The three Posts have been apprised of the particulars of these assignments, and have been asked to comment with respect to the accommodation situation and other aspects of the postings.

A reply has now been received from our Embassy at Rawalpindi and a copy of their telegram is forwarded herewith for your perusal. We would welcome your comments on the various points raised therein. Copies of the replies from New Delhi and Port-of-Spain will be referred to your office immediately they are received.

With regard to the matter of diplomatic status, we are pleased to concur in the designation of Attaché (External Aid) for your officers, and to list them with precedence in accordance with this Department's policy and procedure.

Yours sincerely,

Under-Secretary of State
for External Affairs

Mr. L. D. Hudon,
Assistant Director-General,
External Aid Office,
Fuller Building,
75 Albert Street,
OTTAWA

Copy sent
- Economic
- Admin Service
SIP

3-6-7-2	
23	23

38-1-11
PO H
ADS

FM RPNDI SEP20/67 CONFD
TO EXTER 980 PRIORITY
INFO TT TANDC OTT EXTAID DE OTT
REF YOURTEL P04939 SEP19
POSTING OF EXTAID PERSONNEL ABROAD

TO: Miss Hobbs FROM REGISTRY SEP 20 1967 FILE CHARGED OUT TO:	P O
---------------------------------------------------------------------------	--------

I WELCOME POSTING OF WEBB AS ENGINEER TO HELP ENSURE THE SUCCESS OF OUR CAPITAL PROJECTS HERE, WHICH SHOULD BECOME MORE IMPORTANT IF OUR AID TO PAK GROWS WITH INCREASE OF OUR FOREIGN AID TO ONE PERCENT OF GNP. WITH WEBB TROUBLESHOOTING OUTRIDER FOR OUR PROJECTS HERE, AND PROBABLY ELSEWHERE, I SEE MERIT IN THE MAINTENANCE FOR INTER-GOVTL NEGOTIATION OF THIS MISSIONS ORGANIZATION FOR AID ADMIN AS NOW SET UP AND WELL KNOWN TO EXTAID. IF I CAN HAVE ASSURANCE ON THIS POINT, I SEE NO RPT NO DIFFICULTY IN THE WAY OF WEBB FITTING INTO OUR ORGANIZATION.

2. RE OFFICE SPACE, THIS SHOULD PRESENT NO RPT NO PROBLEM IF WEBB LOCATED IN ISLAMABAD-RPNDI. PLEASE CONSULT GOODING OF SANDP DIV WHO HAS JUST COMPLETED PROPERTY SURVEY HERE. HOWEVER AN ARGUMENT COULD BE MADE FOR WEBB TO BE BASED IN DACCA IN LIGHT OF OUR EXTENSIVE CLMBO PLAN COMMITMENTS THERE AND ITS PROXIMITY TO THAILAND AND MALAYSIA SHOULD THESE FALL WITHIN HIS AREA RESPONSIBILITIES. WEBB COULD BE FULLY INTEGRATED MISSION MEMBER AND LIVE IN DACCA IN LIGHT OF OUR EXPERIENCE IN OPERATING KRCHI OFFICE FROM HERE. KRCHI AND DACCA ARE ABOUT THE SAME DISTANCE FROM RPNDI.

...2

BEST COPY AVAILABLE

PAGE TWO 980 CONF

3. RE LIVING ACCOMMODATION, THIS ALSO SHOULD PRESENT NO RPT NO INSUPERABLE PROBLEMS IN ISLAMABAD BUT I SUGGEST OUR DEPT BEST EQUIPPED THROUGH EXPERIENCE TO HANDLE ITS ADMIN. THIS OPINION REINFORCED BY HOUSING DIFFICULTIES OF OUR IMMIG ATTACHE.

HERE AGAIN, PLEASE CONSULT GOODING.

4. RE STENO ASSISTANCE, YOU ARE AWARE WE EXPECT ADDITIONAL OFFICER NEXT MONTH AND THAT OUR CDN BASED STENO ESTABLISHMENT IS FULL ONLY BECAUSE ONE GIRL HAS CHARITABLY EXTENDED HER TOUR HERE UNTIL NOV. WE HAVE HEARD OF NO RPT NO REPLACEMENT. WE HAVE ONE LOCAL STENO ON EXTER SIDE OCCUPIED TO HER CAPACITY. LIKEWISE OUR TANDC AND IMMIG LOCAL STENOS. QUESTION WOULD SEEM, WHETHER WEBB COULD HIRE A COMPETENT STENO LOCALLY. HE COULD HIRE ONE OF SOME COMPETENCE.

5. WHERE WILL WEBB BE ON OUR DIPLO LIST?

Photocopy of Original - As is

BEST COPY AVAILABLE

000304

38-1-11
16

ADS

FM RPNDI OCT3/67 CONF

TO EXTER 1016

INFO TT TANDC OTT DE OTT

EXTAID OTT DE OTT

REF OURTEL980 SEP20

POSTING OF EXTAID PERSONNEL ABROAD

PAKS, WHO ARE COMPILING NEW DIPLO LIST, HAVE REQUESTED ALL MISSIONS TO SUBMIT THEIR UP-TO-DATE LISTS THIS WEEK. IF WEBB TO BE STATIONED HERE NEAR FUTURE, IT WOULD BE HELPFUL FOR HIM TO APPEAR ON NEXT LIST. THEREFORE, PLEASE GIVE US EARLY REPLY TO PARA5 OUR REFTEL.

2. WHEN MAY WE EXPECT LET CARRYING WEBBS BIOGRAPHICAL DETAILS?

~~Original~~ copy of this
tel has been sent to
Personnel Ops (Miss Olive
Hobbs)

for reply. Letter with
Hobbs being details has
already been sent to
Rawalpindi. In accordance
with present policy & procedure
regarding listing of attaches
Hobbs will appear separately
at bottom of mission list,
according to Personnel Ops.

ADS

MESSAGE

Document disclosed under the Access to Information Act -
Document divulgué en vertu de la Loi sur l'accès à l'information

38-7-11

DATE	FILE/DOSSIER	SECURITY SECURITE
OCT 5/67	3-6-7-2; 22-12-1-1	CONF

FM/DE EXTERNAL

TO/A RAWALPINDI

INFO

NO
PO-5207
PRECEDENCE
PRIORITY

FL
ADS

REF YOURTEL 1016 OCT 3
SUB/SUB POSTING OF EXTAID PERSONNEL ABROAD

WEBB TENTATIVELY SCHEDULED TO ARRIVE FEB 68.

2. DESIGNATION PANEL LAST YEAR RULED THAT REVIEW BE MADE OF GENERAL PRINCIPLES GOVERNING GRANTING OF DPL STATUS TO REPS OF OTHER CDN GOVT DEPTS AT POSTS ABROAD. PENDING COMPLETION OF REVIEW, PANEL AGREED AS INTERIM MEASURE THAT NEWLY APPOINTED ATTACHES OTHER THAN SENIYCE ATTACHES BE LISTED AT BOTTOM OF DEL LIST IN ORDER OF ARRIVAL AT POST. WEBB SHOULD THEREFORE BE LISTED AS ATTACHE (EXTAID) AT BOTTOM OF YOUR LIST.

3. BIOGRAPHICAL DETAILS FORWARDED WITH OURLET PO-5069 SEP 22.

DISTRIBUTION NO STANDARD
LOCAL/LOCALE

cc. ECONOMIC DIVISION (MR. SMALL)
COMMONWEALTH DIVISION

PASSPORT DIVISION

ORIGINATOR/REDACTEUR

DIVISION

TELEPHONE

APPROVED/AUTORISE

SIG R. Vezina/KE

Personnel Operations

2-1021

SIG D. W. COOK

PAGE TWO 2405 CONFD

SOLUTION CAN BE FOUND. YOU SHOULD THEREFORE BE PREPARED FOR EVENTUAL SUBMISSION OF ESTIMATES FOR RENOVATIONS.

3. THERE IS NO RPT NO CDN STENO AVAILABLE AT THE ANNEX FOR USE OF INFO OR TECHNICAL ASSISTANCE SECTIONS. ABSENCE OF STENO HAS BEEN SORELY FELT AND ADDITION OF BLAINE WILL MAKE IT ABSOLUTELY ESSENTIAL TO HAVE ANOTHER STENO. ASIDE FROM FULL-TIME STENOS FOR HIGHCOM AND CONSULAR SECTION, WE HAVE ONLY TWO OTT-BASED STENOS FOR COUNSELLOR, THREE FIRST SECS, ONE SECOND SEC, AND TWO THIRD SECS. COMMERCIAL COUNSELLOR AND COMMERCIAL THIRD SEC SHARE ONLY CDN STENO IN ANNEX.

4. IF BLAINE IS TO BE INTEGRATED MEMBER OF MISSION WE ASSUME MISSION TRAVEL BUDGET WILL BE INCREASED IN FY68-69. WITH PROBABLE INCREASED FLOW OF CONFD REPORTS ON CAPITAL PROJECTS IT WOULD SEEM ADVISABLE TO SET UP SUB-REGISTRY IN ANNEX SUITABLE FOR DOCUS UP TO CONFD. THIS NEED NOT RPT NOT REQUIRE A SUBSTANTIAL RE-INFORCEMENT OF PREMISES EVEN THOUGH BUILDING IS NOT RPT NOT COVERED BY GUARDS DURING QUIET HOURS.

5. LIVING ACCOMMODATION SHOULD BE NO RPT NO PROBLEM. BLAINE WILL PROBABLY BE BEST ADVISED TO SEARCH FOR SUITABLE FLAT OR HOUSE WHEN HE ARRIVES. FURNISHED FLATS ARE NOT RPT NOT AVAILABLE AND THEREFORE EITHER HE SHOULD BRING HIS FURNITURE OR YOU SHOULD RAISE NECESSARY AUTHORITY FOR FURNISHING SCHEME. WE ADVISE LATTER.

38-1-CIDA-5008
38-1-11
16

38-1-11
H
ADS

ACTION COPY

3-6-7-2
23 23

cc: 3-P03

g-3

TO: Mrs. Hobbs
FROM: REGISTRY
OCT 11 1967
FILE CHARGED OUT
TO:

P
O

FM PSPAN OCT10/67 CONF D
TO EXTER 807 PRIORITY
INFO EXTAID(LA DRY) DE OTT
REF YOURTEL P0454 SEP19

POSTING OF EXTAID PERSONNEL ABROAD

I WELCOME MOFFORD ASSIGNMENT, ADMIN IMPLICATIONS OF WHICH ARE (A)
IT WILL BE NECESSARY ASSIGN THIRD CDN STENO TO BRING US UP TO
ESTABLISHMENT (B) ADDITION OF ANOTHER DRAFTING OFFICER WILL
PLACE FURTHER STRAIN ON REGISTRY AND WILL MAKE EVEN MORE URGENT
OUR NEED FOR EXPERIENCED REGISTRY CLERK (C) ALTHOUGH CHANCERY
SPACE NOW EXTREMELY TIGHT AN OFFICE OUTSIDE SECURE AREA WILL BE
AVAILABLE FOR MOFFORD (D) OUR FUNDS FOR LOCAL TRAVEL WILL NEED
SUPPLEMENTING BY AN AMOUNT SUFFICIENT TO COVER HIS ESTIMATED EXPENSES
IN CONNECTION WITH AREA RESPONSIBILITIES (E) ALTHOUGH REFTL
STATES WIFE AND SON ACCOMPANYING MOFFORD INDICATED TO ME IN OTT
THAT UNLIKELY THEY WOULD BE WITH HIM INITIALLY. IT SHOULD BE
BORNE IN MIND LOCAL EDUCATION FACILITIES NOT RPT NOT LIKELY TO BE
ADEQUATE FOR TEEN-AGE SON.

2. ASSUME YOU WILL FORWARD TERMS OF REF WHEN COMPLETED. I MAY
HAVE FURTHER COMMENTS AT THAT STAGE ON HIS DUTIES AS INTEGRATED
MEMBER OF MISSION

MCKINNEY

EXTERNAL AID OFFICE

OTTAWA 4



BUREAU DE L'AIDE EXTÉRIEURE

OTTAWA 4

CONFIDENTIAL

October 10, 1967.
(Dictated October 6, 1967)

Mr. D.H.W. Kirkwood,
Department of External Affairs,
Economic Division,
Room 334A,
Langevin Block,
Ottawa 4, Ontario.

File
DK

38-1-CIDA-SCOR
38-1-11
16 ↑

Dear David:

Attached is a revised version of the paper on EAO Field Representation.

As you know, I will be out of Ottawa most of next week. I would like to meet with you early the following week, possible on Monday, Oct. 16 or Tuesday, Oct. 17, to discuss the paper and hopefully finalize it. If either one of these dates is convenient to you, would you please let Mrs. Lalonde, my secretary know. (6-2033)

Yours sincerely,

L. Denis Hudon per v.h.

L. Denis Hudon,
Assistant Director General.

Att.

*with Messrs. Hudon & McWhinney
Discussed and a number
of amendments agreed
16/10 DK*

CONFIDENTIAL

E.A.O. FIELD REPRESENTATION

Introduction

In their exchange of letters dated May 15 and May 20, 1967, the Director-General of the External Aid Office and the Under-Secretary of State for External Affairs agreed to appoint a task force to examine a number of questions of interest to both their organizations and in particular the question of posting EAO personnel to Canadian missions abroad. The posting of such personnel has been accepted in principle. There is no need to relate here the reasons for doing so except in the briefest terms. Against the background of a programme growing rapidly in size and complexity, they are that a significant number of EAO officers must gain direct knowledge and experience of the development policies, programmes and problems of the countries; that advice received by EAO from missions abroad must, to an increasing extent, be based on expert knowledge of development questions and aid administration; and that field administration requires not only a large number of people, but also people with specialized skills, e.g., in engineering.

Relations with Missions and with EAO

EAO officers assigned to a mission overseas would be fully integrated into that mission and as such would be responsible to the Head of Mission either directly or through an officer designated by the Head of Mission as may be appropriate. Correspondence to and from the post would be carried out in accordance with the procedures set out in Circular Document Admin. 14/64. The relationship between the EAO officers serving abroad and the Director-General of the External Aid Office would thus be a purely functional one similar to the one which already exists.

The officers would usually be posted abroad for a period of two to three years and upon termination of their posting would be expected to return to positions in the External Aid Office. Officers could look forward to one or more postings abroad as part of their normal career development within the External Aid Office.

. . . 2

Deployment of Overseas Personnel

The deployment of EAO personnel abroad as part of our diplomatic missions should be the object of close and regular consultation between the Department of External Affairs and the External Aid Office in association with the Department of Trade and Commerce. Meetings should be held at least once a year preferably before the submission of the programme review to the Treasury Board. The primary purpose of the meetings would be to review the needs of the external aid programme in terms of personnel abroad and ^{to} decide how they should be met.

Initially at least, it is expected that the need will be for officers who will devote their full time to aid matters and who would not be expected in the normal course of events to perform other duties. Depending on their seniority and their particular functions, such officers might report to the heads of missions on aid matters either directly or through another officer and may or may not have other officers in the missions to which they are assigned under their supervision. In some cases, the requirement might be for one-man-year split between one more junior officer and another more senior officer. In such cases, the officers concerned might be assigned other duties if they are suitably qualified.

All the possible combinations and formulations cannot be anticipated. In essence, what is required is that the interested departments and in particular the Department of External Affairs and the External Aid Office should consult regularly in order to:

1. establish the need for personnel abroad to service the external aid programme;
2. determine the number and type of personnel required to meet the need;
3. reach agreement on how the need is to be met (through EAO, External Affairs, Trade and Commerce); and
4. agree on the particular officers who are to be posted abroad
~~in order to meet the Heads to which they are assigned under their supervision with respect to aid.~~

Responsibilities and Duties

The responsibilities and duties (terms of reference) of EAO officers assigned abroad will vary according to a number of factors among which can be mentioned the size of the mission, the type and size of aid programme, the seniority of the officers concerned, and their particular training and skills. The following description of responsibilities and duties is a general one. Seen from a certain point of view, it is a description of the functions which a mission might be expected to fulfill in the aid field. Each EAO Officer sent abroad would be assigned certain of these functions and carry them out under the head of mission or such person or persons ^{as} he may designate. It should be noted that ^{the} in description given below no allowance is made for differences in rank and skills. Thus, it should be obvious that a junior officer concerned primarily with administrative matters will be in quite a different position than a more senior officer in tendering advice to the head of mission; in negotiating with the government to which he is accredited; etc.).

The responsibilities and duties of EAO ^{officer} (and officers from other Departments having responsibilities for aid matters) serving abroad would be as follows:

General

1. To work closely with the Head of Mission and his staff, to keep them fully informed of all aid and related matters, and to prepare for the Head of Mission recommendations on such matters.
2. To ~~raise~~ ^{maintain liaison} as appropriate on aid matters with Government Departments and Agencies of the countries to which they are accredited, to explain Canadian aid policy to them, and to assist them in the formulation of requests for assistance.
3. To ^{maintain} ~~liaison~~ with the representatives of other aid agencies, to take advantage of the information and advice ^{which these agencies may be able to provide} ~~available to them~~ and to ensure that Canadian aid is co-ordinated with their efforts.

4. To assist, in close co-ordination with the Director of Information of EAO and the officers in the Missions responsible for information, in the development of appropriate information programmes in the host country.
5. To attend, as appropriate, meetings on aid and related matters.
6. To perform such ^{other} duties as may be requested by the Head of Mission. ^{additional}

Planning - General

7. To familiarize themselves fully with and report periodically on the current and future prospects of the economies of the countries to which they are assigned as well as their development plans and policies, in order to provide the essential background against which plans for Canadian aid to these countries can be formulated.
8. On the basis of (7) above, to assist in identifying and to study in depth those sectors of the economy in which Canadian aid might best be concentrated and the policies affecting them, and thus assist in the formulation of long-term Canadian aid programmes ~~to each of the countries concerned~~ taking into account our objective of integrating as much as possible the various components of our aid programme and our desire to build on what we have already done.
9. To identify within each priority sector those projects most suitable for financing under Canada's aid programme.

Project Planning

10. To assist in providing EAO with all the necessary information required to decide whether to proceed with a capital project for which assistance has been requested including its economic, priority, its feasibility, its economic, financial and technical soundness, the proposed method of implementation and timing, and the extent and form of assistance required.

to provide ^{EAO} with complete job descriptions, terms of reference, briefing material; and to advise EAO on what additional information may be required and how it may be acquired.

11. To assist in the provision of similar information with respect to commodity and non-project non-commodity aid programmes.
12. To assist in the provision of similar information with respect to technical assistance programmes and projects taking into account the facilities already available in the host country.
13. To consult and to the extent necessary assist local officials in completing requests for assistance, to ensure that all ^{relevant} ~~available~~ information is made available and to ensure that the local authorities are taking or will take all measures required for the efficient and effective implementation of the project.
14. To assist in the negotiation of project~~s~~ and other aid agreements.
15. To submit to or through the Head of Mission recommendations on programmes and projects to be financed under the Canadian aid programme.

