

12-3-CIDA

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# CLOSED VOLUME VOLUME COMPLET



DATED FROM  
À COMPTER DU

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JUSQU' AU

74-03-31

**AFFIX TO TOP OF FILE — À METTRE SUR LE DOSSIER**

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**FOR SUBSEQUENT CORRESPONDENCE SEE — POUR CORRESPONDANCE ULTÉRIEURE VOIR**

FILE NO. — DOSSIER N°

12-3-CIDA

VOLUME

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cc ETC  
ICER  
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AFP  
APO  
RPD  
PDMY

ECD/A.MORANTZ/5-8591/amas

12-3 - CIDA

MAR 19 1974

Ottawa, Ontario  
X1A 0G2

March 15, 1974

Dear Jacques,

Subject: Aid Staffing Positions 1974-75

If you and other members of the Aid Staffing Committee are agreeable, I thought we might dispense with a formal meeting of the Committee and proceed instead on a "no objection" basis to confirm and fill the new aid staffing positions for 1974-75.

You will recall that last year's B budget submission identified the requirement for eight new positions in 1974-75 for aid staffing abroad, four on the CIDA establishment and four on the External Affairs establishment. These were approved. During the recent ICER country programme review, interdepartmental agreement was obtained for the addition of Canada-based man-years for aid staffing to a number of posts, subject to the limitations imposed by the eight available man-years and subject as well to the confirmation of the aid staffing committee. On the basis of discussions I had with you on February 13, I believe the following sharing of positions to be acceptable:

CIDA

Begets  
Port au Prince  
Kingston  
Rabat — ~~\_\_\_\_\_~~  
(Algiers) — ~~\_\_\_\_\_~~

External Affairs

Addis (.5)  
Pretoria (.5)  
Kinshasa  
Lima  
Bangkok

Mr. Jacques Gerin  
Vice President Bilateral Programmes  
Canadian International Development Agency  
Jackson Building  
OTTAWA

BEST ORIGINAL AVAILABLE  
MEILLEUR ORIGINAL

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If CIDA does not use its existing aid staffing position in Bangkok in 1974-75, this position could presumably be transferred to Rabat. If this were done, Rabat would therefore not be counted against the eight available new man-years for 1974-75.

I believe a difficulty has arisen with regard to Algiers, in that the head of post who had not requested additional programme personnel for aid administration in 1974-75 replied in the negative (Algiers telegram 557 of February 26) when queried about the requirement for an additional Canada-based aid officer in 1974-75. Under ICER guidelines, the head of post has clear authority over all operations at the post, and I do not believe that this department or the ICER committee would wish to override the Ambassador's judgment that in the light of the programme he is charged with implementing the post can carry out its aid responsibilities without additional programme personnel. However, Mr. Elliott suggested that the requirement of an extra Canada-based officer for aid staffing in Algiers should be left open until he could review the question with a CIDA mission due to visit there next month. If you agree, therefore, this position could be held in abeyance for the time being. Should the extra officer not be required in Algiers, it would appear to me advantageous to have a position in reserve so that if a contingency develops the extra aid man-year could be used elsewhere.

If you concur in the above I would suggest that our respective personnel divisions enter into contact to ensure a) that posts are informed about these aid staffing decisions and b) that officers receive adequate training before their departure on posting. The rest of this letter is intended only for purposes of recording information arising out of ICER country programme reviews.

In addition to Canada-based officers, there was agreement at the ICER programme review that a locally engaged programme assistant's position would be added to the posts in Brasilia and Georgetown. In a number of other posts it was agreed that additional locally engaged staff would be hired to support the increased administrative burden arising out of the aid programme. However, since the functions of these employees were largely supportive rather than executive it was agreed that they should be classified in the support staff category. Subject to approval by all departments, the extra support staff is to be provided to the following posts for aid-related duties in 1974-75:

A	Addis	LES
	Pretoria	LES
	Algiers	CR
	Niamey	CR
	Lagos	CR and LES
	New Delhi	LES
	Nogota	LES
	Brasilia	LES
	Lima	LES
	Port au Prince	LES

Has DEA  
approved these?