Project Implementation and Evaluation

16. To ensure that the terms of ~~the umbrella~~ project and technical assistance agreements are fulfilled.
17. To inspect the construction of projects, to monitor the progress of work, and to report and otherwise take such action as may be required to overcome difficulties and delays in the execution of projects, including, as appropriate, representation to the host government.
18. To evaluate ongoing projects on a regular basis with a view to making recommendations about any extensions of contracts, expansion, ~~extension~~ or possible termination of projects, or any other adjustments to the projects; And, in consultation

with the Head of Mission, to ~~also~~ assess terminated Canadian projects.

19. To accompany, provide information to and assist in other ways Canadian contractors, consultants, engineers and surveyors entering the country to carry out the investigations or construction of capital projects;
20. To assist with the briefing of advisers, teachers, and professors on arrival, and trainees on departure; to assist all Canadian aid personnel with the initial problems of adjustment to their assignment;
21. To maintain continual contact with Canadian personnel attached to Capital and Technical Assistance projects in order to assist with their adjustment to their host country and to their assignment and to assist with any personal or professional problems which might arise.
22. With respect to requests for training, to recommend training programmes and candidates. In this connection, to ^{maintain} ~~liaison~~ with the local authorities responsible for the assessment of candidates for training, in order to evaluate procedures as well as proposed programmes for training. To assist with or be responsible for interviewing candidates for training in Canada and also for training in the host country or in third countries (where applicable).

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

HL
ADS

TO
À
Administrative Services Division

FROM
De
Personnel Operations Division

REFERENCE
Référence

SUBJECT
Sujet
Posting of External Aid Personnel Abroad

SECURITY
Sécurité
CONFIDENTIAL

DATE
October 20, 1967

NUMBER
Numéro

FILE	38-1-CIDA-SCOR	DOSSIER
OTTAWA	38-1-11	
MISSION	16	

ENCLOSURES
Annexes

DISTRIBUTION

Supplies and
Properties Div.

Economic Div.

Commonwealth Div.

Finance Div.

Financial
Management Adv.

External Aid Off.

Miss Walsh
Pers. Ops. Div.

In an exchange of correspondence between the Under-Secretary and the Director General of the External Aid Office earlier this year it was agreed in principle that a number of External Aid field representatives who are experts in engineering or related areas will be posted abroad to assist with the administration of capital projects. It was decided that the first three assignments will be to Rawalpindi, New Delhi, and Port-of-Spain, and that the appointments will be effective in January and February 1968.

2. As it is customary in the case of assignments of this nature, this Division notified the three posts referred to of the impending postings, and confirmed that the appointees will have the diplomatic status of Attaché (External Aid). At the same time, the posts were invited to comment on the implications involved in providing office and living accommodation, and other administrative support services. Copies of our telegrams in this regard, together with the replies from the three posts are attached.

3. It will be noted that a number of points raised by the posts remain unanswered; furthermore, Supplies and Properties Division, in two recent memoranda, have made pertinent points with respect to the financial implications of the expansion of External Aid administration, and have suggested several guidelines which could be applied to a division of responsibilities between the Department and the External Aid Office. Your Division was included in the original distribution of these memoranda, and copies are attached hereto for ease of reference.

4. It is apparent that this expansion of External Aid administration and its application to the operation of our posts in the countries concerned has now reached the stage where one authority should assume responsibility for the overall co-ordination of the various features involved. I would be grateful therefore, if you as the co-ordinating Division, would take the initiative in this respect, and the

.../2

Admin. Serv. Div.

- 2 -

CONFIDENTIAL

October 20, 1967

attached correspondence is referred for further action as may be deemed appropriate. You may wish to convene a meeting of the interested Divisions, with representatives of the External Aid Office in attendance, in order to examine and resolve the questions still outstanding concerning the forthcoming posting of three External Aid field representatives in particular, and the expansion of the External Aid administrative programme in general. We should be grateful of course, if representatives of this Division could be included in any proposed discussions on these matters.

ANDRÉ LAPOINTE

Personnel Operations Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
A Economic Division
(Mr. Kirkwood)

FROM
De Freeman M. Tovell - Personnel Services Division

REFERENCE
Référence

SUBJECT
Sujet Assignment of External Aid Office personnel abroad

SECURITY CONFIDENTIAL
Sécurité

DATE November 2, 1967

NUMBER
Numéro

FILE 38-1-CIPA-SCAR	DOSSIER
OTTAWA 38-1-11	
MISSION 16	

ENCLOSURES
Annexes

DISTRIBUTION

Thank you for sending me a copy of the paper which represents the understanding reached to date regarding the terms and conditions of assignment of External Aid Office personnel posted abroad.

2. As you are aware, this was one of the matters which came up during my recent visit to Dar es-Salaam, Nairobi, Lagos and Accra. Most of the points made to me are covered in the paper. There are, however, a few which are not and which I list below. It may well be that these points had been considered for inclusion and that you had decided against them. Nevertheless, I feel they are worth recording as they were points made to me as ones likely to create difficulties if not settled in advance. These points are:

(1) The reporting channel to be followed by EAO representative:

Does he correspond directly with the External Aid Office or over the signature of the Head of Post? Circular Document Admin. 14/64 is silent on this point.

(2) Responsibility for volunteers (CUSO, Red Cross, Missionaries etc):

Presumably these will continue to be an External Affairs responsibility at posts abroad and that the EAO representative need not be concerned with them.

(3) Housekeeping for EAO-sponsored personnel:

As you know, this can be perhaps the most time-consuming aspect of Aid administration overseas. Here too presumably the responsibility would continue to be ours.

(4) Consultation with Missions on the choice of the EAO representative and his terms of reference:

All four Missions I visited hoped that there would be such consultation, particularly on the choice of persons, as there is for T & C, DND etc., personnel. The terms of reference are perhaps another matter and might be difficult to negotiate in each case; nevertheless I mention it as all Missions felt a keen desire to have the respective roles of the two organizations in the field clearly delineated and understood by those primarily concerned.

(Freeman M. Tovell)

Mr. Small ADS

*I think this has been
overseen by
events and can now go to file*

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

Commonwealth Division
Reference Liaison (1) Division
Reference Liaison (2) Division

Personnel Operations Division

TO
À

FROM
De

REFERENCE
Référence

SUBJECT
Sujet

Posting of External Aid Personnel Abroad

*Personally I am not unduly
impressed
by Mr. McGaughey's point - the
other assignments in a long career are excellent qualification for*

As you know, the first three assignments of External Aid field representatives who are experts in engineering or related areas will be to Newalpindi, New Delhi and Port-of-Spain, and the appointments will be effective in January and February 1968. Biographical notes for the three gentlemen concerned are attached. The three posts were informed of the proposed postings and asked for their comments.

2. In a personal letter to me dated October 18, 1967 the High Commissioner in Newalpindi has made some observations concerning the posting of Mr. E. R. Webb; an excerpt from his letter in this regard follows:

"Since sending telegram 983 I have received Mr. Webb's biography. This reveals him as a former brigadier, conversant with the Russian language and experienced in intelligence as a former Canadian Military Attaché in Moscow.

The Pakistanis are a suspicious people and, as U.L. (1) at least should be aware, impose pretty rigorous controls on the activities and travel of foreign military attachés in this country. If Webb's duties are what I think they will be, they will require him to travel quite a bit in outlying areas. I fear the Paks may consider him a rose by another name, all to no useful purpose."

".... I have been assuming that those in Ottawa concerned with the posting have satisfied themselves that they have taken everything into account, including his military background. Of late though, I've begun to wonder about such satisfaction and, while I still would prefer not to raise the matter in an official letter, I would very much welcome your assurance in this regard."

*the job, and
I would doubt
whether the
Paks would really
be upset - especially
with a general as
president.
DK*

*Jaeger
ADS*

November 3, 1967

SECURITY
Sécurité

DATE

NUMBER
Numéro

38-1-H

FILE	<i>38-1-CIDA-SCOR</i>	DOSSIER
OTTAWA	<i>38-1-H</i>	
MISSION	<i>16</i>	

ENCLOSURES
Annexes

3

DISTRIBUTION

Economic Div.

Commonwealth Div.
D.L. (1) Division
D.L. (2) Division

- 2 -

PERSONNEL INFORMATION
CONFIDENTIAL
November 3, 1967

3. We should be grateful for your comments with respect to the High Commissioner's observations. At the same time, any comment you may wish to make concerning the proposed appointments of Mr. Mofford and Mr. Blaine would be appreciated.

J. M. COOK

Personnel Operations Division.

BEST COPY AVAILABLE

000321

ENGINEERS FOR POSTING TO MISSIONS ABROAD

INDIA - New Delhi

D.H. Haine (Air Commodore RCAP, retired)

Age - 56

Married (no children will accompany this officer)

Education - BSc 1932, Queen's University (Civil
Engineering) 1934,
National War College, U.S.A. 1949

Mr. Haine served with the RCAP from his graduation from BSc, being concerned with the Commonwealth Air Training Plan as an instructor, as a senior Air Staff Officer at various stations in Canada and on the staff of AFHQ.

At the end of the war, he commanded a wing of an RAF group engaged in the evaluation of captured German equipment. Following this, he had various appointments at AFHQ, including Plans and Requirements, Deputy Air Member, Technical Services and Air Material Command. In the final three years before retirement, he was a member of the Joint Staff, London, England.

Following retirement, he spent a year as Assistant to the Chairman of the Air Industries Association and then for two years he was the Ottawa representative of Canadian Aviation Electronics Limited, during which appointment he accompanied the Trade Mission to Japan and the Far East sponsored by the Department of Trade and Commerce.

BEST COPY AVAILABLE

000322

PAKISTAN - Rawalpindi

E.L. Webb (Brigadier, Canadian Army, retired)

Age - 54

Married - no children

Education - BSc 1936, B.S.Sc. Civil Engineering,
University of Toronto 1938
Canadian Army Staff College 1950
NATO Defence College 1958
U.S. Army Language School 1959
National Defence College 1962

Before World War II, he spent two years in the design and construction of buildings.

In World War II, he served with the Royal Canadian Engineers rising to the rank of Lieutenant Colonel, being decorated with D.S.O.

Following the war, he was at Army Works Service until 1950, first as Command Engineer and then Deputy Director of Works and Accommodation. From 1950-52 he was Deputy Director of Military Operations and Plans where he worked with a Permanent Joint Board on defence. From 1952-54 he was Director of Engineer Development and then became Chief Engineer at Army Headquarters.

After attending a language school for an intensive course in the Russian language, he was from 1959-61 Military Attaché, Moscow.

After a course at the National Defence College, he was appointed Commander and Chief Engineer, Northwest Highway System. He then returned to Army Headquarters as Deputy Quartermaster-General, Works and Quartering until he was made Vice-Quartermaster-General. Following this, he became Chief of the Land Logistic Group and Deputy Chief of Staff for Administration and Technical Services, Material Command.

Since May 1967, he has been in the External Aid Office concentrating on capital assistance to Pakistan and South-east Asia, exclusive of India and Ceylon.

ENGINEERS FOR POSTING TO MISSIONS ABROAD

CARIBBEAN - Trinidad (Bartados, Guyana, the Leeward and Windward Islands and British Honduras)

S.L. Mofford (Commander, Royal Canadian Navy, retired)

Age - 49

Married - (he expects to be accompanied by one teenage son)

Education - B.Sc. Civil Engineering, University of New Brunswick 1949

Before World War II, Mr. Mofford was a draftsman for the St. John Dry Dock and Ship Building Company.

During the war, he served as a navigator in the Royal Canadian Navy and immediately after the war was in Hydrographic Survey.

In 1949-51 he was Design Engineer, Atlantic Coast, Halifax, following which he moved to the West Coast as Base Development Officer and became Manager of Civil Engineering. In 1955 he came to Navy Headquarters as Deputy Director of Civil Engineering, followed by Chief Technical Officer, Reserves and Assistant Director General, Support Facilities. In 1963 he returned to the West Coast as Manager of Civil Engineering and in 1965 became Regional Engineer directing a high level technical staff of advisers to the Commander of the Region.

Mr. Mofford has an interest in the Caribbean since his father came from St. Vincent.

He has been in the External Aid Office since January 1967 and until June he was Area Programme Administrator for the Caribbean and Latin America in the Capital Assistance Division. He has been collaborating with the Area Programme Administrator since that time.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

38-1-CIDA-SCOR
38-1-H
PERSONNEL INFORMATION
CONFIDENTIAL

TO Personnel Operations Division
A Economic Division

SECURITY
Sécurité

DATE November 9, 1967.

FROM Commonwealth Division
De

NUMBER
Numéro

REFERENCE Personnel Operations Division Memorandum
Référence of November 3.

SUBJECT Posting of External Aid Personnel Abroad
Sujet

FILE	DOSSIER
OTTAWA 3-6-7-2	
20-1-2-India	
20-1-2-Pak	

ENCLOSURES
Annexes

DISTRIBUTION

Mr. Collins
Mr. Langley
D.L. (1)
D.L. (2)
A. & M. E.

We appreciate the opportunity to comment on the topic raised in the memorandum under reference. Our memorandum concerns, itself, first of all with India and Pakistan and later with the Caribbean.

We have serious reservations about the posting of Brigadier Webb to Pakistan which includes the reservations mentioned by the High Commissioner. We would hope that the post in New Delhi will be given an opportunity to comment on the proposed posting of Air Commodore Blaine to India.

Pakistan

The High Commissioner refers to Brigadier Webb's past with intelligence and as a Military Attache to Moscow. To disclose this past in Pakistan might well limit Webb's usefulness there as the High Commissioner states. To conceal it would be difficult, and possibly lead to embarrassment of the Post, as there would always be the possibility that the Soviet Embassy could bring this to the attention of the Pakistani authorities. Other diplomats in Rawalpindi may also have served in Moscow when Webb was there. We would find it hard to believe that the Pakistanis would accept Webb, so recently retired from senior military rank, as an innocent civilian who could travel without restriction in sensitive areas.

Brigadier Webb's job in Pakistan will be to persuade not to command. Does his background prepare him for this? He will have to deal with intermediate level officials and juniors, many of whom are westernized only in the sense they know English, and not very good English at that. How will these people react to him? Is Webb not too senior for the job? Under-employment can cause demoralization, and in a hard pressed, hardship post this does not help.

If Webb is only to do engineering supervision we think he will be under employed. Most capital aid problems are of an administrative nature. They involve personalities both local and Canadian, faulty recipient procedures and so forth. The technical problems are usually handled by Canadian consultants and contractors. The Post has to persuade the local authorities to make remedies; is Webb the man for this type of work?

In Pakistan it has been traditional for Trade and Commerce to send relatively senior personnel with the primary responsibility of handling Canadian capital aid at the desk level. It is not clear whether Trade and Commerce would feel bound to continue to do this if Webb's terms of reference are widened to include all capital aid at the desk level. Is it better in fact, for the administration of aid, to replace an experienced, senior Commercial Counsellor or First Secretary with a technical specialist. The Commercial Officer has wide administrative and negotiating experience, and can handle / Canadian industrial and commodity resources, and markets for the latter. He can therefore, give the Pakistanis useful advice. He can also follow-up aid with trade of advantage to both Canada and Pakistan.

There are other factors about this proposed appointment which are of concern to us. These include Webb's status in the diplomatic list. To place him high undercuts others. There is the Services Adviser of more junior rank to be considered. There is the administrative burden of his presence to the Mission. Everything will have to be done for him as is the case in hardship posts of this nature. Housing, repairs and maintenance, air-conditioners, payment of electricity bills and so forth. What will be done about stenographic help? Is the post expected to provide stenographic help for such classified work as will be required?

Most of all we are concerned about technical assistance. Every adviser causes much work. In volume it may exceed the capital aid side of the account. Is the Post to be left to handle this with no help from the EAO representative? It takes up most of the time of an officer of this Department, although little of the heavy work involved finds its reflection in correspondence with Ottawa. Is Brigadier Webb (or A/C Blaine, for that matter) to be spared these demanding tasks? If so the postings are not likely to appeal too strongly to the mission who now grapple with these thankless problems.

Lastly we are concerned about the special setting of the Webb family in Rawalpindi. Given their background, will they be able to foreswear the relatively sophisticated military environment of anglicized Pakistani officers and Services Attaches from a number of countries in favour of the less lofty, and certainly hum-drum.

/enquiries about

- 3 -

society of intermediate level and junior officialdom, some of whom are pretty casual in dress and manners?

India

Air Commodore Blaine's selection for New Delhi leaves us with similar misgivings and we would not wish it to be confirmed by the Department until the Canadian High Commissioner there has had an opportunity to comment about it. In India there is a wide gap between civil and military attitudes. Indians too, are very different in outlook to westerners. It is noted that Blaine has changed jobs twice since he left the Airforce, and that he held very senior commands while in it. His biography is rather sketchy. Has he too been linked with Intelligence matters at some time?

Caribbean

We do not have the same reservations regarding the appointment of Mr. Mofford to the Caribbean area, which we understand is already well advanced. His responsibilities to the High Commissioners in the area should, however, be clearly defined and understood on both sides. It is our belief that Mofford should have responsibilities for both capital and technical assistance.

D. W. MUNRO

Commonwealth Division.

ACTION COPY

TO: ?	P O
FROM REGISTRY	
NOV 15 1967	
FILE CHARGED OUT	
TO:	
38-1-C-74-5000	
38-1-11	
3-6-7-2	
23	23

A
PO
J4

ff
ARS

*This is mainly in Economic
Div's field. References were on
appointment & determin implications.
Pers. opal is not aware of letter referred
& in file.*
ON 6th.

FM RPNDI NOV14/67 RESTR
TO EXTER 1166
INFO EXTAID OTT DE OTT

REF YOURTELS P04939 SEP19 A4287 OCT10
POSTING OF EXTAID PERSONNEL ABROAD

UNDER COVER OF LET DATED NOV9 FROM ASST DIRECTOR(OPERATIONS)TANDC,
COMMERCIAL COUNSELLOR HERE HAS RECEIVED PAPER ENTITLED QUOTE DUTIES
AND RESPONSIBILITIES EXTAID OFFICE SENIOR RESIDENT ENGINEERS UNQUOTE.
DOES THIS PAPER COMPRISE WEBBS SPECIFIC TERMS OF REF MENTIONED
YOUR REFTELS? IF SO, WHAT DOES FOLLOWING MEAN? QUOTE UNDER THE DIRECTION
OF THE DIRGEN. EXTAID OFFICE, AND THROUGH THE HEAD OF MISSION:
ESTABLISHING AND MAINTAINING LIAISON AND GOOD RELATIONS WITH GOVT
AUTHORITIES IN THE COUNTRIES RECEIVING CAPITAL ASSISTANCE UNQUOTE.

DL(1)Div/A. Boyd/drd

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

38-1-11

MEMORANDUM

TO
A Personnel Operations Division

FROM
De DL(1) Division

REFERENCE
Référence Your memorandum of November 3, 1967

SUBJECT
Sujet Posting of External Aid Personnel Abroad

SECURITY
Sécurité CONFIDENTIAL

DATE November 14, 1967

NUMBER
Numéro

FILE	38-1-CIDA-5002	DOSSIER
OTTAWA	38-1-11	
MISSION	16	

ENCLOSURES
Annexes

DISTRIBUTION

Commonwealth
Div.
DL(2) Div.
Economic Div.

While it would appear that Brigadier Webb's background might indeed pose some problems in regard to his proposed appointment, we do not consider that this Division is in a position to comment substantively on this matter, and we propose to leave it to DL(2) and Commonwealth Divisions to do so. (We assume that in referring in his letter to "DL(1)", our High Commissioner in Rawalpindi actually had in mind DL(2) Division.)

M. SHENSTONE

DL(1) Division

cc. Mr. Langley
Mr. Tait

Economic/D.H.W. Kirtwood/hgf

38-1-CIP A-SCOA
38-1-11
16

OTTAWA, November 15, 1967

Dear Denis,

I attach for your consideration, one day later than I promised, a first draft of a letter to cover the three papers that we have now worked out on relations between the Department and the External Aid Office.

Although I have not it up as a letter from Mr. Gauthier to Mr. Strong, I have no strong views on this point. The one practical consideration that occurs to me is that the proposals with regard to consultative machinery relate to the staffing and administration of missions abroad, which are the general responsibility of this Department. It was on this basis that I have suggested that the proposed standing committee should be chaired by this Department and similarly it seemed to me perhaps more suitable that that suggestion should originate with this Department.

Please let me know what you think of this. Meanwhile I shall have fresh copies of the three papers for attachment prepared to incorporate the amendments we agreed upon on the telephone last week.

Yours sincerely,



(D.H.W. Kirtwood)

Mr. L.D. Radon,
External Aid Office,
75 Albert Street,
Ottawa

BEST COPY AVAILABLE

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

PERSONNEL INFORMATION
CONFIDENTIALSECURITY
Sécurité

DATE November 16, 1967.

NUMBER
Numéro

FILE	38-1-CIDA-SCOP	DOSSIER
OTTAWA	38-1-11	
MISSION	16	415

TO
A

Personnel Operations Division

FROM
De

Defence Liaison (2) Division

REFERENCE
RéférenceSUBJECT
Sujet

Posting of External Aid Personnel Abroad.

ENCLOSURES
Annexes

DISTRIBUTION

DL(1)
Commonwealth

We would be inclined to agree with Mr. McGaughey's observations concerning the likely Pakistani reaction to the nomination of Mr. Webb as an aid administrator to Pakistan. Although Mr. Blaine does not have an intelligence background, the Indians might be expected to question his appointment on the grounds solely of his military service. However, neither of these proposed appointments nor that of Mr. Mofford to the Caribbean appears to raise any problem from a security point of view.

2. We note the reservations in Commonwealth Division's memorandum of November 9 which presumably External Aid will have to take into account, if they have not already done so. However, it is not clear whether there would be any political objections to even discussing with the Pakistanis the possibility of appointing Mr. Webb (and with the Indians the possibility of appointing Mr. Blaine). Unless there is a likelihood of upsetting the Pakistanis (or the Indians) by approaching them on this question, perhaps the High Commissioner could find an occasion to discuss informally with the competent Pakistani officials the selection of Mr. Webb. Clearly, mention of his military intelligence background could not be omitted.

3. If, in possession of all the facts, the Pakistanis agree to Mr. Webb's appointment, External Aid will be obliged to accept possible subsequent restrictions to which he may be subjected. On the face of it, at least in Mr. Webb's case, his past service may, through no fault of his, impinge on his usefulness as an aid administrator. It is, of course, up to External Aid to determine, before the Pakistanis are approached, just how serious a drawback this may be. In this respect, our records indicate that in both India and Pakistan, members of our missions, particularly the military attachés, have been subjected to close surveillance. Assuming the Pakistanis accept his appointment, his intelligence background is almost certainly to be a factor they will take into account at least in entertaining travel requests. The problem for Webb is that he will likely be suspect in the conduct of all his normal activities.

...../2


Steve

Done
21/11/67

- ① Can Div should then think
② May I see Mr. McGaughey's letter and call him
③ Who is steering this particular aspect of the problem - you? or can div? JMC

CONFIDENTIAL

4. Apart from the foregoing considerations, assuming these three proposed appointments are approved by host governments, there are two precautionary measures related to the terms of reference of these officials, particularly Webb and Blaine, which should be taken. First, they should be warned against giving the Pakistanis and the Indians any cause for feeding their likely suspicions. In this respect, it might be wise to go on record by asking External Aid in writing to caution both Webb and Blaine that they must conform to the standards of behaviour expected of officers on the diplomatic list and that they must seek the High Commissioner's approval before engaging in any activity other than that related to their specific responsibilities under Canada's economic assistance programme. (We believe, indeed, that heads of mission would, in any case, wish to have it clearly established with EAO as a general rule that the regional representative attached to his mission would accept his judgment in matters relating to behaviour and duties, just as is the case with Canadian Forces Attaches under the CFBQ regulations applicable to them.) Second, the heads of mission concerned should be advised of the warnings given to these officials, and should ensure that members of their staffs, particularly the military attaches, are fully aware of our concern in this regard.


J. L. McCardle,
Defence Liaison (2) Division.

*13 Dec 68
this with
9 ref.
guth
lenn*

Draft TERMS OF REFERENCE - SENIOR RESIDENT ENGINEERS

38-1-CIDA-SCOR

Serve as technical and engineering advisers to the Canadian Missions.

Investigate new ^{capital} projects requested by eligible recipient countries, ^{assist in the} determine their priority in the economic development program of the country, their feasibility, proposed method and schedule of construction and the extent and form of assistance that may be required.

Recommend when pre-investment studies should be made prior to consideration of new requests for project assistance.

Arrange for the provision of additional information with respect to capital projects as may be required by the Planning or Capital Assistance Divisions of the External Aid Office.

Inspect construction projects and monitor progress of work; accompany and provide information to Canadian contractors, consultants, engineers and surveyors entering the country to carry out investigations or construction of capital projects.

Ensure that the terms of the project agreements which define the respective responsibilities of the two participating governments are fulfilled.

Maintain direct liaison between departments of recipient governments responsible for project implementation and Canadian consultants and contractors engaged to carry out the work.

Consult mission in terms of influence but not delay business of posting of funds. 2. Submissions general paper for background to this. 3. Prior study & avoid failure to prepare & on done but check with ECAD.

These terms to be re-drafted slightly & together with agreed paper on party of stand personnel abroad. 5. Resend to the 3rd & 4th Divisions, Delhi, Bangalore, P. & S. - only further comments out of reference. 7. This is agreed about Nov 23 with George Kidd, sub-officer rep. AD Small

- 2 -

Terms of Reference - Senior Resident Engineers (Cont'd)

8. Evaluate the progress, costs and competence of both Canadian and local personnel associated with on-going projects, identifying areas in which improvement and modifications are necessary and initiate or recommend action to be taken.
9. Visit and assess completed projects and report on their effectiveness.
10. Other ^{related} duties *as may subsequently be determined.*

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

38-1-11
jup
ADS

TO : Mr. J.E. Starnes
Assistant Under-Secretary

FROM : D.B. Wilson, Administrative Services Division

SECURITY
Sécurité

CONFIDENTIAL

DATE

November 24, 1967

NUMBER
Numéro

38-1-CDA-500R

REFERENCE
Référence

SUBJECT : Posting of External Aid Personnel to Port-of-Spain,
Rawalpindi and New Delhi

FILE	DOSSIER
OTTAWA	38-1-11
	3-10-1-10-21
MISSION	16

ENCLOSURES
Annexes

DISTRIBUTION

Mr. Kidd,
Ext. Aid
Mr. Kirkwood
Economic
Mr. Munro
Commonwealth
Mr. Grant
S. & P.
Mr. Matheson
Finance
Miss G. Hobbs
Pers. Ops
Mr. T.H. Bennett

I thought you might wish to have the following interim report on the decisions taken at a meeting yesterday between officials of this Department and External Aid Office concerning responsibilities for coordinating the administrative aspects of the postings to three of our Posts early next year of three senior resident engineers employed by the External Aid Office. This memorandum will not deal with questions of policy, the responsibility for which has and will continue to rest with the Economic Division which is not only working out the terms of references of these officers with the E.A.O., but also the terms of a comprehensive exchange of letters to take place between the Under-Secretary and the Director General confirming their understanding of the agreement in principle reached earlier this year that certain External Aid personnel would be stationed at our Posts abroad.

Secondment

2. First of all, the three engineers will be seconded to this Department, but with all their costs being charged to the E.A.O. except those arising out of (a) administrative support services, (b) office space and furnishings, and (c) stenographic and clerical services. What this means is that the Foreign Service Regulations will be applied to them in the name of the Under-Secretary rather than in the name of the Director General.

Status

3. The engineers will be designated as Attaché (External Aid) for the time being until the Designations Panel (Chairman, Mr. H.B. Robinson) can meet in the next month or two and decide whether some other appellation would be more appropriate. At this stage they would appear at the bottom of the diplomatic list at each of the three missions but, if there is to be any change in this, it is hoped that it might occur before they arrive at their posts.

Timing

4. The target date for the departure of the three Attachés, for planning purposes, has been agreed as mid-January. The urgency in

- 2 -

getting them posted is due to the belief in the E.A.O. that these postings are long overdue, and that such resident senior engineers should have been at these posts several years ago.

Allowances, etc.

5. The External Aid Office made a Submission to the Treasury Board, which has now been approved, to bring these officers under the Foreign Service Regulations. They have been designated as Foreign Service Grade 6 Employees for purposes of those Regulations. This is the First Secretary level.

Vehicles

6. The three engineers plan to have personally-owned vehicles shipped abroad at public expense in accordance with the Removal Regulation. They are prepared to use these vehicles on official business, including field trips, and will be told that they will be eligible to claim mileage allowances in certain circumstances. The question of providing Crown-owned vehicles and drivers for these Attachés will therefore not arise.

Office Accommodation

7. Mr. Grant undertook to look urgently into the question of what additional furnishings and equipment should be supplied to the three posts concerned and what, if any, improvement could be expected in the coming fiscal year in the actual office accommodation that would be made available to them. He will report simultaneously to the E.A.O. and to this Division, which has accepted responsibility for drafting and clearing the next outgoing telegrams to the three posts dealing with all the administrative questions together. Mr. Kidd sought an assurance that the office accommodation to be provided by External Affairs would be adequate and satisfactory, and he will not make a final decision whether to assign the engineers for duty abroad unless and until he is satisfied with whatever assurances Mr. Grant can give him.

Support Staff

8. Personnel Operations Division will be doing the same in respect of the Canadian-based personnel that will be required as Supplies and Properties Division will be doing about office accommodation. Mr. Kidd is as anxious to have appropriate assurances that supporting staff will be available as he is about office accommodation.

Living Accommodation

9. In the telegram to be originated in this Division, we shall ask the posts to search for appropriate living accommodation, and if

- 3 -

it is necessary, to carry out a Crown-owned furnishings scheme. Mr. Grant has undertaken to do what he can within the ceiling of \$25,000 that E.A.O. are prepared to spend for this purpose (Supplies & Properties have no money of their own to do this). If adequate accommodation (in the judgment of the post) can be obtained before the engineers arrive, E.A.O. envisages that they would accept a forced-occupancy situation without demur. But if accommodation could be lined up for them to make their own choices, this would naturally be a preferred arrangement if this would not lead to delays in procuring furniture and getting these people out of hotels quickly.

General Services

10. I suggested to Mr. Kidd that he should arrange for the three engineers to call on me soon to make sure that there will be no misunderstandings about the range of benefits that may be available to them. He would look after such things as posting loans, tropical clothing allowance, passports, medical examinations and vaccinations, etc., and they would go through the whole gamut of the regular pre-posting routine.

11. A special Submission to Treasury Board will have to be made to bring these three Attachés under Schedule A of the Foreign Service Regulations in respect of the E.A.O. As soon as ^{the} seconded status of the officers is confirmed by the appropriate exchange of letters, we, in this Division, would take over responsibility for that Submission. As with all other expenses, the costs would be borne ultimately by the E.A.O. from whom we would recover our expenditures.

David Wilson

D.B. Wilson
Administrative Services Division

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO
A Miss O.E. Hobbs,
Personnel Operations Division

FROM
De Economic Division

REFERENCE
Référence

SUBJECT
Sujet External Aid Officers assigned to Missions
Abroad - Designation and Precedence

SECURITY
Sécurité Unclassified

DATE
November 24, 1967

NUMBER
Numéro

FILE 38-1-1-50A	DOSSIER
OTTAWA	
MISSION 16	

ENCLOSURES
Annexes

DISTRIBUTION

Admin. Services
(Mr. Wilson)

I think it was agreed at the meeting yesterday in Mr. Hild's office that I would send you a memorandum recording my suggestion, which appeared to be endorsed by the meeting, on how to handle the immediate question of the designation and precedence of the three specialized engineering officers who External Aid plans to assign to New Delhi, Rampur and Port-of-Spain early in the new year.

2. That suggestion was that they should be designated as "Attaché (Internal Aid)" and placed at the bottom of the list as required by the existing interim regulation. It would be explained to them that the general policy with regard to the designation and precedence of officers other than FSO's of this Department was under review and that new regulations on the subject could be expected within a matter of weeks or, at the most, a few months. At that time the designation now proposed might be either confirmed or amended and precedence would be assigned to them in accordance with a general regulation applicable to officers of all other Departments. While one could not anticipate the result of this latter point, it was reasonable to assume that the permanent precedence to be assigned to them would appropriately reflect the relative seniority which they would have within the missions to which they were assigned.

3. Without having considered this rather complicated question in any great details as it relates to these particular officers, I am of the initial view at least that probably the best arrangement (provided it was consistent with the more general pattern) would be for the initial designation now proposed to be confirmed and for their precedence within the mission to be determined in relation to External Affairs FSO's on the basis of salary. As I understand it this would put these particular officers at about the First Secretary level and would mean that other, and possibly more junior, officers who might later be assigned abroad by External Aid, would probably appear at either the First Secretary or Second Secretary level.

D.H.W. KIRKWOOD

Economic Division

MESSAGE

381-CDA-500R

FILE COPY

FM/DE EXTERNLOTT

DATE	FILE/DOSSIER	SECURITY
NOV28/67	38-1-11	SECURITE
	16	RESTRICTED

TO/A RAWALPINDI

NO
E-4111
PRECEDENCE
IMMEDIATE

INFO EXTAID(LANDRY) TAND C

REF YOURTEL1166 NOV14
SUB/SUJ POSTING OF EXTAID PERSONNEL ABROAD

YOU MAY EXPECT TO RECEIVE SHORTLY PAPER SETTING OUT TERMS OF
REFERENCE FOR SENIOR RESIDENT ENGINEERS WITH REQUEST FOR COMMENT.
IN MEANTIME YOU MAY DISREGARD ^{PREMATURE} PAPER YOU HAVE ALREADY RECEIVED.

DISTRIBUTION COMWEL DIV.(MUNRO) PERSONNEL OPS DIV.(MISS HOBBS)
LOCAL/LOCALE ADMIN SERVICES(D.WILSON)

NO STANDARD

ORIGINATOR/REDACTEUR

DIVISION

TELEPHONE

APPROVED/AUTORISE

SIG.....A.D.SMALL/MB.....

ECONOMIC

2-3926

SIG.....D.H.W. KIRKWOOD.....
D.H.W. KIRKWOOD

- 2 -

Aid Office personnel abroad, I should like to set out for your consideration and comment my views on the means for carrying out the proposition in the paper that "the deployment of External Aid Office personnel abroad as part of our diplomatic missions should be the object of close and regular consultation between the Department of External Affairs and the External Aid Office in association with the Department of Trade and Commerce". It seems to me most important if the arrangement is to work satisfactorily that there should be effective machinery for such consultation. I think it would also be desirable that the matters dealt with through such consultative machinery should extend beyond the five points mentioned at the end of the section of the paper entitled "Deployment of Overseas Personnel" to cover as well some of the practical administrative aspects.

Decisions on the number, seniority and provenance of the personnel required at a given mission in order to carry out effectively the aid programme for that country, and on the assignment of particular individuals to this work, cannot be divorced from such matters as the other responsibilities and staffing of the mission, the availability of office and living quarters, secretarial and other work facilities, etc. On this latter point I think we are agreed that in keeping with the concept that External Aid personnel assigned to our missions abroad shall be fully integrated it will, so far as possible, be the responsibility of the Department of External Affairs to provide office space, stenographic services, etc. Nevertheless I am sure you are aware that shortage of space in a number of our missions concerned, combined with our general shortage of stenographic and other administrative staff, will in at least some cases mean that in the short run it will not be easy for us to meet this responsibility. I would not wish a situation to arise in which decisions might be taken to post additional personnel to missions abroad without the practical implications for the mission having been taken into account.

Bearing in mind the foregoing considerations as well as the five more general points mentioned in the paper as requiring regular consultation, and in view of the fact that assignment of personnel to missions abroad is necessarily a continuing activity as opposed to the personal nature of establishment reviews, I would propose that the necessary consultation should be carried out through a Standing Committee chaired by this Department with the Department of Trade and Commerce, as well of course as your own Office, being represented. For our part the work of such a committee would call for participation from the various area Divisions responsible for the activities of our missions in those countries where we have an aid programme, from the various functional Divisions involved in one way or another in the practical administration of our posts abroad (e.g., the Personnel Divisions, Administrative Services Division, Supplies and Properties Division, Communications Division, etc.) and the Economic Division in view of the latter's responsibility for the general coordination of this Department's interests in the aid field. I assume that, if you agree to the establishment of a Standing Committee on these lines, you would wish to provide comparable representation from your own establishment. Although the Department of

... 3.

- 3 -

Trade and Commerce is not represented at many of the missions carrying aid responsibilities, and as, therefore, be less comprehensively concerned than the External Aid Office and this Department, I would also assume that in principle they would likewise wish to be represented on both the substantive and the administrative sides.

It would be premature to seek to spell out exactly how such a Standing Committee might tackle its work. Nevertheless I would envisage certain tasks being dealt with in plenary session, while others (e.g., the selection of individual officers for assignment to particular missions) might be carried out by subordinate bodies such as area panels or sub-committees.

If you agree with this general approach we might arrange for an organizational meeting to tackle ad referendum to ourselves the terms of reference and programme of work for such a standing committee.

I should be grateful for confirmation that the attached three papers are satisfactory to you and that the arrangements outlined in them should be put into effect. I should also be grateful for your comments on the foregoing proposals concerning consultative machinery.

Finally, if you approve the suggestions in this letter and also the papers attached to it, I propose to send copies of the letter and attachments to each of the several divisions of the Department involved in one way or another in the matters with which they deal. In order therefore that this documentation may be as complete as possible I am also attaching copies of our exchange of letters of last July concerning the recruitment of Canadians for the United Nations Secretariat.

Yours sincerely,
M. CADIEUX

Under-Secretary

CONFIDENTIAL

Guidelines Governing Working Relations
Between the Department of External Affairs
and the External Aid Office

Object:

The purpose of this paper is to describe briefly the working relations between the Department of External Affairs and the External Aid Office. These are based on principles laid down when the External Aid Office was established in 1960 and reflect changes and improvements based on the experience of the two Agencies in the discharge of their respective responsibilities.

1. Channels of Communication

(a) Between the Aid Office and the Department

The External Aid Board and the External Aid Committee constitute the formal machinery for interdepartmental consultation on aid policy. The Board considers major policy aid issues and related development matters and advises the Secretary of State for External Affairs on them. Issues which are placed before the Board have normally been the subject of prior inter-departmental consideration, generally in the External Aid Committee.