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With regard to 1975-76, the following aid staffing requirements have been recorded:

Kinshasa  
Algiers  
San Jose  
Abidjan  
Pretoria  
Brasilia  
Islamabad  
Nairobi  
Dakar  
Bridgetown

if not filled in 1974-75

Needles to say, these requirements are notional or indicative only at the present time. The final list to be determined at next year's ICER country programme review would depend upon the outcome of the strategy exercise and upon eventual operational requirements, as determined by heads of posts in their country programme submissions.

*sounds ominous  
What about planning?*

We would hope, nevertheless, that the principle of ten new aid staffing positions could be approved during the B budget submissions and we would propose that CIDA and External Affairs each provide for five of these new positions in their estimates.

In addition, according to our records, proposals were made for programme assistants for 1975-76 in Islamabad and Dar es Salaam.

*Nairobi*

Yours sincerely,

R. McKINNON

R. McKinnon  
Director  
Aid and Development Division

*PA's on support  
I thought these  
were going to be  
doing mainly  
admin-type  
work.*

*000186*

CIDA

File

INTERNATIONAL DEVELOPMENT ASSISTANCE

Indonesia

12-3-Indonesia  
12-3-CIDA  
12-3-111

The year 1974/75 marks the beginning of Indonesia's Second Five-Year Development Plan. The First Five-Year Plan stressed rehabilitation of infrastructure and the attempt to attain self-sufficiency in agricultural production and self-sufficiency in the production of other raw materials. These areas will continue to be stressed in the Second Plan with increasing emphasis on social and regional development. Shortfalls in food production in 1972 have been largely overcome and it is expected that food imports for 74/75 will not be at the same level as the previous year. Priority areas for the Second Plan will be expanded towards the achievement of social objectives in fields of health, education, regional development and associated infrastructure; and expanded industrial capability and continued expansion of energy and communications sector remain high priorities. The general thrust of the Government fiscal planning is towards stability and economic growth through increased tax revenues.

The Canadian development assistance in 73/74 amounted to \$18.0 million at the same level as the previous year. This assistance took the form of \$5.0 million food aid, \$3.0 million in grant funds, and \$10.0 million in loan funds. It is expected that the program in 1974/75 will increase substantially. This has been indicated by the increased activity in the present fiscal year by the fact that agreements were signed in the amount of \$70.0 million. This was based on the allocation level plus CIDA's forward commitment authority. It is not expected that the level of food aid will increase, however, grant and loan funds will be substantially larger. A proposed allocation of \$52.0 million has been agreed to by ICDA and will be recommended to Cabinet for 74/75.

Canada's assistance to Indonesia has taken the form of balance of payments support through Development Lines of Credit as well as the provision of assistance in key sectors. Similarities in resource bases between Canada and Indonesia make assistance in resource development and manufacturing capability feasible. Canadian support has stressed the sector of transportation (civil aviation), forestry, power, education and the recent regional development masterplans which have been designed to assist in a more equitable income distribution. The following highlights of the CIDA program should be noted:

- a) continued support through the use of commodity loans at a level similar to that currently in force i.e. \$24.0 million. This would provide balance of payments support, generate local funds and provide familiarization of Indonesian importers with Canadian goods and equipment;
- b) provision of textbook paper in support of IDA's 3rd education project;
- c) continued activity in the civil aviation field through the \$25.0 million sectoral loan. This would include the Jakarta International Masterplan, the supply of navigational aids equipment, provision of additional support to the government-owned airlines in the form of hardware and expertise;

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- d) development of the extensive regional studies in Sulawesi and East Indonesia;
- e) continued assistance to various government departments through the provision of training in Canada as well as advisers.