In view of the extent of interdepartmental concern and involvement in aid matters, close informal consultation on aid is also necessary on a day to day basis and such liaison must in particular be close between the Department of External Affairs and the External Aid Office. Direct consultation between the Department and the Office is normally carried out by the Economic Division of the Department of External Affairs and the Economic Analysis and Planning Division of the External Aid Office. Questions requiring the attention of senior officials may be referred by the two divisions to the officers concerned or may be discussed direct by the latter.

Within the Department, Economic Division is responsible for consultation with area divisions on aid matters and for the formulation and transmission to the Office of departmental views and comments. In the same manner, the Economic Analysis and Policy Division has a similar responsibility for consultation within their Office and for transmitting views and information on aid questions to the Department. This procedure does not preclude informal and routine exchanges of information between other branches of the two organizations but all formal exchanges relevant to decisions on policy matters shall be conducted through Economic Division and the Economic Analysis and Planning Division. Exceptions to that general rule may have to be made in emergency situations such as those involving the evacuation of aid personnel. There may also arise from time to time special aid problems which do not involve the interests of area divisions of the Department and on which the expert views of functional divisions should be obtained. These cases should be dealt with on an ad hoc basis under arrangements agreed upon by the

Economic Division and the Economic Analysis and Planning Division and approved by senior officers of the two organizations. Federal-Provincial relations present a somewhat special case. The Department and the Office will each designate a senior officer who will be formally responsible for maintaining close coordination and consultation in this field.

(b) Minister's Office

The following guidelines govern the flow of paper to and from the Office of the Secretary of State for External Affairs.

Memoranda to the Cabinet or the Minister, which have received the approval of the External Aid Board, will go direct to the Minister from the Chairman of the Board and copies will be sent simultaneously to the Department. Other papers for the Minister (including memoranda, correspondence, briefs, statements and answers to Parliamentary questions) which are primarily concerned with aid but which have a direct or significant foreign policy implication will be the subject of prior consultation with the Department before being sent to the Minister by the Director General; copies of such documents will be sent simultaneously to the Under-Secretary. The Department will follow the same procedure for such documents as it originates which are primarily concerned with foreign policy, but which have a direct or significant external aid implication. There will be occasions when both organizations may find it appropriate and convenient to prepare joint memoranda or briefings for the Minister, e.g. in the case of visits by members of foreign governments, international conferences, etc.

The Minister's Office will be guided by the foregoing in forwarding action requests and papers to the two agencies but, should any particular item be misdirected, the recipient will redirect it to the other agency for action, with appropriate advice to the Minister's Office.

(c) With Posts Abroad

Circular Document Admin. No. 14/64 which is attached as Annex A outlined the approved procedures for correspondence to and from posts on aid matters.

The Department is responsible for recommendations on the composition and the accreditation of all Canadian Delegations to international conferences of a type requiring Ministerial or Cabinet approval. The Department will consult with EAO on delegations to such conferences at which matters relating to aid are to be discussed. Delegations to other international meetings, relating to foreign aid shall be determined by interdepartmental consultation if the issues likely to arise are themselves subject to such consultation. In accordance with the principle set out above, notifications relating to Canadian representation at international meetings will normally be sent by the Department. In certain cases, however, such notices will be more appropriately sent by EAO after consultation with the Department. It also is recognized that this in no way affects the freedom of the External Aid Office to discuss aid questions on a bilateral basis with other donors or recipients. (The Department will in the normal course of events be kept informed.)

- 3 -

2. Secondment of Personnel

During the next few years the Department will arrange for the secondment to the Office of approximately the same number of FSO's at about the same rank as at present, i.e., 1 - senior officer; and 5 - in the FSO 2 to 5 range. There will be prior consultation between the two agencies during the selection of officers for secondment. Normally all seconded personnel, except probationary officers, will be assigned for a two to three year period.

The arrangement proposed above does not, of course, include probationary officers who are assigned to EAO for periods of up to six months as part of their training programme.

The question of the assignment of EAO personnel abroad is dealt with in Annex B to this paper.

3. Emergency Relief

On the basis of discussions between the two agencies, recommendations have been prepared for submission to the Minister on the level and administration of the International Emergency Relief Fund. Those recommendations are contained in Annex C to this paper.

4. Negotiation of Aid Agreements

The procedures governing in the negotiation of aid agreements are set out in Annex D of this paper.

5. Administrative Arrangements (Including Common Services)

Since the establishment of the External Aid Office informal arrangements have been made under which the Office has utilized support services of the Department. Procedural arrangements governing the use of these administrative services are outlined in Annex E.

CONFIDENTIAL

Assignment of E.A.O. Personnel Abroad

Introduction

In their exchange of letters dated May 15 and May 20, 1967, the Director-General of the External Aid Office and the Under-Secretary of State for External Affairs agreed to appoint a task force to review the relations between their two organizations in all matters related to Canada's external aid programmes including the posting of EAO personnel to Canadian missions abroad. The posting of such personnel has been accepted in principle. There is no need to relate here the reasons for doing so except in the briefest terms. Against the background of a programme growing rapidly in size and complexity, they are that a significant number of EAO officers must gain direct knowledge and experience of the development policies, programmes and problems as well as of the local conditions in the countries in which each aid programme must be carried out; that advice received by EAO from missions abroad must, to an increasing extent, be based on expert knowledge of development questions and aid administration; and that field administration requires not only a large number of people, but also people with specialized skills or training in development assistance.

Relations with Missions and with EAO

EAO officers assigned to a mission overseas would be fully integrated into that mission and as such would be responsible to the Head of Mission either directly or through an officer designated by the Head of Mission as may be appropriate. Correspondence on aid matters would continue to follow the procedures set out in Circular Document Admin. 14/64, with communications from the post being signed by or on behalf of the Head of Mission. The relationship between the Missions abroad (and hence between the EAO officers assigned to them) and the Director-General of the External Aid Office would be a purely functional one similar to the one which already exists.

The officers would usually be posted abroad for a period of two to three years and upon termination of their posting would be expected to return to positions in the External Aid Office. Officers could look forward to one or two and, in some cases, more postings abroad as part of their normal career development within the External Aid Office.

Deployment of Overseas Personnel

The deployment of EAO personnel abroad as part of our diplomatic missions should be the object of close and regular consultation between the Department of External Affairs and the External Aid Office in association with the Department of Trade and Commerce. Meetings should be held at least once a year preferably before the submission of the programme review to the Treasury Board. The primary purpose of the meetings would be to

.... /

2.

review the needs of the external aid programme in terms of personnel abroad and to decide how they should be met.

Initially at least, it is expected that the need will be for officers who will devote their full-time to aid matters and who would not be expected in the normal course of events to perform other duties. Depending on their seniority and their particular functions, such officers would report to the Heads of Missions on aid matters either directly or through another officer and may or may not have under their supervision other officers in the missions. For example, the requirement might be for a one-man-year split between one more junior officer and another more senior officer. In such cases, the officers concerned might be assigned additional duties if they are suitably qualified.

All the possible combinations and formulations cannot be anticipated. In essence, what is required is that the interested departments, in particular the Department of External Affairs and the External Aid Office, and the Heads of Missions should consult regularly in order to:

1. establish the need for personnel abroad to service the external aid programme;
2. determine the number and type of personnel required to meet the need;
3. reach agreement on how the need is to be met (through EAO, External Affairs, Trade and Commerce);
4. agree on the particular officers who are to be posted abroad and an appropriate assignment of duties for them; and
5. agree on appropriate training programmes in External Affairs for EAO officers and in EAO for External Affairs officers (and, as appropriate, officers from Trade and Commerce) assigned to aid missions.

Responsibilities and Duties

The responsibilities and duties (terms of reference) of EAO officers assigned abroad will vary according to a number of factors among which can be mentioned the size and staffing of the mission, the type and size of aid programme, the seniority of the officers concerned, and their particular training and skills. The following description of responsibilities and duties is a general one. Seen from a certain point of view, it is a description of the functions which a mission might be expected to fulfill in the aid field. Each EAO officer sent abroad would be assigned certain of these functions and carry them out under the Head of Missions or such person or persons he may designate.

The responsibilities and duties of EAO officers (and officers from other Departments having responsibilities for aid matters) serving abroad would be as follows:

.... /

000346

3.

General

1. To work closely with the Head of Mission and his staff, to keep them fully informed of all aid and related matters, and to prepare for the Head of Mission recommendations on such matters.
2. As appropriate, to maintain liaison on aid matters with Government Departments and Agencies of the countries to which they are accredited, to explain Canadian aid policy to them, and to assist them in the formulation of requests for assistance.
3. To maintain liaison with the representatives of other aid agencies, to take advantage of the information and advice which they may be able to provide and to ensure that Canadian aid is co-ordinated with their efforts.
4. To assist with the development and implementation of appropriate information programmes in the host country in close co-ordination with the Director of Information of EAO and the officers in the Missions responsible for information.
5. To attend, as appropriate, meetings on aid and related matters.
6. To perform such additional duties as may be requested by the Head of Mission.

Programme Planning - General

7. To familiarize themselves fully with and report periodically on the current and future prospects of the economies of the countries to which they are assigned as well as their development plans and policies, in order to provide the essential background against which plans for Canadian aid to these countries can be formulated.
8. On the basis of (7) above, to assist in identifying and to study in depth those sectors of the economy in which Canadian aid might best be concentrated and the policies affecting them, and thus assist in the formulation of long-term Canadian aid programmes taking into account our objective of integrating as much as possible the various components of our aid programme and our desire to build on what we have already done.
9. To identify within each priority sector those projects most suitable for financing under Canada's aid programme.

.... /

4.

Project Planning

10. To assist in providing EAO with all the necessary information required to decide whether to proceed with a capital project for which assistance has been requested including its economic priority, its feasibility, its economic, financial and technical soundness, the proposed method of implementation and timing, and the extent and form of assistance required; to provide EAO with complete job descriptions, terms of reference, briefing material; and to advise EAO on what additional information may be required and how it may be acquired.
11. To assist in the provision of similar information with respect to commodity and non-project non-commodity aid programmes.
12. To assist in the provision of similar information with respect to technical assistance programmes and projects taking into account the facilities already available in the host country.
13. To consult and to the extent necessary assist local officials in completing requests for assistance, to ensure that all relevant information is made available and to ensure that the local authorities are taking or will take all measures required for the efficient and effective implementation of the project.
14. To assist in the negotiation of project and other aid agreements.
15. To submit to or through the Head of Mission recommendations on programmes and projects to be financed under the Canadian aid programme.

Project Implementation and Evaluation

16. To ensure that the terms of project and technical assistance agreements are fulfilled.
17. To inspect the construction of projects, to monitor the progress of work, and to report and otherwise take such action as may be required to overcome difficulties and delays in the execution of projects, including, as appropriate, representation to the host government.
18. To evaluate ongoing projects on a regular basis with a view to making recommendations about any extensions of contracts, expansion, extension or possible termination of projects, or any other adjustments to the projects; and, in consultation with the Head of Mission, to assess terminated Canadian projects.

.... /

5.

19. To accompany, provide information to and assist in other ways Canadian contractors, consultants, engineers and surveyors entering the country to carry out the investigations or construction of capital projects.
20. To assist with the briefing on arrival of Canadian personnel attached to capital and technical assistance projects; to assist them with the initial problems of adjustment to their assignment; to maintain continual contact with them in order to assist with their adjustment to their host country and to their assignment; and to assist as appropriate with any personal, professional, or administrative problems which might arise.
21. To assist with the briefing of trainees on their departure to commence their training programme.
22. With respect to requests for training, to recommend training programmes and candidates. In this connection, to maintain liaison with the local authorities responsible for the assessment of candidates for training, in order to evaluate requirements, procedures and proposed programmes for training. To assist with or be responsible for interviewing candidates for training in Canada and also for training in the host country or in third countries (where applicable).
23. To provide appropriate assistance to Canadian volunteers (e.g. CUSO, CESO or Red Cross personnel) undertaking assignments of an aid or development nature.

RESTRICTED

, July 5, 1967.

Dear Mr. Strong,

As you know from previous correspondence, we are concerned about the decreasing number of Canadians in the United Nations Secretariat, especially those in senior positions, and have made efforts in the last year or so to rectify this situation. I understand that you are giving increasing emphasis to the employment of Canadians as experts in the technical assistance programmes of the United Nations and that you have recently hired an official who is to be concerned almost entirely with recruitment for the United Nations. He has also taken an interest in and been of considerable assistance to us in the recruitment of Canadians for the United Nations Secretariat.

We welcome this development and, if you agree, we would like to see greater advantage taken of your continuity of staff and your experience and expertise in locating qualified personnel with regard to the Secretariat. In order to ensure that our respective efforts in this field are coordinated, I should like to suggest that we agree on the following procedures:

- (1) External Aid would be responsible for recruiting Canadians for all P-1 to 5 appointments in the United Nations Secretariat except those enumerated in (3) below. In these cases I assume that you would wish to communicate directly with the United Nations Secretariat as you do in the case of technical assistance appointments although we would appreciate it if you would keep us informed when Canadians are actually hired.
- (2) External Aid would recruit also for D-1 and D-2 appointments except for those mentioned in (3) below but, because of our interest in the appointment of Canadians at the policy making level, the channel of communication in these cases should be through us to the Permanent Mission in New York and then to the U.N. Secretariat. This channel of communication could also be used in those instances where we have indicated to you our interest in a particular appointment at the P-1 to 5 level. It is understood, of course, that both this Department and the Permanent Mission in New York will provide you with all information we can to help you in your recruitment efforts.

Maurice Strong, Esq.,
Director-General,
External Aid Office,
O t t a w a.

/....2

- 2 -

- (3) The Department of External Affairs would continue to assume primary responsibility for recruiting personnel at all levels for the Office of the Secretary-General, the Office of Legal Affairs and for all appointments in the United Nations at the Under-Secretary level. We would, of course, look forward to your advice and assistance but we would remain the action Department.

I would be grateful to know if this arrangement is satisfactory to you. If it is, we might refer copies of our exchange of correspondence to those departments in Ottawa concerned with the specialized agencies. They are responsible for the recruitment of Canadians in their respective areas but no doubt they will wish to know the arrangements made between you and us on the question of the United Nations Secretariat itself.

Yours sincerely,

Under-Secretary of State
for External Affairs.

EXTERNAL AID OFFICE
BUREAU DE L'AIDE EXTERIEURE

OTTAWA 4

File: 6-1

July 25, 1967.

Mr. M. Cadieux, Q.C.,
Under-Secretary of State
for External Affairs,
External Affairs Department,
East Block,
Ottawa, Ontario.

Dear Mr. Cadieux:

I am happy to acknowledge your letter of July 5, 1967, covering the recruitment of Canadians for the United Nations Secretariat. We welcome your suggestion that this Office should become increasingly active in this field, and that our officers should accept full responsibility for the recruitment of certain categories.

We are prepared to accept this responsibility, acting of course in close cooperation with the Department of External Affairs, and consulting your officers in the preparation of nominations, particularly for the higher level posts.

We would hope that your Department, the Permanent Mission in New York, and other Missions which may from time to time have an interest in these appointments, would keep us informed of positions for which recruitment would be desired, providing us with background information not contained in the usually cryptic job descriptions, and particularly following up our submissions to ensure that Canadians whom we may nominate receive a maximum of support.

In our normal recruitment activity for technical assistance posts, we frequently meet individuals who, because of their background, interests and temperament, are better suited to Secretariat positions than to the shorter term posts abroad. We have been informed by the Secretariat Recruitment Service in New York, that there is a need for certain categories of officers and that Canadians would be very acceptable for a number of these positions. We shall therefore continue our efforts to fill some of these vacancies as qualified individuals indicate their interest.

/...2

- 2 -

You have mentioned that there are other Departments in Ottawa concerned with the Specialized Agencies of the United Nations, to which copies of this exchange of letters might be sent. I agree. Officers of our Advisers Division have already held informal conversations with some other Departments, and will be very happy to cooperate with them in the same manner as with the Department of External Affairs, without usurping any of their prerogatives, but in a desire to improve the representation of Canada throughout the whole sphere of United Nations activity.

In the course of recruiting advisers for our own programme, we have from time to time encountered candidates who might well be suitable for U.N. Secretariat posts. I would be pleased to have our people start developing a list of such personnel if you think this would be useful.

Yours sincerely,

M.F. Strong

MESSAGE

un small

FM/DE	XXXXXX EXTERNAL	DATE	FILE/DOSSIER	SECURITY SECURITE
		DEC 4/67	38-1-11 16	C ONF ID
TO/A	SAIGON	NO		PRECEDENCE
		Y-719		IMMEDIATE
INFO	EXTAID	<i>[Handwritten signatures and initials]</i>		

REF

SUB/SUJ POSTING OF EXTAID OFFICER

FOR SOME TIME WE HAVE RECOGNIZED GROWING NEED TO PROVIDE YOU WITH ADDITIONAL OFFICER TO ASSIST IN ADMINISTRATION OF AID PROGRAM IN VIETNAM. THIS POINT HAS AGAIN BEEN UNDERLINED AS A RESULT OF REPORT OF ADVISORY TEAM ON MEDICAL AID WHICH RECENTLY HELD DISCUSSIONS WITH YOUR MISSION. MOREOVER, THIS NEED IS IN OUR VIEW BECOMING MORE ACUTE WITH DEVELOPMENT OF PLANS FOR EXPANSION OF CDN PROGRAM, AND BOTH WE AND EXTAID NOW BELIEVE IT WOULD BE HELPFUL TO POST AN EXTAID OFFICER TO SAIGON TO ASSIST IN HANDLING INCREASING AID WORKLOAD.

2. IN VIEW OF PENDING DEPARTURE OF VENNEMA, IT SEEMS PARTICULARLY DESIRABLE TO POST EXTAID OFFICER BY END OF DECEMBER SO THAT THERE SHOULD BE SOME OVERLAP BETWEEN THE TWO. URGENCY OF ACTING PROMPTLY IS ALSO POINTED UP BY FORTHCOMING START OF QUI NHON PROJECT, AND PROCESSING OF TRAINING REQUESTS IN FEBRUARY.

3. WE ENVISAGE OFFICER WOULD INITIALLY PROCEED ON ASSIGNMENT

DISTRIBUTION

LOCAL/LOCALE NO STD (15 cc Far Eastern)

cc: Economic Division *.....2*

ORIGINATOR/REDACTEUR	DIVISION	TELEPHONE	APPROVED/AUTORISE
SIG Extaid Office	Far Eastern		SIG J. B. SEABORN

-2-

TO YOUR POST FOR APPROXIMATELY SIX MONTHS, ALTHOUGH WE WOULD WISH EXACT LENGTH OF POSTING TO BE FLEXIBLE AT THIS STAGE. BEFORE ANY DECISION IS TAKEN ON RETURN OR REPLACEMENT OF THIS OFFICER, WE WOULD OF COURSE WISH TO CONSULT YOU FURTHER IN LIGHT OF EXPERIENCE GAINED OVER NEXT FEW MONTHS.

4. ARRANGEMENTS HAVE NOW BEEN WORKED OUT FOR POSTING OF AN EXTAID OFFICER WHICH ATTEMPT TO TAKE INTO ACCOUNT BOTH GENERAL PRINCIPLES BEING DISCUSSED BY UNDER-SECRETARY AND DIRECTOR GENERAL FOR POSTING OF EXTERNAL AID PERSONNEL ABROAD AND PARTICULAR CIRCUMSTANCES OF YOUR POST. THESE ARRANGEMENTS ARE: (A) EXTAID OFFICER WOULD BE FULLY INTEGRATED MEMBER OF MISSION WORKING UNDER YOUR DIRECTION. HE WOULD BE GIVEN DESIGNATION QUOTE SPECIAL ADVISER UNQUOTE AND WOULD BE LISTED ACCORDING TO CIVIL SERVICE GRADE PROVIDED THIS DID NOT RPT NOT PUT HIM AHEAD OF DEPUTY MILITARY ADVISER; (B) EXTAID OFFICER WOULD CARRY OUT AID DUTIES WITH LONGMUIR, BUT AS OFFICER TO BE SELECTED WOULD PROBABLY BE SENIOR TO LONGMUIR, HE WOULD NATURALLY HAVE TO ASSUME SOME RESPONSIBILITY FOR DIVISION OF WORKLOAD AND ESTABLISHMENT OF PRIORITIES; (C) EXTAID WOULD PAY ACTUAL LIVING AND TRAVELLING EXPENSES; and (D) MISSION WOULD PROVIDE OFFICE SPACE AND STENOGRAPHIC AND COMMUNICATION SERVICES AS WAS CASE IN TEMPORARY ASSIGNMENT OF MISS PESCHL LAST SUMMER.

5. YOU SHOULD INFORM INDIAN CHAIRMAN AND VIETNAM AUTHORITIES THAT IN ABSENCE OF CDN DIPLOMATIC MISSION, WE PLAN TO ATTACH AID OFFICER TO DELEGATION FOR ADMINISTRATIVE CONVENIENCE, BUT THIS WILL NOT INVOLVE ANY EXPENSE FOR COMMISSION. IF YOU THINK THERE WILL BE NEED OF EXTRA CAR AND DRIVER, YOU SHOULD SOUND OUT VIETNAMESE AUTHORITIES ABOUT PROVIDING THIS DIRECT TO YOU RATHER THAN THROUGH COMMISSION.

6. GRATEFUL FOR YOUR EARLY COMMENTS ON FOREGOING PROPOSAL

-3-

AS ADMINISTRATIVE ARRANGEMENTS AT THIS END SHOULD BE
STARTED QUICKLY. AFTER RECEIVING YOUR VIEWS, EXTAID
WOULD COMMUNICATE DIRECT WITH YOU RE NAME OF OFFICER AND
ETA.

INFO ONLY

03 21

BW54

RR OTT PP OTTE

DE WDC

P R 042158 Z

FM WASHDC DEC4/67

TO EXTAID 4512 PRIORITY

INFO PRMNY EXTER

REF YOURTEL XAO-90 OCT25

EXTAID REPS ABROAD

WE ARE MAKING ARRANGEMENTS FOR APPOINTMENTS FOR MESSRS BLAINE MOFFORD WEBB AND DAWES AT WORLD BANK ON DEC11 AND AT AID ON DEC12 LEAVING DEC13 OPEN FOR FOLLOW-UP APPOINTMENTS WHICH MAY BE DESIRABLE. WE HOPE TO FORWARD DETAILED TIMETABLE OF APPOINTMENTS IN DAY OR SO.

2. WE HAVE ARRANGED HOTEL ACCOMMODATION FOR THEM FOR NIGHTS OF DEC10 11 AND 12 AT GRAMERCY INN 1616 RHODEISLAND AVE NW.

38-1-CIDA-SCOR

38-1-11	
31	9

E
38-1-11
file

ADS
M. Smell

38-111

Ho file
415

(which we said
would take account
and it does, of
the considerations
in this tel.)

Mr. Hopper
Mr. Killwood
T's of R have been agreed
between SAO and ourselves, and lined you tel.
will be included in a tel to mission where we stand
concerned being coordinated by Mr. of T of R.

FM DELHI DEC4/67 CONFD

TO EXTER 2935 PRIORITY

INFO IT TANDC OTT DE OTT

TERMS OF REF FOR EXTAID RESIDENT ENGINEER

Wilson (Admin. Sec's)

ACTION COPY

for clearance with George Kidd

*or my self. Purpose of tel. is to give missions
the full package on the postings.*

WE HAVE RECEIVED THROUGH TANDC A DRAFT STATEMENT OF DUTIES AND RESPONSIBILITIES OF EXTAIDS SENIOR RESIDENT ENGINEERS. AS FAR AS ENGINEER FOR INDIA IS CONCERNED, WE THINK THE STATEMENT IS RATHER BROAD AND FAR-REACHING BEARING IN MIND OUR PREVIOUS UNDERSTANDING THAT ENGINEERS ARE TO ASSIST THE MISSION AND ADVISE EXTAID IN THE TECHNICAL AREA. WE ARE ALSO CONCERNED AT THE OVERLAP IN THE TERMS OF REF WITH THE DUTIES AND RESPONSIBILITIES OF OTHER OFFICERS OF THIS MISSION HAVING DUE REGARD TO CAPABILITIES AND EXPERIENCE OF THOSE OFFICERS.

*meanwhile we have told Delhi
to ignore the
premature
draft and await
the authentic doc.*

*coming
shortly. They
have also been
told they will have
opportunity
to*

*comment, although
I and Wilson & Munro*

2. AS A GENERAL COMMENT WE BELIEVE THAT THE RESIDENT ENGINEER, IF HE HAS BROAD TERMS OF REF, MUST THEN BE FIRMLY UNDER THE CONTROL OF THE POLITICAL-POLICY SIDE OF THE MISSION. FOR THIS REASON WE SUGGEST AMENDMENT OF YOUR DRAFT TERMS OF REF FROM QUOTE THROUGH UNQUOTE TO QUOTE UNDER THE HEAD OF MISSION UNQUOTE. THIS WOULD PUT HIM IN THE SAME POSITION AS OFFICERS OF OTHER DEPTS HERE.

*doubt if there
will be
any
problem.*

DK

3. WE SUGGEST THAT THE TERMS OF REF BE MODIFIED TO READ AS FOLLOWS: QUOTE DUTIES AND RESPONSIBILITIES EXTER AID OFFICE SENIOR RESIDENT ENGINEERS UNDER THE DIRECTION OF THE DIRGEN, EXTAID OFFICE AND UNDER THE HEAD OF MISSION: (1) ESTABLISHING AND MAINTAINING LIAISON AND GOOD RELATIONS WITH CENTRAL AND STATE AUTHORITIES AT THE TECHNICAL LEVEL IN THE COUNTRIES RECEIVING CAPITAL ASSISTANCE. (2) INVESTIGATING NEW PROJECTS REQUESTED BY ELIGIBLE RECIPIENT COUNTRIES, DETERMINING THEIR FEASIBILITY, PROPOSED METHOD OF

PAGE TWO 2935 CCONF

CONSTRUCTION AND THE EXTENT AND FORM OF ASSISTANCE THAT MAY BE
REQUIRED.(3)INSPECTION OF CONSTRUCTION PROJECTS AND MONITORING
PROGRESS OF WORK,ACCOMPANYING AND PROVIDING INFO AND ASSISTANCE
TO CDN CONTRACTORS,CONSULTANTS,ENGINEERS AND SURVEYORS ENTERING
THE COUNTRY TO CARRY OUT INVESTIGATIONS OR CONSTRUCTION OF CAPITAL
ASSISTANCE PROJECTS.(4)KEEPING THE HEAD OF MISSION INFORMED
OF ANY MATTERS ON WHICH ACTION MAY BE NECESSARY TO ENSURE THAT THE
TERMS OF THE PROJECT AGREEMENTS WHICH DEFINE THE RESPECTIVE
RESPONSIBILITY OF THE TWO PARTICIPATING GOVTS ARE FULFILLED.(5)
REPORTING ON PROBLEMS ENCOUNTERED,NECESSARY CHANGES IN THE SCHEDULE
OF SUPPLY OF EQPT AND MATERIALS AND PERS TO MEET THE
CONSTRUCTION SCHEDULE.(6)PERFORMING OTHER RELATED DUTIES AS
REQUIRED.UNQUOTE.

THE FOLLOWING ARE NOTES ON PARAS IN ABOVE REDRAFT.PARA(2)-WE HAVE
DELETED THE WORDS QUOTE DETERMINING THEIR PRIORITY IN THE ECONOMIC
DEVELOPMENT PROGRAMME OF THE COUNTRY UNQUOTE AS THAT FUNCTION WOULD
APPEAR TO BE THE RESPONSIBILITY OF THE MISSION AS A WHOLE,INVOLVING
PARTICULARLY THE COMMERCIAL,ECONOMIC AND POLITICAL OFFICERS
RATHER THAN AN ENGINEERING EXPERT.PARA(3)-WE HAVE ADDED WORDS QUOTE
AND ASSISTANCE UNQUOTE IN THE HOPE THAT HIS HELP TO SUCH CONTRACTORS,
ETC,MIGHT EXTEND TO MORE THAN PROVIDING INFO IF HIS TIME PERMITS.
PARA(6)ENGINEER WOULD,WE HOPE, HAVE TIME TO PERFORM TASKS LIKE
CHECKING ON HANDLING ARRANGEMENTS IN INDIA FOR CDN SHIPMENTS OF
WHEAT,FLOUR,MILK POWDER,AND(SOON)FERTILIZER IN PAPER BAGS.

...3

PAGE THREE 2935 CONFD

5. I STRONGLY HOPE BLAINE WILL GET HERE IN TIME TO VISIT ALL PROJECTS IN COOLER WEATHER WHICH ENDS IN MAR. IN PARTICULAR I WOULD MUCH WELCOME BLAINE ACCOMPANYING ME ON MY VISIT TO OUR MAJOR PROJECTS AT IDIKKI AND KUNDAH. I PLAN TO LEAVE DELHI JAN 1.

6. I WOULD AGAIN STRESS NEED FOR ENGINEER TO BE PROVIDED WITH CDN STENO IN VIEW OF OUR OVERTAXED STENOGRAPHIC RESOURCES BUT NEITHER THIS REQUIREMENT NOR WORKING OUT OF PRECISE TERMS OF REF SHOULD DELAY HIS ARRIVAL.

7. ASSUME FOR GREATER LOCAL ACCEPTABILITY BLAINE WILL NOT RPT NOT USE MILITARY RANK ON HIS CARDS OF DPL LISTING. WHERE WILL HE COME ON LIST AND WHEN CAN WE EXPECT HIM?

GEORGE

BW032

PP ESTE RR OTT

DE WDC

PR 081644Z

FM WASHDC DEC8/67

TO EXTAID 4575 PRIORITY

INFO PRMNY EXTER

REF OURTEL 4512 DEC4

EXTAID REPS ABROAD

APPOINTMENTS HAVE NOW BEEN MADE FOR MESSRS BLAINE MOFFORD WEBB
AND DAWES AT WORLD BANK ON MON DEC11 AND AT AID ON DEC12 WITH
OPPORTUNITY FOR FOLLOW UP TALKS ON DEC13. DETAILS WILL BE IN LET
FOR BLAINE AT GRAMMERCY INN SUN EVENING. WE SUGGEST THEY MIGHT
CALL AT EMB(STONE) AT AROUND 10:30 AM MON.

38-1-CIDA-SCOR

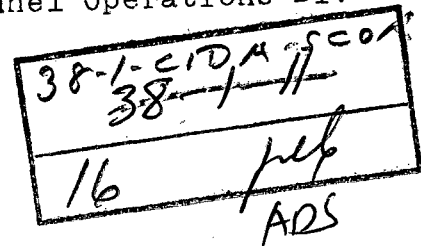
38-1-11	
31	9

E

W. Small
Dec 8/67
Copy to
Com. Sec. Affairs
DW
HH
AK

cc: Economic Division ✓

Personnel Operations Div



FM SAIGN DEC3/67 CONF

TO TT EXTER 1261 IMMED DE DELHI

INFO TT EXTAID DE OTT

REF YOURTEL Y719 DEC4

POSTING OF EXTAID OFFICER

WE WELCOME DECISION TO POST EXTAID OFFICER EXPERIENCED IN ADMIN
OF AID PROGRAMMES TO SAIGN. WHILE WE APPRECIATE THAT AID WORK
LOAD WILL BE INCREASING IT SEEMS TO US THAT IT COULD STILL BE
CARRIED LARGELY BY ONE EXPERIENCED OFFICER AND SUPPORTING STAFF
EXCEPT DURING RELATIVELY SHORT PERIODS OF PEAK ACTIVITY SUCH AS
PROCESSING OF SCHOLARSHIP APPLICATIONS WHICH REQUIRED TEMPORARY
ASSIGNMENT OF MISS PESCHO LAST SUMMER. WE VERY MUCH HOPE THEREFORE
THAT YOU WILL AGREE THAT NEW ARRANGEMENTS COULD PERMIT RELEASING
LONGMUIR FOR THREE OR FOUR MONTH PERIOD BEGINNING MID JAN FOR
DUTY IN HANOI. WHILE IN PARA SIX OF YOURTEL P04500 SEP3 POSSIBILITY
WAS RAISED OF ASSIGNING LONGMUIR TO HANOI AFTER ONE YEAR IN
SAIGN WE BELIEVE IN VIEW OF NEW DEVELOPMENT, PERSONAL SUITABILITY
AND GROWING URGENCY FOR EXTER TO TAKE OVER POSITION OF PERMREP
IN HANOI THAT LONGMUIR COULD GO FOLLOWING BREAKING IN PERIOD OF
NEW EXTAID OFFICER. WE SHOULD APPRECIATE YOUR CONCURRENCE.

2. WE HAVE SOME MISGIVINGS OVER PROPOSED STATUS OF EXTAID OFFICER
AS LONG AS HE IS TO USE OFFICE ACCOMMODATION AND INEVITABLY
SEVERAL OTHER FACILITIES OF CANDEL. IT WOULD BE PREFERABLE IN
OUR VIEW TO MAKE HIS STATUS AS SIMILAR TO LONGMUIRS AS POSSIBLE OR

...

PAGE TWO 1261 CONFD

ALTERNATIVELY TO EXPLAIN HIS PRESENCE AS TEMPORARY ARRANGEMENT
SIMILAR TO THAT OF MISS PESCHL LAST SUMMER AND EXPLAIN THIS TO
INDIAN CHAIRMAN AND VIETNAMESE AUTHORITIES AS SUGGESTED IN YOUR
PARA FIVE. WITH REGARD TO TRANSPORTATION IT WOULD BE UNREALISTIC
TO EXPECT ASSISTANCE FROM VIETNAMESE AUTHORITIES. HIS NEED OF SEPAR-
ATE CAR AND DRIVER ARRANGEMENTS WOULD DEPEND LARGELY ON HIS LIVING
ACCOMMODATION (PRESUMABLY AT OR CLOSE TO DOWNTOWN HOTELS OCCUPIED
BY CANDEL) AND WORK CONNECTED WITHIN CITY. TO SOME EXTENT WE SHOULD
BE ABLE TO ACCOMMODATE HIM DISCREETLY WITH COMMISSION TRANSPORT
BUT PROVISION SHOULD BE MADE FOR RENTAL OF CAR AND DRIVER AS
REQUIRED. AS YOU KNOW OFFICE ACCOMMODATION IS ALREADY VERY CROWDED
AND ADDITIONAL OFFICE SPACE WILL BE LOST WITH INSTALLATION OF
TELEX EQPT. THIS PLUS PRESENCE OF BOTH LONGMUIR AND EXTRAID OFFICER
FOR ANY LENGTH OF TIME WOULD PLACE EXTREMELY HEAVY STRAIN ON
EXISTING PRIMITIVE OFFICE ACCOMMODATION. WHEN MEDICAL TEAM WAS
HERE WE DISCUSSED POSSIBILITY OF ATTACHING AID ATTACHE TO BRIT EMB.
OFFICER COULD STILL WORK WITH DEL BUT BE IN STRENGTH OF BRIT EMB.
THIS WOULD FACILITATE HIS ACCEPTANCE WITHIN CANDEL AND WHILE
WE HAVE NOT RPT NOT YET RAISED MATTER WITH EMB WE HAVE NO RPT NO
REASON TO THINK THEY WOULD NOT RPT NOT ACCOMMODATE US. GRATEFUL
FOR YOUR VIEWS.

Edonomic/V.C.Moore/mbs

38-1-CIDA-SCOR	
38-1-11	
16	9

CONFIDENTIAL

Ottawa, December 8, 1967

Dear Russ,

Further to my letter of December 6, I enclose for your information a copy of our telegram No. 4203 to New Delhi in reply to New Delhi's enquiry concerning the terms of reference for External Aid Resident Engineers.

Yours sincerely,

V. C. MOORE

V.C. Moore

Mr. J.R. McKinney, High Commissioner,
P.O. Box 1246,
Port of Spain,
Trinidad.

MESSAGE

38-1-CIDA-500R

FM/DE	EXTERNAL - OTTAWA	DATE	FILE/DOSSIER	SECURITY
		DEC 11/67	4-6-2-XAO	SECURITE
			NO	PRECEDENCE
TO/A	NEW DELHI, RAWALPINDI, PORT OF SPAIN	A-5269		ROUTINE
INFO	T & C (R.K. THOMSON)			

REF

MY IMMEDIATELY PRECEDING TELEGRAM

SUB/SUJ

POSTING OF EXT AID PERSONNEL ABROAD

FOLLOWING ARE REVISED TERMS OF REFERENCE FOR SENIOR RESIDENT ENGINEERS: BEGINS:

THE SENIOR RESIDENT ENGINEER WILL SERVE AS A TECHNICAL AND ENGINEERING ADVISER AND ASSIST THE HEAD OF MISSION BY:

1. INVESTIGATING NEW CAPITAL PROJECTS REQUESTED BY ELIGIBLE RECIPIENT COUNTRIES, ASSESSING THEIR PRIORITY IN THE ECONOMIC DEVELOPMENT PROGRAMME OF THE COUNTRY, THEIR FEASIBILITY, PROPOSED METHOD AND SCHEDULE OF CONSTRUCTION AND THE EXTENT AND FORM OF ASSISTANCE THAT MAY BE REQUIRED.
2. RECOMMENDING WHEN PRE-INVESTMENT STUDIES SHOULD BE MADE PRIOR TO CONSIDERATION OF NEW REQUESTS FOR PROJECT ASSISTANCE.
3. ARRANGING FOR THE PROVISION OF ADDITIONAL INFORMATION WITH RESPECT TO CAPITAL PROJECTS AS MAY BE REQUIRED BY THE PLANNING OR CAPITAL ASSISTANCE DIVISION OF THE EXT AID OFFICE.