The present staff of two full time aid officers plus an additional man-year divided between one External Officer and one IT&C Officer should be sufficient for 1974/75. The Post believes, however, that additional clerical support may be required. As increased numbers of CIDA advisers and Canadian Government officials on temporary assignments in Indonesia and especially in Jakarta are expected, the program may become seriously under-manned in terms of both officer and clerical support. This is particularly true of clerical support staff required to carry out more routine duties. Due to the nature of difficulties in Indonesia and the problems encountered with the disinclination of government departments to provide accommodation and other basic needs to advisers, each is heavily dependent on Embassy resources.

#### The Forecast of 1975/76 And Beyond

It is anticipated that the CIDA program will begin to level off in terms of increased allocations beginning in 75/76. It is expected, however, that increasing numbers of large scale projects will be identified for CIDA participation. These projects will in large part arise from the two comprehensive regional studies currently being undertaken. It may be expected, therefore, that a wider variety of program related activities will require the Embassy's attention.

PDM/R.C.D. Looye/6-8835 (261)/bd

*file CIDA  
Coul*

CONFIDENTIAL

January 30, 1974

MEMORANDUM FOR: PDM PDA PDE PDF PDG PDH GAP GEP GPP  
GWP DFP ECP FAP FCP FLP UNP AFP PIN  
POP FPR CRP APP PSP ACP PAG PPR ICER  
PDMI MIN (A. Malone) MIN (J. Graham)

Summary Record of the Directors  
General Meeting of January 17

*12-3 CIDA*

Item 1 - Relations with CIDA

The discussion was opened by ECD giving a brief summary of his paper entitled "Review of Relations with CIDA". Discussion focussed primarily on the first two broad topics: Aid as an Integral Part of Canada's Foreign Policy; and, the Role of External Affairs in the Aid Program.

PDM led off by remarking that there was a basic difference of thought concerning aid between CIDA and our Department. CIDA considers aid only from the purely developmental point of view while this Department argues that, although this element is an important one, the more general Canadian foreign policy interests should be taken into account.

Several Directors General remarked that there was a great deal of ignorance in CIDA as to what foreign policy was really all about. GAP said that as a result of this lack of knowledge of foreign policy CIDA in fact applied personal prejudices of their officers which often are not in line with the overall Canadian foreign policy interests. In this connection PPR put forward a suggestion that External Affairs should organize a series of seminars with CIDA in an attempt to put across our views.

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ECD argued that this Department has not clearly given CIDA foreign policy guidelines and thought that the Department should first draw up its foreign policy objectives. He remarked that this to date had only been done for the Francophone countries. There was however some difference of opinion as to whether the Department could clearly define its aid objectives for all parts of the world. GPP argued that integrating CIDA with the ICER process would in fact bring about a definition of objectives. Several Directors General remarked that once we were clear on exactly where this Department was going in terms of aid policy, we should insist strongly on the application of the ICER seven principles and force the issue, if need be, to be resolved by either the SSEA or the PM.

There were several references to the importance of personalities in the whole question and GAP went so far as to suggest that we should give serious consideration to an External Affairs officer taking over CIDA after the departure of the current President.

UNP stressed that foreign policy objectives should not obscure some very important domestic considerations which have to be taken into account when discussing aid.

UNP was surprised to learn that CIDA was in charge of all relief funds going to the Red Cross or through Churches to various types of groups, including guerrilla movements, and pointed out such funds had very important political implications. Others pointed out that CIDA played a purely administrative role in this regard and contrary to most other facets of our relations, consulted closely with us.

PDF stressed that ECD's paper should be reviewed carefully before negotiations began with CIDA in order to make sure that other government departments would be on our side, particularly, since the paper could be regarded as a general offensive against CIDA. In many ways we have interests in common or at least much closer than other government departments.

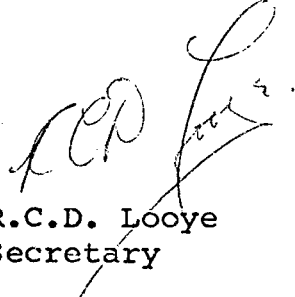
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FCA raised the question of CIDA's recruitment for Latin America which was currently taking place without any real guidance from the Department. In this connection FCO remarked that we could wind up running the administration of posts while CIDA ran the aid program and because of this also infiltrated the realm of policy and other political aspects. APP remarked that he was developing a new package on personnel issues dealing with relations with CIDA.