...2

DISTRIBUTION
LOCAL/LOCALE

STANDARD DIST.

cc: See Attached List

ORIGINATOR/REDACTEUR	DIVISION	TELEPHONE	APPROVED/AUTORISE
SIG. D.B. WILSON/agd	Admin. Services	2-6497	SIG. <i>David Wilson</i>

- 2 -

4. INSPECTING CONSTRUCTION PROJECTS AND MONITORING PROGRESS OF WORK;
ACCOMPANYING AND PROVIDING INFORMATION TO CANADIAN CONTRACTORS,
CONSULTANTS, ENGINEERS AND SURVEYORS ENTERING THE COUNTRY TO CARRY
OUT INVESTIGATIONS OR CONSTRUCTION OF CAPITAL PROJECTS.
 5. ENSURING THAT THE TERMS OF THE PROJECT AGREEMENTS WHICH DEFINE THE
RESPECTIVE RESPONSIBILITIES OF THE TWO PARTICIPATING GOVERNMENTS ARE
FULFILLED.
 6. MAINTAINING LIAISON BETWEEN DEPARTMENTS OF RECIPIENT GOVERNMENTS
RESPONSIBLE FOR PROJECT IMPLEMENTATION AND CANADIAN CONSULTANTS AND
CONTRACTORS ENGAGED TO CARRY OUT THE WORK.
 7. EVALUATING THE PROGRESS, COSTS AND COMPETENCE OF BOTH CANADIAN AND
LOCAL PERSONNEL ASSOCIATED WITH ON-GOING PROJECTS, IDENTIFYING AREAS
IN WHICH IMPROVEMENT AND MODIFICATIONS ARE NECESSARY, AND INITIATING
OR RECOMMENDING ACTION TO BE TAKEN.
 8. VISITING AND ASSESSING COMPLETED PROJECTS AND REPORTING ON THEIR
EFFECTIVENESS.
 9. PROVIDING ENGINEERING AND TECHNICAL ADVICE REGARDING THE PROCESSING
AND IMPLEMENTATION OF TECHNICAL ASSISTANCE PROJECTS.
 10. CARRYING OUT OTHER RELATED DUTIES AS MAY SUBSEQUENTLY BE DETERMINED.
- ENDS.

cc: Ext. Aid Office (G.P. Kidd, O. Landry and 3 extras)
Economic Division (D. Kirkwood and D. Small)
Pers. Ops. Div. (J.M. Cook and Miss O. Hobbs)
S & P Div. (M. Grant)
Commonwealth Div.
Finance Div.
Protocol Div.
T.H. Bennett, Fin. Man. Adviser
F. Hooton, O/USSEA
Treasury Board (M.G. Clark)

REFERENCES NOT DONE IN DIVISION

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

38-1-11

hp
ADS

TO
A
External Aid Office
Economic Division
Personnel Operations Division
Supplies and Properties Division

ADS
Mr. Small

SECURITY
Sécurité

CONFIDENTIAL

DATE

December 11, 1967

FROM
De

D.B. Wilson,
Administrative Services Division

I have discussed

REFERENCE
Référence

SUBJECT
Sujet

Posting of External Aid Personnel Abroad

Some amendments and additions (including but not limited to those shown) with Mr. Wilson,

NUMBER
Numéro

FILE	38-1-CIDA-560R	DOSSIER
OTTAWA	46-2-XAO 38-1-11	
MISSION	16	

ENCLOSURES
Annexes

and told him it is OK with us. He will clear final text with E.A.O., and release. D/K

Attached for your urgent consideration is a draft

DISTRIBUTION

...
telegram A-5268 which we hope to send off today. Please let us know by 4 o'clock this afternoon if there is anything in the draft that you would wish us to change.

DAVID B. WILSON

David Wilson,
Administrative Services Division.

D R A F T

MESSAGE

FM/DE	EXTERNAL - OTTAWA	DATE	FILE/DOSSIER	SECURITY SECURITE
		DEC 11/67	4-6-2-XAO	CONF
TO/A	NEW DELHI, RAWALPINDI, PORT OF SPAIN	NO	PRECEDENCE	
		A-5268	ROUTINE	
INFO	T & C (R.K. THOMSON)			

REF

SUB/SUJ

POSTING OF EXT AID PERSONNEL ABROAD

MY IMMEDIATELY FOLLOWING TEL CONTAINS TEXT OF REVISED TERMS OF REFERENCE FOR YOUR SENIOR RESIDENT ENGINEERS, AS AGREED WITH EXT AID NOV 29. WE HOPE YOU WILL AGREE THAT YOUR VARIOUS COMMENTS OVER PAST TWO MONTHS HAVE BEEN TAKEN INTO ACCOUNT AND YOUR SUGGESTIONS MET, AS FAR AS IS PRACTICABLE. NATURALLY WE WOULD WELCOME ANY FURTHER VIEWS YOU MAY WISH TO EXPRESS BUT, UNLESS THEY CALL FOR URGENT CONSIDERATION HERE, WE WOULD HOPE SUCH COMMENTS COULD BE DEFERRED UNTIL YOU HAVE OPPORTUNITY TO EXAMINE COPIES WE SHALL SOON FORWARD TO YOU BY BAG OF LETTERS TO BE EXCHANGED BETWEEN USSEA AND DG OF EXT AID SETTING OUT FULLY THEIR UNDERSTANDING OF THE ARRANGEMENTS TO GOVERN THE ASSIGNMENT OF EXT AID PERSONNEL TO MISSIONS ABROAD. *TERMS OF REF FOR ENGINEERS ARE TO BE READ WITHIN BROADER FRAMEWORK ESTABLISHED IN THAT*

2. THE SENIOR RESIDENT ENGINEERS WILL, BY A RECENT TREASURY BOARD *OR RESPONDER* DECISION, COME UNDER THE FOREIGN SERVICE REGS AT THE FS SIX LEVEL WHEN THEY ARE TRANSFERRED ABROAD AND, FOR PURPOSES OF ADMINISTERING THOSE AND OTHER RELEVANT REGS, THE ENGINEERS ARE TO BE SECONDED TO THIS DEPT DURING THEIR TOURS OF DUTY ABROAD. AS FULLY INTEGRATED MEMBERS OF THEIR RESPECTIVE

...2

DISTRIBUTION
LOCAL/LOCALE

STANDARD DIST.

cc: See Attached List

ORIGINATOR/REDACTEUR

DIVISION

TELEPHONE

APPROVED/AUTORISE

SIG.....D.B. WILSON/agd.....

Admin. Services

2-6497

SIG.....

- 2 -

MISSIONS, THOSE OFFICERS WILL BE RESPONSIBLE TO THE HEAD OF POST EITHER DIRECTLY OR THROUGH AN OFFICER DESIGNATED BY HIM, AS MAY BE APPROPRIATE.

3. FOR PURPOSES OF YOUR DIPLOMATIC LIST, THE ATTACHE (EXT AID) SHOULD COME AFTER THE DIPLOMATIC OFFICERS AND, WITH RESPECT TO THE ATTACHES (IMMIGRATION), THEY SHOULD TAKE PRECEDENCE ACCORDING TO THEIR FS SIX RANK.

4. THE TARGET DATE FOR ARRIVAL AT YOUR POST CONTINUES TO BE MID-JAN. WE SHALL CONFIRM DATES AND DETAILS OF ACCOMPANYING DEPENDANTS NEARER THE TIME.

5. THE ATTACHES ~~ARE UNDERSTOOD TO BE PLANNED~~ ^{EXPECT} TO HAVE THEIR PERSONALLY-OWNED VEHICLES SHIPPED TO THEIR POSTS, AND TO ~~BE PREPARED~~ TO USE THEM ON THEIR OFFICIAL BUSINESS INCLUDING FIELD TRIPS WHERE FEASIBLE. THUS NO ADDITIONAL BURDEN SHOULD BE PLACED ON YOUR OFFICIAL TRANSPORTATION FACILITIES EXCEPT PERHAPS FOR BRIEF PERIOD AT FIRST PENDING ARRIVAL OF THEIR AUTOMOBILES. CONCERNING OTHER OFFICIAL TRAVEL, THERE WILL BE NO NEED TO INCREASE THE BUDGETS OF YOUR RESPECTIVE POSTS BECAUSE ALL EXPENSES OF THE ATTACHES OTHER THAN OFFICE SPACE AND SECRETARIAL SUPPORT STAFF WILL BE RECOVERABLE FROM EXT AID.

FOR NEW DELHI ONLY

6. CONCERNING COMMENTS IN YOURTEL 2935 DEC 4, WE HOPE YOU WILL AGREE THAT SPECIFIC SUGGESTIONS FOR MORE DETAILED TERMS OF REFERENCE ARE NOT REALLY NECESSARY, SINCE PARTICULAR DUTIES YOU MENTION ARE EITHER IMPLICIT OR EXPLICIT IN REVISED TEXT IN MY NEXT FOLLOWING TEL. REF TIMING, WE REGRET BLAINE COULD NOT ARRIVE BEFORE YOUR PLANNED DEPARTURE DATE JAN 1. WOULD IT BE FEASIBLE FOR YOU TO DELAY YOUR TRIP TO IDIKKI AND KUNDAH FOR A FORTNIGHT OR SO? REF SUPPORT STAFF, TREASURY BOARD HAS DRASTICALLY CUT BACK OUR REQUESTS FOR ADDITIONAL STAFF AND WE WERE OBLIGED TO INFORM EXT AID ON DEC 4

...3

- 3 -

THAT WE ARE UNABLE TO GIVE ANY INDICATION WHEN WE MIGHT HAVE AN ADDITIONAL STENOGRAPHER AT YOUR POST. WE ASSUME HOWEVER MAXIMUM USE WOULD BE MADE OF LOCAL STAFF FOR UNCLASSIFIED WORK. WOULD IT HELP IF WE PROVIDED DICTATING AND TRANSCRIBING EQUIPMENT? REF PROTOCOL, BLAINE WILL NOT ^{USE} LOSE HIS FORMER MILITARY RANK IN ANY WAY. CONCERNING REPRESENTATION, WE ASSUME FSO FOUR LEVEL DIRECT REPRESENTATION ALLOWANCES SHOULD BE ADEQUATE. DO YOU AGREE? REF OFFICE SPACE, EXT AID ACCEPT THAT BLAINE WILL HAVE TO BE IN CHANCERY ANNEX. REF LIVING ACCOMMODATION, SUPPLIES AND PROPERTIES DIVISION ARE HOPING TO ACT ON ADVICE IN PARA FIVE YOURTEL 2405 OF OCT 9.

FOR PORT OF SPAIN ONLY

6. WE SHALL SEEK TREASURY BOARD AUTHORITY FOR DIRECT REPRESENTATION ALLOWANCE AT ABOUT DOLLARS 1,500 LEVEL, AND SUBJECT TO REVIEW IN LIGHT OF EXPERIENCE OF MOFFORD'S HOSPITALITY PROGRAMME REQUIREMENTS. REF SUPPORT STAFF, WE HAVE PROMISED EXT AID THAT WE SHALL ENDEAVOUR TO HAVE YOUR VACANT STENOGRAPHER POSITION FILLED BY APR ONE, AND HAVE TOLD THEM THAT WE HAVE PROPOSED TO YOU WHAT WE HOPE WILL BE AN ACCEPTABLE (THOUGH TEMPORARY) SOLUTION. CONCERNING OFFICE SPACE, EXT AID ACCEPT THAT MOFFORD WILL HAVE ROOM OUTSIDE SECURE AREA BUT ON SAME FLOOR AS CHANCERY.

FOR RAWALPINDI ONLY

6. REGRET WE DID NOT GIVE YOU BEFORE NOW THE ASSURANCE REQUESTED IN PARA ONE YOURTEL 980 SEP 20. WE AND EXT AID TAKE THE POINT YOU MADE, AND HOPE YOU WILL AGREE THAT REVISED TERMS OF REFERENCE DO NOT CONFLICT IN ANY WAY. REF DIRECT REPRESENTATION ALLOWANCE, WE SHALL REQUEST TREASURY BOARD TO PROVIDE FULL SCALE FOR FSO FOUR LEVEL. WE ASSUME THIS SHOULD BE ADEQUATE.

...4

- 4 -

FOR WEBB'S PURPOSES AND, SINCE USE MADE OF THESE FUNDS WOULD BE ACCOUNTABLE TO YOU, THERE SHOULD BE AMPLE CONTROL OVER PACE AND DIRECTION OF HIS HOSPITALITY PROGRAMME. REF OFFICE SPACE, WE ARE GRATEFUL YOU CAN ACCOMMODATE WEBB WITHIN SECURE AREA OF CHANCERY. WE WOULD NOT HOWEVER WISH HIM TO LIVE IN DACCA (~~EXT AID SEE NO MERIT~~ ^{NET ADVANTAGE} IN THIS). REF SUPPORT STAFF, TREASURY BOARD HAS DRASTICALLY CUT BACK OUR REQUESTS FOR ADDITIONAL POSITIONS, AND WE WERE OBLIGED TO INFORM EXT AID THAT WE ARE UNABLE TO GIVE ANY INDICATION WHEN WE MIGHT HAVE AN ADDITIONAL STENOGRAPHER AT YOUR POST. WE ASSUME MAXIMUM USE WOULD BE MADE OF LOCAL STAFF FOR UNCLASSIFIED WORK. WOULD IT HELP IF WE PROVIDED DICTATING AND TRANSCRIBING EQUIPMENT?

cc: Ext. Aid Office (G.P. Kidd, O. Landry and 3 extras)

Economic Division (D. Kirkwood and D. Small)

Pers. Ops. Div. (J.M. Cook and Miss O. Hobbs)

S & P Div. (M. Grant)

Commonwealth Div.

Finance Div.

Protocol Div.

T.H. Bennett, Fin. Man. Adviser

F. Hooton, O/USSEA

Treasury Board (M.G. Clark)

REFERENCES NOT DONE IN DIVISION

38-1-CIDA-SCOR
38-1-11
16 9

OTTAWA, December 12, 1967

Dear Denis,

Set out below is the sentence I suggested concerning the paper on Assignment of EAO Personnel Abroad:

"As my only other point relating to this paper, I assure that the final sentence of the second paragraph should be interpreted to mean that there will be no change in the content or application of the procedures set out in Circular Document Admin. 14/64, and that my relationship with missions abroad and with officers in them engaged on aid work will remain exactly as it now is and will not be altered as a result of the fact that some of those officers will henceforth be from the External Aid Office."

Yours sincerely,

D.H.W. KIRKWOOD

(D.H.W. Kirkwood)

Mr. Denis Hudon,
External Aid Office,
75 Albert Street,
Ottawa

MESSAGE

38-1-CIDA-SCOR

Mr. Moore to see

FM/DE

EXTERNAL

DATE

FILE/DOSSIER

SECURITY
SECURITE

DEC 14/67

~~38-1-11~~

16

CONF I

TO/A

SAIGON

NO

PRECEDENCE

Y-757

PRIORITY

INFO

EXTAIT

Mr. Moore to see
Mr. Drake to see
38-1-11
ADS

REF

YOURTEL 1261 DEC68

SUB/SUJ

POSTING OF EXTAID OFFICER

WE APPRECIATE YOUR DESIRE TO POST FSO TO HANOI AND CONTINUE TO KEEP THIS REQUIREMENT IN MIND. IN PRESENT CIRCUMSTANCES HOWEVER WE DO NOT CONSIDER THAT LONGMUIR CAN BE SPARED FOR THIS ASSIGNMENT. IN OUR VIEW A HIGH PRIORITY HAS TO BE GIVEN TO ENSURING ADEQUATE FIELD ADMINISTRATION OF RAPIDLY EXPANDING AID PROGRAMME. THIS WAS BASIS FOR PROVIDING YOU WITH ADDITIONAL OFFICER TO ASSIST IN AID ADMINISTRATION. TRANSFER OF LONGMUIR AT THIS TIME WOULD DEFEAT PURPOSE OF POSTING EXTAID OFFICER, I.E. TO STRENGTHEN CAPACITY OF YOUR POST TO HANDLE ITS AID RESPONSIBILITIES. WE EXPECT AID WORK TO BE INCREASINGLY HEAVY DURING NEXT FEW MONTHS WITH CHANGES AT QUANG NGAI, INAUGURATION OF QUI NHON PROJECT AND CONSEQUENT INTERNAL TRAVEL BY YOUR AID OFFICERS. WE OF COURSE PLAN TO KEEP THIS MATTER UNDER REVIEW AND INDEED THIS WAS PURPOSE OF INITIALLY POSTING EXTAID OFFICER FOR SIX MONTHS.

.../2

DISTRIBUTION
LOCAL/LOCALE

NO STD (15 cc for Far Eastern)

Personnel Ops
Economic

ORIGINATOR/REDACTEUR

DIVISION

TELEPHONE

APPROVED/AUTORISE

SIG

SIG

Extaid/Far Eastern
E. Drake/ JD Seaton

Far Eastern

-2-

2. WE ARE NOT ATTRACTED TO IDEA OF ATTACHING NEW OFFICER TO BRITISH EMEASSY SINCE WE BELIEVE CDN AID FUNCTIONS SHOULD BE PERFORMED WHEREVER POSSIBLE UNDER CDN FACILITIES. WE, THEREFORE, MUCH PREFER POSTING TO CANDEL WHICH IS ONLY CONTINUATION OF ARRANGEMENT WHICH HAS BEEN CARRIED ON SINCE 1956 WITHOUT COMPLAINT FROM COMMISSION PARTNERS.

3. IF YOU WISH TO DESCRIBE PRESENT POSTING TO INDIANS AND VIETNAMESE AS TEMPORARY ARRANGEMENT SUBJECT TO REVIEW, WE WOULD HAVE NO OBJECTION, AND YOU SHOULD OF COURSE MAKE IT CLEAR THAT THIS WILL CONSTITUTE NO CHARGE AGAINST COMMISSION FUNDS. IT IS POSSIBLE THAT IT MAY BE NECESSARY TO POST EXTRAID OFFICERS ON LONG TERM ARRANGEMENT AND WE WANT TO BE CAREFUL TO AVOID ANY RISK OF MISLEADING OTHER COMMISSION MEMBERS. ALSO WE PREFER STATUS QUOTE SPECIAL ADVISER UNQUOTE, UNLESS YOU SEE MAJOR OESTACLES TO THIS COURSE.

4. WE APPRECIATE THAT EXTRA OFFICER WILL INCREASE PRESSURE ON YOUR LIMITED OFFICE SPACE AND TRANSPORT FACILITIES AND WE ARE GRATEFUL FOR YOUR WILLINGNESS TO WORK OUT SUITABLE ARRANGEMENTS LOCALLY. EXTRAID IS PREPARED TO RENT CAR AND DRIVER, IF NECESSARY.

5. EXTRAID OFFICER SELECTED IS MISS FRANCESCA PESCHL, ARRIVING AIR VIETNAM 1250 HOURS DECEMBER 31. SHE IS A PM.4 AT SALARY OF \$9354 AND WILL BE ON ACTUAL EXPENSES. SHE SHOULD BE PLACED ON DELEGATION LIST AFTER DMA BUT AHEAD OF DAGG AND LONGMUIR. GRATEFUL YOU RESERVE HOTEL ROOM PREFERAPLY AT CONTINENTAL.

000376



CONFIDENTIAL

DIRECTOR GENERAL
DIRECTEUR GÉNÉRAL

EXTERNAL AID OFFICE
BUREAU DE L'AIDE EXTÉRIEURE
OTTAWA 4

December 15, 1967.

38-1-11
hpb
ADS

Mr. M. Cadieux,
Under-Secretary of State for
External Affairs,
East Block,
Ottawa, Ontario.

38-1-CIDA-SCOR 38-1-11
16

Dear Mr. Cadieux:

Thank you for your letter of November 30, 1967, on the procedures and arrangements governing activities in the aid field which are of joint interest to your Department and the External Aid Office. The three papers attached to your letter as well as the suggestions made in your letter are acceptable to me.

OK
DK Your proposal that a Standing Committee to be chaired by your Department should be established is, I think, a good one. I notice that on page 2 of your letter you suggest that the matters to be dealt with through the Standing Committee should extend beyond the five points mentioned at the end of the section of the paper entitled "Deployment of Overseas Personnel" to cover as well some of the practical administration aspects. I agree entirely. I would only add that continuity in mission personnel responsible for aid matters is important and I would hope that the Standing Committee give due weight to this question as well.

OK
DK The only other observation that I would make relating to this paper is that I assume that the final sentence of the second paragraph should be interpreted to mean that there will be no change in the content or application of the procedures set out in Circular Document Admin.14/64 and that my relationship with missions abroad and with officers in them engaged on aid work will remain exactly as it now is and will not be altered as a result of the fact that some of those officers will henceforth be from the External Aid Office.

I agree that an early meeting of the Standing Committee would be useful and we would be prepared to participate in such a meeting as soon as it is convenient for your Department to call one.

Yours sincerely,

M.F. Strong.

19.12.64(us)

000377

38-1-11

OTTAWA, December 18, 1967.

The Director General,
External Aid Office,
OTTAWA.

Attention: Mr. George Kidd,
Deputy Director General

38-1-CIDA-560R
38-1-11
16 9

Mr. R.V. Gorham of this Department, who recently served in New Delhi, has brought to our attention certain personal observations about the personal transport arrangements for the senior resident engineer assigned to New Delhi which he thought you might wish to consider, if you have not already done so.

Mr. Gorham has suggested that you might wish to consider providing for a driver to accompany the engineer on any field trips which he would take with his own personal automobile. He said that his own experience in India and that of others at the Mission had shown that a driver was not a luxury but a necessity on any long trips out of the capital because of considerations of safety and personal efficiency. A driver is necessary to act as interpreter and to arrange for minor repairs which are often necessary because of the general road conditions in India. He can also act as caretaker for the car during stop-overs. Furthermore, the rigours of driving in the intense heat and dust of India and coping with local traffic and road conditions can be an exhausting experience which would leave the engineer little energy to deal with business matters.

Mr. Gorham also recommended that, because of the lack of spare parts and of the poor service locally, the engineer should take with him an extra set of tires for the car, together with such parts as an air pump, fan belt, oil filters, a tubeless patching kit, etc., and such things as an extra wheel and an extra powerful horn in order to obtain road clearance during cross-country trips. (Mr. Gorham suggested, in fact, a small freon gas horn commonly used by yachting enthusiasts.)

Mr. Gorham believes that most of these points have already been made in the Mission Post Report which is, presumably, available to you but he would be pleased to talk at any time to the engineer if he wished further information which might be helpful to him in his posting.

We are sure that many of the foregoing observations would also be applicable to the engineer being posted to Rawalpindi.

V. C. MOORE

Under-Secretary of State
for External Affairs

MESSAGE

Document disclosed under the Access to Information Act -
Document divulgué en vertu de la Loi sur l'accès à l'information

38-1-CIDA-5001

DATE Dec.18/67		FILE/DOSSIER 462 YAO 38-1-11 16		SECURITY SECURITE
FM/DE EXTERNAL OTTAWA		NO A-5346		CONFIDENTIAL PERS INFO PRECEDENCE
TO/A NEW DELHI				ROUTINE
INFO RAWALPINDI, PORT OF SPAIN, MR. THOMSON T&C				38-1-11 h A25

REF

YOURTEL 3056 DEC 15

SUB/SUB

POSTING OF EXT AID PERSONNEL ABROAD

WE SHALL BE LOOKING INTO POSSIBILITY SUGGESTED IN YOUR PARA 5 HIRING MRS. OGAICK. MEANWHILE WE WISH TO CORRECT AT ONCE MISUNDERSTANDING REPORTED IN YOUR PARA 4. FOR THE RECORD, IF AND WHEN WE AUTHORIZE YOU TO HIRE AN EXTRA LOCALLY-ENGAGED STENOGRAPHER WE SHALL STATE SALARY LEVEL, DUTIES OF POSITION, AND EFFECTIVE DATE OF CHANGE IN YOUR LOCAL STAFF ESTABLISHMENT. IN OURTEL A5268 WE DID NONE OF THESE THINGS. OUR SUGGESTION THAT YOU MAKE MAXIMUM USE OF LOCAL STAFF AS CONTRUBUTION TO SOLUTION OF PROBLEM CREATED BY SHORTAGE OF CANADIAN SECRETARIAL SUPPORT SERVICES WAS OF COURSE INTENDED TO CONVEY THAT WE EXPECT YOU TO USE LOCAL STAFF RATEHR THAN CANADIAN STENOS FOR ALL UNCLASSIFIED WORK.

**DISTRIBUTION
LOCAL/LOCALE**

NO STANDARD

c.c. Personnel Services

c.c. External Aid

c.c. Economic

c.c. Personnel Operations

(Done in Division)

ORIGINATOR/REDACTEUR

DIVISION

TELEPHONE

APPROVED/AUTORISE

SIG.....
D.B. WILSON/pb

Admin. Services

2-6497

SIG.....
DAVID B. WILSON



DIRECTOR GENERAL
DIRECTEUR GÉNÉRAL

Mr. M. Cadieux, Q.C.,
Under-Secretary of State
for External Affairs,
O T T A W A.

Dear Mr. Cadieux:-

As you likely have been informed by your own officials, arrangements for the posting of Field Engineers to your Missions in Rawalpindi, New Delhi and Port-of-Spain are nearing completion. Agreed terms of reference for these Engineers have been developed and forwarded to the Heads of these Posts by your Department. The target date for departure from Ottawa is mid-January.

In discussions with officials of your Department, it has been agreed that these three Engineers should be seconded to your Department for purposes of the Foreign Service Regulations. In this regard, it is understood that, as a result of these arrangements, your Department will take such action as is necessary to obtain the required approval for Representation Allowances and to establish such other allowances as are payable to these officers in accordance with their rank. Under these arrangements your Department will pay the allowances directly to the officers and recover from the External Aid Office through provision of the usual financial encumbrance. Accordingly, I hope that you are in agreement that these officers would be considered as being seconded to your Department for purposes of the Foreign Service Regulations, with effect on January 1, 1968.

Officers of your Department have also agreed to provide a number of other administrative services associated with the posting of these Engineers. For example, it has been agreed that your Department would undertake to provide office accommodation and support services, as required, within the capabilities available, the location of living accommodation and procurement at our cost of necessary furniture and furnishings. As far as arrangements for travel and removal of personal effects are concerned, it has been decided that this Office may as well continue with this responsibility since some of the arrangements already have been initiated.

In conclusion, I would like to take this opportunity to thank you and the senior officers of your Department for the co-operation and assistance that has been provided to the External Aid Office in this matter.

Yours sincerely,

M. E. Strong

EXTERNAL AID OFFICE
BUREAU DE L'AIDE EXTÉRIEURE

OTTAWA

December 16, 1967

381-CDA-5
38-1
NOTES
ADJUTANT
JAN 1968

*OK but not enough
we need political
officers.
This seems
to me to be
a case of
wrong priorities*

*The Under Secretary
Mr. Strong*

26.12.40/05

000380

OFFICE OF THE
MINISTER OF NATIONAL DEFENCE
OTTAWA 4



CABINET DU
MINISTRE DE LA DÉFENSE NATIONALE
OTTAWA 4

December 26, 1967.

38-1-CIDA-500K	

Mr. Maurice Jefferies,
Executive Assistant to the Secretary
of State for External Affairs,
Ottawa, Ontario.

Dear Mr. Jefferies:

Further to Mr. Martin's letter of December 5, 1967, action is now being taken to confirm that Lieutenant-Colonel Veitch is physically fit for secondment to the External Aid Office for duty in Vietnam. It is anticipated that this information will be received early in January.

Would you please let us know the date upon which Lieutenant-Colonel Veitch's services are required so that appropriate posting instructions can be issued?

Mr. Cadieux is away at the moment but he has asked me to confirm that this secondment has his approval. All costs, of course, including pay and allowances, would be subject to recovery action from the External Aid Office in the usual way.

Yours sincerely,

H.E.T. Doucet
Brigadier
Executive Assistant.

OFFICE OF THE
HIGH COMMISSIONER FOR CANADA



PERSONAL AND
CONFIDENTIAL

38-1-CDA-SCOR	

Dear John,

Thank you for your letter of December 13 about Mr. E.H. Webb's appointment to this mission; it seems to have encountered Christmas difficulties for it arrived only yesterday, three months after I had raised the question of Mr. Webb's intelligence background with Murray Cook. Indeed, it reached my desk along with a telegram from External Aid stating "Extaid engineer Mr. E.H. Webb accompanied by wife expected to arrive Karachi Feb. 5...."

I thought I might, for the record, set out the sequence of events in the exchanges between the Department and myself on this appointment. The first intimation I had from the Department of Mr. Webb's appointment was telegram PO4939 of September 19; I did not take that telegram as being a request for my concurrence, since it informed me that Mr. Webb had been selected for this post and gave no biographical details, and since it asked for my comments -- and these "soonest" -- only in connection with the administrative problems which the appointment might raise. Mr. Webb's biography was not received here until October 9, and it showed him as Military Attaché in Moscow for ten years from 1951 to 1961. We questioned that point on the same day in our letter No. 812, and were informed by letter No. PO5485 of November 3 (received here November 13) that the dates for Mr. Webb's tour in Moscow should have been 1959 to 1961. Meanwhile, since the Pakistanis were putting out a new diplomatic list and we had obtained the Department's ruling that Mr. Webb should head our list at the bottom (your telegram PO5207 of October 6), we had informed the Foreign Ministry of the appointment. Another meanwhile, I have heard nothing from Mr. Webb himself, nor, as far as I know, has anyone else at the mission.

I welcome your intention to brief Mr. Webb prior to his departure and to underline in that briefing the particular difficulty of his assignment which is constituted by his experience in military intelligence. When he is briefed on this point, I think there might be merit in stressing that it would be to his advantage as well as to that of this mission if he would do what he could to ensure that his military background stays in the background. I am a little concerned by an indication which I have just had that he may not yet fully appreciate the need for this. Our newly arrived Third Secretary, Ardyn Todd, has told us that Mr. Webb had mentioned to him in a chance conversation that he had already taken steps

Mr. John Starnes,
Office of the Under-Secretary of State
for External Affairs,
Ottawa, Canada.

Document disclosed under the Access to Information Act
Document divulgué en vertu de la Loi sur l'accès à l'information

MUR COOK
FOR ACTION PL
I ASSUME MR. McCARROLL
HAUT COMMISSARIAT DU CANADA

54 Haider Road,
Rawalpindi, Pakistan.

January 5, 1967.

OTHER STAFF
SEE EG HENRY
JOHN STARNES

8

... 2

2.

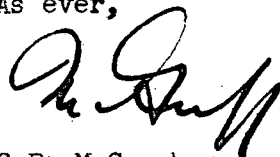
PERSONAL AND
CONFIDENTIAL

to have a driver here and that he was in correspondence for that purpose with officers in the Pakistani army to try to get the services of an ex-army driver. I am afraid that this sort of thing will compound Mr. Webb's problems here. Also, it does not bode well for the type of integrated mission I run. I would certainly not want anyone to speak to Mr. Webb about the driver incident specifically, because he would realize that we could have heard of it only through Ardyn Todd, and that might create bad blood here after Mr. Webb's arrival. But I do think that the general problem of playing down his military background should be stressed to him.

I appreciate your point that there should be no question of trying to hide Webb's background in informing the Pakistani authorities of his assignment here. On the other hand, I think we would be deceiving ourselves if we thought we could explain away Mr. Webb's intelligence background on the grounds that he has retired and taken up new duties which will fully occupy his time. After all, who ever heard of a CIA agent at an American Embassy listed as Attaché (CIA)?! Then too, the Pakistanis have a mission in Ottawa and I should think aid heads the list of their interests there. Canadian aid this year is more important than ever if only because of the cut in the American hand-out. I should be surprised if the Pakistanis here have not already heard from their Ottawa people about the Webb appointment. Moreover, as I have mentioned above, our information is that Mr. Webb has already been in communication with the Pakistani military. In all the circumstances, I think we might best deal with the matter by simply sending to the Foreign Ministry here as a routine matter Mr. Webb's biographical note. In light of the time which has elapsed and the imminence of Mr. Webb's arrival here, I should be grateful if you would inform me by telegram if you approve of this suggestion.

Congratulations/condolences -- please strike out the inapplicable word, on your appointment as Assistant Under-Secretary in charge of Administration. And a happy new year to you and yours with very few days when you feel that better you had stood in bed, Cairo or somewhere else.

As ever,



C.E. McGaughey,
High Commissioner.

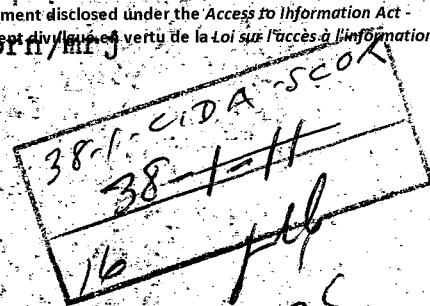
Far Eastern/J.B. Seaborn/mrj

File

Diary

Mr. Langley, O/USSEA

Economic Div.



January 8, 1968

Dear Earl,

This will confirm our telephone conversation of January 5 concerning the letter of December 26 from Brigadier H.E.T. Doucet to Mr. Maurice Jefferies which relates to the assignment of Lieutenant-Colonel Veitch to duty in Vietnam on secondment to the External Aid Office.

To avoid any possible criticism which might derive from the fact that a Canadian military officer is engaged in aid work in Vietnam, I would suggest that Lt-Col. Veitch should throughout his tour of duty there be known as plain Mr. Veitch and that he wear civilian clothes rather than military uniform.

Yours sincerely,

J. BLAIR SEABORN

J.B. Seaborn,
Head,
Far Eastern Division.

Mr. Earl Drake,
External Aid Office,
Fuller Bldg.,
75 Albert Street,
Ottawa.

ACTION COPY

FM DEPAR JAMBAK RESTR

TO ENTER IN PRIORITY

REF YOURTEL A5268 DEC12

POSTING OF EXTAID PERSONAL ABROAD

PARA REFTEL IMPLIES THAT YOU HAD PROPOSED TEMPORARY
SOLUTION FOR STENOGRAPHIC REQUIREMENTS OF EXTAID ENGINEER.

WE DO NOT RPT NOT APPEAR TO HAVE RECEIVED SUCH PROPOSAL S AND
WOULD BE GRATEFUL TO KNOW WHAT YOU HAVE IN MIND. IT WOULD

ALSO BE USEFUL TO RECEIVE BEFORE MOFFORDS ARRIVAL JAN17 COPY OF
EXCHANGE OF LETS BETWEEN USSEA AND DIRECTOR GENERAL EXTAID

MENTIONED PARA2 REFTEL

38-1-CDA-SCOR	

DAVID WILSON
JAN 10 1968

MEMORANDUM

CLASSIFICATION



TO
A

Economic Division,
Department of External Affairs.

YOUR FILE No.
Votre dossier

OUR FILE No.
Notre dossier

DATE January 9, 1967

FROM
De

S.K. Westall,
Director of Information,
External Aid Office.

38-1-CIDA-5002	

FOLD

SUBJECT
Sujet

The attached press release has been prepared to mark the first posting of External Aid Office administrators overseas. As this is a matter of common interest, I would be obliged for any comments you may have on the wording before this draft is submitted to the Director-General, EAO, and the SSEA for final approval.

Would it be possible for you to let me have your comments on or before January 11?


S.K. Westall

cc to Information Division,
External Affairs.

000386

-DRAFT-

The Secretary of State for External Affairs, the Honorable Paul Martin, announced today that the first of a number of Canadian aid administrators to be posted overseas will leave Canada shortly to take up responsibilities in economic development assistance programs in Asia and the Caribbean.

The External Aid Office field representatives are being seconded to the Department of External Affairs and will work through Canada's missions in recipient countries to permit a co-ordinated approach to the whole range of factors affecting the Canadian development assistance program.

Three engineers who are leaving this month fill the first of a number of aid administration positions which are being established at junior and senior levels and which include both professional engineers and program administrators. It is planned to send additional engineers and administrators overseas at a later date.

The engineers will serve as technical and engineering advisers to Heads of Mission at Canadian diplomatic posts overseas. Their work will include liaison and supervisory functions in connection with the investigation, construction, administration and assessment of capital projects, as well as other related aid duties *under the direction of the High Commissioner and responsible to him.*

They are D.S. Blaine, 56, of Almonte, formerly Ottawa representative of Canadian Aviation Electronics Industries, Ltd., E.H. Webb, 54, of Ottawa, formerly deputy chief of staff for administration and technical services, Materiel Command, Canadian Army, and C.L. Mofford, 49, of Vancouver, formerly regional engineer in charge of all construction for military bases in British Columbia.

Mr. Webb, who will be stationed in Rawalpindi, Pakistan, is a graduate of the Royal Military College and the University of Toronto. He recently retired from the Canadian Army with the rank of Brigadier.

...2

This para repeated on page 2

-2-

Mr. Blaine, who will be stationed in New Delhi, India, is a graduate of the Royal Military College, Kingston, and Queen's University. He served with the RCAF until 1963 and retired as Air Commodore after serving as Air Member, Canadian Joint Staff, and Air Adviser to the Canadian High Commissioner in London, England.

Mr. Webb, who will be stationed in Rawalpindi, Pakistan, is a graduate of the Royal Military College and the University of Toronto. He recently retired from the Canadian Army with the rank of Brigadier.

Mr. Mofford, who will be stationed in Port of Spain, Trinidad and Tobago, is a graduate in civil engineering from the University of New Brunswick. He was a Commander in the Royal Canadian Navy before retirement from the armed forces.

-30-

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

Handwritten signature/initials

TO
A Economic Division

SECURITY
Sécurité CONFIDENTIAL

FROM
De Commonwealth Division

DATE January 10, 1968.

REFERENCE
Référence

NUMBER
Numéro

SUBJECT
Sujet Appointment of Aid Attaches to Rawalpindi and New Delhi

FILE 38-1-11-SCOR	DOSSIER
OTTAWA 38-1-11	
MISSION 16	

ENCLOSURES
Annexes

DISTRIBUTION

Mr. Starnes
Mr. Collins
Mr. Langley
P. & L.
Pers. Ops.
(Mr. Cook)

-- We attach the proposed press release from the External Aid Office covering the appointment of the three External Aid attaches to Rawalpindi, New Delhi and Port of Spain. We have, as yet, in this division, seen no reaction from Rawalpindi and New Delhi to the proposed terms of reference for the two aid officers being sent there. In these circumstances we cannot agree to a press release at this time, particularly as the proposed communique mentions the establishment of additional personnel for aid work abroad.

2. The tone of the proposed press release is at variance in our view with the proposed terms of reference as the attaches are given the appearance of having more independence than they will in fact have as understood in this division. Before giving any final approval to any proposed press release, we would wish to have another look at it in the light of the replies to the proposed terms of reference which we are still expecting from the posts (presumably these are the answers to telegrams A-5268 and A-5269 in the case of Rawalpindi.) In particular, we would wish to have some reassurance from the post that Webb is a suitable candidate, and that the Pakistanis do not have reservations about him, in view of his background.


3. There has been delay over Christmas in correspondence with New Delhi and Rawalpindi, owing to an interrupted courier service. At all events, we think the procedure whereby the External Aid Office will presumably issue a press release itself is unfortunate. The Indians, Pakistanis and Trinidadians should at least be informed that a press release is to be made, and an effort made to coordinate the timing of the release with the other three capitals besides Ottawa.

*Agreed with
Hampton of Commonwealth
Jan 18/68 that we
could agree to press
release of EAO. This
is not of EAO. It is
clear that none of ministers
have reproduced any
comment on this of reference
or assignment generally while
regarding to date the
departure. Ministers have
been fully informed of
agreed to handle plus
of any news.
A.O. Hall*

CONFIDENTIAL

4. We see no reason for the rush, even if it means delaying the departure of the three attaches. We have the feeling of being compelled to act too hastily in these matters. We deplore the suggestion that Webb is being sent off, and the announcement made, before even the High Commissioner to Pakistan has accepted him.

-- 5. The attached photo-copy of a personal letter from Mr. McGaughey will give you some indication of how well founded our misgivings are. Prompted by the request to approve Extaid's proposed press release, we sent -- Mr. McGaughey a telegram yesterday (copy attached) urging him to let us have his comments on the terms of reference and, more generally, on the suggested appointment.


Commonwealth Division.

OFFICE OF THE
HIGH COMMISSIONER FOR CANADA



HAUT COMMISSARIAT DU CANADA

PERSONAL AND CONFIDENTIAL

I propose to write here about aid and elsewhere about the other points you've raised in your letter. I have yet to be supplied for comment with the draft terms of reference for the Mr. Webb whom the Department has instructed us to list as Attaché (External Aid). Interesting this, when you consider I was informed of the appointment September 19 last. I am informed Mr. Webb was recruited some little time before that date. I haven't read all the Glassco Report but do have the strong impression that recruiting now and finding out why later is not a part of its philosophy.

In complying with the Department's request for my comments on the appointment and the implications it would have for this post, I said in my telegram No. 980 of September 20, "With Webb troubleshooting outrider for our projects here, and probably elsewhere, I see merit in the maintenance for inter-governmental negotiation of this mission's organization for aid administration as now set up and well known to ExtAid. If I can have assurance on this point, I see no rpt no difficulty in the way of Webb fitting into our organization". I have not received from the Department the assurance I sought. Nevertheless, I was taken aback by your informing me that in trying to sort out Mr. Webb's terms of reference with the External Aid Office you had been arguing strongly for the unified approach with reports to ExtAid going out from the mission not from the man. In taking this line with the Aid Office you should be preaching to the converted because in a personal letter to me last June Mr. Strong, the Director General, stated without qualification that missions should continue to have full responsibility for administration of aid in the field and External Aid personnel seconded to them for this purpose should be an integral part of the

. Munro,
of Commonwealth Division,
Department of External Affairs,
Ottawa, Canada.

... 2

missions' staff. It would be up to the Head of Mission to allocate specific responsibilities for the various aspects of aid administration to his staff. People provided with special skills would be expected to use those skills, but they would not be the only ones involved in administering the aid programme.

The Economic Section of this mission is headed by the Commercial Counsellor and the administration of aid is included among its primary responsibilities. Mr. Strong has been not only favourably impressed with the work of this Section but very favourably impressed. He has so written me. I see no impediment to Mr. Webb fitting into the organization on the capital project side as a troubleshooter with engineering qualifications. Why, in all the circumstances, the Department has not given me the assurance I sought remains a mystery. I might be happier if someone informed me what has been happening in the negotiations about Mr. Webb's duties here. On the other hand and on second thought, I might not be. Nevertheless I still think I should be informed about developments which concern me and my people and with which I and they will have to live more than any homey types in Ottawa. I know you want to be on our side, so I thought I had better tell you where it is.



C.E. McGaughey,
High Commissioner.

MESSAGE

/DE	EXTERNAL OTT	DATE	FILE/DOSSIER	SECURITY SECURITE
		Jan. 9 1968		CONF
/A	RPINDI	NO	PRECEDENCE	
		K-28	IMMEDIATE	
/O				

REF MUNRO/MCGAUGHEY EXCHANGE NOV 14, DEC 12

SUB/SUJ APPOINTMENT OF ATTACHE (EXTAID)

FOLLOWING FOR MCGAUGHEY ONLY - PRIORITY ON ARRIVAL
BECAUSE YOURLET DEC 12 DID NOT REACH OTT UNTIL LATE
LAST WEEK AND BECAUSE A LETTER WAS SENT TO YOU ON THIS
SUBJECT ON DEC 12 OR THEREABOUTS CONTAINING A GOOD DEAL OF
BACKGROUND INFO I AM WONDERING WHETHER THE MISGIVINGS
AND UNCERTAINTIES EXPRESSED IN YOURLET TO MUNRO HAVE
NOW BEEN LAID TO REST. IF YOU ARE STILL WORRIED ON
ANY PARTICULAR SCORE PLEASE OUTLINE SO THAT AN ATTEMPT
MAY BE MADE HERE TO MEET YOUR REQUIREMENTS. AN EARLY
REPLY WOULD BE APPRECIATED AS EXTAID PRESSING TO MAKE
PUBLIC ANNOUNCEMENT OF THESE APPOINTMENTS.

TRIBUTION
AL/LOCALE Economic (done in Div.)

NO STD

ORIGINATOR/REDACTEUR	DIVISION	TELEPHONE	APPROVED/AUTORISE
J. W. Munro: NC	Comml.	2-6356	D. W. MUNRO SIS D. W. Munro

MESSAGE

38-1-CIDA-5004

DATE	FILE/DOSSIER	SECURITY
JAN 15/68	3-6 WEBB, E.H. 38-141	SECURE
	16	PERS INFO
		CONFID

FM/DE EXT OPT

TO/A RAWALPINDI

NO
PO 202
PRECEDENCE
IMMED

FOLLOWING FOR AMBASSADOR ONLY

INFO

REF YOUR LETTER JAN 5 TO J. STARNES

SUB/SUJ APPOINTMENT E.H. WEBB

AS REQUESTED YOUR PARA 4 IT WILL BE IN ORDER FOR YOU TO
SUBMIT WEBBS BIOGRAPHICAL NOTE TO FOREIGN MINISTRY.

2. WEBB IS NOW KNOWN AS MR. WEBB AND WILL CONTINUE TO SO KNOWN.
HE IS ^{reconciled} ~~becoming accustomed~~ TO NON RPT NON USE OF MILITARY TITLE. WE
WERE AWARE ^{from Webb himself} THAT HE WAS TRYING TO GET A RETIRED ARMY DRIVER. BAIG
IS ALSO AWARE OF THIS. THE FACT THAT IT WOULD BE A RETIRED RATHER
THAN ACTIVE SERVICE MAN LESSENS OUR CONCERN. ~~STERNMAN~~

3. WEBB AND HIS FELLOW ATTACHES BRIEFED IN COMBEL DIV
ON POLITICAL AND SECURITY MATTERS JAN 12. ACCOUNT OF
BRIEFING BEING FORWARDED BY BAG.

DISTRIBUTION LOCAL/LOCALE NO STD(DONE IN DIV.)

CC: COMMONWEALTH
D. L. (2)

ECONOMIC
ADMIN SERVICES

ORIGINATOR/REDACTEUR

DIVISION

TELEPHONE

APPROVED/AUTORISE

SIG.....
O.E. HOBBS/101

PERSONNEL OPS

2-9375

SIG.....
D. L. H.

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

TO BE OPENED BY ADDRESSEE ONLY

TO File 3-6-Webb, E.H.

FROM Commonwealth Division

REFERENCE
Référence

SUBJECT Appointment of Attachés (External Aid)
Sujet

SECURITY S E C R E T
Sécurité PERSONNEL INFORMATION

DATE January 16, 1968

NUMBER
Numéro

FILE	38-1-17A-500	DOSSIER
OTTAWA	38-1-17A-1	
MISSION	16	

ENCLOSURES
Annexes

DISTRIBUTION

Mr. McIlwraith
(D.L.2)
Mr. Small ✓
(Economic)
Miss Hobbs
(Personnel
Ops.)
Mr. McGaughey
(Rawalpindi)
Mr. George
(New Delhi)
Mr. McKinney
(Port of
Spain)
Mr. Jay
(Jamaica)
Mr. Dougan
(Guyana)

At the request of this Division a meeting was held in Commonwealth Division at which the following were present: Messrs. Munro, Hampson and Richardson of this Division (later joined by Mr. Skrabec) and the three External Aid Attachés - Mr. Blaine (going to India and Ceylon), Mr. Webb (going to Pakistan) and Mr. Mofford (going to the West Indies). The purpose of the meeting was to provide some political briefing to these three new appointees. This was considered particularly important because of certain misgivings about the appointments expressed a month or six weeks ago by one of the posts.

2. It had been agreed upon beforehand with Mr. McIlwraith that there would be no need for these officers, because all of them had a service background and because they were being seconded to External Affairs for the period of their postings, to receive the normal security briefing. Mr. McIlwraith, however, asked me if I would ascertain (a) whether the three of them had valid clearances; (b) whether they would be housed in the High Commission offices and (c) whether they were familiar with the procedures for reporting contacts with diplomats from eastern European countries.

3. It became apparent at the very outset that all three of these officers had completed plans for their departure and that plans for their arrival had been made at the posts. There was no indication, in other words, that the appointments were any longer contingent upon the acceptance by the High Commissioners of the person concerned or of the notion that an External Aid attaché should be assigned to the post to follow and report on capital assistance programmes. Matters had proceeded so far, in fact, that the only thing that could be done was to ensure that all three of the officers going abroad were aware of the implications of their postings.

... 2.

4. It was explained to them how important it was that they should, during their postings, dispense with the use of their military rank designations. This matter had been raised with them before and they seemed quite prepared to be known as Mr. Blaine, Mr. Webb and Mr. Mofford.

5. The intelligence background of Mr. Webb was mentioned and it was stressed that he might expect to be watched rather carefully during the first two or three months he is in Pakistan; that there will be indeed some suspicion attached to him and his movements because of his military attaché background. He was also told that in Pakistan there is a tradition of regarding ex-military personnel in civilian jobs with some skepticism because, under the Ayub regime, many military officers have been assigned temporarily to civilian posts and have not always been able to perform the duties expected of them. Mr. Webb will, therefore, be suffering from a double disadvantage, with which he will just have to accommodate himself. At this point mention was made of the need to report to Heads of Post all contacts with east Europeans.

6. Mr. Webb mentioned that he had already been in touch with the Pakistan High Commissioner here, Mr. Baig, had dined with him on a couple of occasions, and through him had started to make arrangements to employ a retired Pakistani Army driver - "At least I hope he will be a retired Army driver.", he said. This indicated that Mr. Webb was well aware of the chances that he might be under surveillance from the Pakistan military authorities. If Mr. Webb sticks to the terms of reference given him as an Attaché (External Aid) and forgets altogether about that part of his career when he was a Military Attaché, there should be no cause for misgiving.

7. It became clear during the discussion that while Mofford and Blaine were aware that their security clearances were up to date and valid, Webb had been left in some uncertainty. Because of the military background of all three there seemed to be no particular need to dwell unnecessarily on the matter of the care with which classified documents should be handled. It was mentioned, however, that if (as in the case of Blaine) the Attaché were not housed in a secure area, he would have to go to the secure area in order to read any of the classified material available to the post.

8. Some attention was given during the discussion to the need for keeping not only Ottawa informed of developments but also other posts in the area. In Mofford's case, of course, this merely means that he would be sending copies of his reports to the other two posts so that his files in those two posts would be complete when he got there; in the case of Blaine and Webb, however, it meant that they should exchange reports as often as possible on aid and assistance except in the most routine matters.


Commonwealth Division

URGENT

MESSAGE

*Mr. Small, Economic
Div. re 22.*

FM/DE	EXTERNAL	DATE	FILE/DOSSIER	SECURITY SECURITE
		JAN 16/68	38-1-11-1 16 38-1-CIPA-SCA	REST
TO/A	RSPATH	NO	PRECEDENCE	
			PRECEDENCE	
INFO			38-1-11 K ADS	

REF

YOURTEL 10 JAN 9 AND OURTEL A-5268 DEC 12/67

SUB/SUBJ

POSTING EXTRAID PERSONNEL ABROAD

REGRET OURTEL IMPLIED THAT SOME TEMPORARY SOLUTION WAS BEING SOUGHT FOR STENO REQUIREMENTS. WHAT WE PROMISED EXTRAID WAS THAT WE WOULD ENDEAVOUR TO HAVE YOUR VACANT STENO POSITION FILLED BY APR 1 (AND THIS STILL APPLIES) AND THAT WE HAD PROPOSED TO YOU WHAT WE HOPED WOULD BE ACCEPTABLE THOUGH TEMPORARY SOLUTION IN RESPECT TO REGISTRY PROBLEM. AS YOU ARE AWARE WE HAVE EXCHANGED CORRESPONDENCE IN RESPECT TO LATTER AND SUBJECT IS CURRENTLY RECEIVING ATTENTION.

2. REQUEST CONTAINED LAST SENTENCE YOURTEL HAS BEEN REFERRED TO POSSIBLE DIV FOR ACTION.

Mr. Small

I also would like a copy of this Exch and attached agreement - David promised me one when the exch was completed JMC.

DISTRIBUTION

LOCAL/LOCALE DO STANDARD (DONE IN DIV)

CC. ADMIN SERVICES PERSONNEL OPS (MR. WOODWARD)
ECONOMIC DIV (INTOC LALCH)

ORIGINATOR/REDACTEUR

DIVISION

TELEPHONE

APPROVED/AUTORISE

SIG.....

SIG.....J. M. COOK.....

2-3775

Personnel Operations

EXTERNAL AFFAIRS



AFFAIRES ÉTRÉRIEURES

TO
A

FROM
De

REFERENCE
Référence

SUBJECT
Sujet

The Under-Secretary of State for Internal Affairs

Our Telegrams A5268, A5269 of December 11, 1967

Agreed Arrangements Between External Aid Office and
Department of External Affairs Concerning Activities
in Aid Field

SECURITY
Sécurité

DATE

NUMBER
Numéro

CONFIDENTIAL

January 17, 1968.

E-M-294

FILE	38-1-14-1	DOSSIER
OTTAWA	38-1-14-1	
MISSION	16	

ENCLOSURES
Annexes

DISTRIBUTION

External Aid
Office

Admin Services
Division (D.
Wilson)

Personnel --
Ops Division
(Miss Robbs)

Commonwealth
Division

In our telegram A5268 dealing with the assignment of a senior resident engineer to your mission, we said that we would forward to you an exchange of letters between the Director General of the External Aid Office and the Under-Secretary setting out fully details of the arrangements between the External Aid Office and this Department governing activities in the aid field and, in particular, the assignment of External Aid personnel to missions abroad. He also suggested that, unless you felt that your views on the proposed terms of reference for the engineers required further urgent consideration, you should defer your comments until you had an opportunity to consider the terms of reference within the broader framework established in this exchange of correspondence.

2. This exchange has now been completed and we attach copies together with three copies each of three related papers entitled:

- Guidelines Governing Working Relations Between the Department of External Affairs and the External Aid Office;
- Assignment of External Aid Personnel Abroad;
- International Emergency Relief.

Although the engineers will have arrived at your post by the time that you receive this letter we, nevertheless, would be grateful for any comments on their terms of reference you may wish to make.

3. From the Under-Secretary's letter of November 30, 1967 to Mr. Strong you will note that work is still progressing on two additional papers on the negotiation of aid agreements and on administrative arrangements including common services. When these are completed copies will be forwarded to you as supplementary annexes to the exchange of letters between the Director-General of the External Aid Office and the Under-Secretary. (You will note references to these additional papers on page three of the paper on guidelines.)


Letter sent to:

New Delhi
Bhopal
Port of Spain

2.

4. We have also attached to this complex of papers copies of another exchange of letters between the Under-Secretary and the Director General in July, 1967 concerning arrangements for the recruitment of Canadians for the United Nations Secretariat. While this subject is not related directly to the main subject of the other papers we nevertheless thought that you should be aware of the understandings reached in this exchange and consequently we have included copies for your information.

A. DOUGLAS SMALL



Under-Secretary of State
for External Affairs

38-1

Document disclosed under the Access to Information Act -
Document divulgué en vertu de la Loi sur l'accès à l'information

DATE	FILE/DOSSIER
JAN18/68	30-1-12-1
16	

SECURITY SECURITE
RESTRICTED

FM/DE **STERNLOTT**

TO/A	DELHI P SPAIN RPNDI	NO	PRECEDENCE
		E- 3/5	ROUTINE
INFO			

REF CUNTEL A5268 DEC11

SUB/SUJ POSTING OF EXTERNAL AID PERSONNEL ABROAD

IN OUR REFTTEL WE SAID THAT WE WOULD WELCOME ANY FURTHER VIEWS YOU MAY WISH TO EXPRESS ^{ON} FOR TERMS OF REFERENCE FOR SENIOR RESIDENT ENGINEER BUT UNLESS THEY CALL ^{ED} FOR URGENT CONSIDERATION HERE WE SUGGESTED SUCH COMMENTS BE DEFERRED UNTIL WE SENT YOU COPIES OF EXCHANGE OF LETTERS BETWEEN USSEA AND DIRECTOR GENERAL OF EAO SETTING OUT FULLY THEIR UNDERSTANDING OF ARRANGEMENTS TO GOVERN ASSIGNMENT OF EXTERNAL AID PERSONNEL TO MISSIONS ABROAD. WE SUGGESTED THAT TERMS OF REFERENCE FOR ENGINEERS SHOULD ^{BE} READ WITHIN BROADER FRAME-WORK ESTABLISHED WITHIN THAT CORRESPONDENCE.

2. FOR RPNDI. COPIES OF EXCHANGE OF LETTERS AND SUPPLEMENTARY PAPERS HAVE BEEN FORWARDED TO YOU BY BAG DEPARTING OTT JAN17.

3. FOR DELHI AND SPAIN. COPIES OF EXCHANGE OF LETTERS AND SUPPLEMENTARY PAPERS ^{ARE BEING} ~~HAVE BEEN~~ FORWARDED TO YOU BY BAG ^{DEPARTING OTT JAN19}

DISTRIBUTION COMMONWEALTH DIV. ADMIN SERVICES DIV.
LOCAL/LOCALE PERSONNEL OPS DIV. (MISS HOBBS)

NO STANDARD

ORIGINATOR/REDACTEUR	DIVISION	TELEPHONE	APPROVED/AUTORISE
SIG..... A.D. SMALL/AB	ECONOMIC	2-3926	SIG..... DOUGLAS SMALL D.I.U. KIRKWOOD

CLOSED VOLUME VOLUME COMPLET

DATED FROM
À CONTER DU

Sept. 15/66

TO
JUSQU' AU

Jan. 31/68

AFFIX TO TOP OF FILE — À METTRE SUR LE DOSSIER

DO NOT ADD ANY MORE PAPERS — NE PAS AJOUTER DE DOCUMENTS

FOR SUBSEQUENT CORRESPONDENCE SEE — POUR CORRESPONDANCE ULTÉRIEURE VOIR

FILE NO. — DOSSIER N°

38-1-CIDA-SCOR

VOLUME

2