In closing PDM said that he would have talks with Paul Gerin-Lajoie based on ECD's paper. He foresaw that there might be a need for a revised paper which could be given to CIDA and which would also include reference to where other departments stood on the various issues raised.

  
R.C.D. Looye  
Secretary

ECD/A.MORANTZ/5-8591/smce

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

PDM PDA PDE PDF PDG PDH GAP GEP GPP  
GWP DFP ECP FAP FCP FLP UNP AFP PIN  
POP FPR CRP APP PSP ACP GAG PPR ICER  
PDMI MIN (A. Malone) MIN (J. Graham)

ECD

SECURITY CONFIDENTIAL  
Sécurité

DATE January 16, 1974

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	123-CIDA
MISSION	

SUBJECT Director General's Meeting January 17, 1974  
Sujet on relations with CIDA

ENCLOSURES  
Annexes

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DISTRIBUTION

As background to the discussion at the January 17 meeting, we are attaching a copy of a working paper prepared in this division, on the various aspects of relations between External Affairs and CIDA. Sections three and four of this paper contain a list of issues upon which the meeting would most likely wish to focus.

We have not attached the annexes to which reference is made in this paper. These annexes will be available if required at the meeting itself.

*A. Morantz*  
for Aid and Development Division

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REVIEW OF RELATIONS WITH CIDA

1. Aid as an Integral Part of Canada's Foreign Policy
2. The Role of External Affairs in the Aid Programme
3. Improving the Procedures of Consultation
  - a) Revitalization of the Aid Board
  - b) Institutionalizing the Interdepartmental Committee on Development Assistance
  - c) Rendering Effective the Annual Allocations Round of Interdepartmental Consultation
  - d) Utilizing the ICER Country Programming Mechanism
  - e) Resolving the Aid Staffing Problem
  - f) Ensuring Interdepartmental Consultation on CIDA memoranda to the Minister
  - g) The Proper Channelling of Aid Communications with Posts
  - h) Designation of Delegations to International Aid Meetings and Invitations to Foreign Officials to Attend Meetings in Canada
  - i) The Negotiations of Aid Agreements and Understandings
  - j) Federal-Provincial Relations
4. Role of the Post in the Aid Programme



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## I. Aid as an Integral Part of Foreign Policy

A continuous stream of "irritants" between CIDA and External Affairs over the last five years has reluctantly led us to consider that CIDA does not interpret in the same manner as this Department the principle that aid is an integral part of foreign policy. This difference in interpretation is surprising, since the August 15, 1960 memorandum to Cabinet proposing the creation of the External Aid Office (later CIDA) prescribed that "these programmes are an integral part of Canada's foreign policy and... reflect and to an important degree are moulded by the nature of the relationship between Canada and the recipient country" (see annex I). This same intention is clearly enunciated in the government's 1970 Foreign Policy Review: aid is to be an integral part of the conduct of external relations, and the aid programme while aimed at the social and economic development of the developing countries must necessarily be sensitive to and in harmony with Canada's other national objectives.

Our difficulties with CIDA have resided not in the enunciation of the principle but in the manner of giving it substance. If aid is to be given direction as part of foreign policy, there must be a set of operational arrangements or procedures permitting aid to be co-ordinated and adjusted according to the dictates of foreign policy. Aid policy, programmes and activities must be subject to the sort of scrutiny that would allow foreign policy priorities to be given their due weight. In our view, this department, because of its overall responsibility for foreign policy formulation and also because of its co-ordinating responsibility with respect to the foreign programmes of other government departments, must necessarily be the major instrument in providing CIDA with such foreign policy guidance. External Affairs' co-ordinating role has if anything been further strengthened by Cabinet approval of the ICER seven principles.

Nevertheless, we have some doubt that present procedures for the taking of decisions on aid policy matters permit this department to play its appropriate role. In the first place CIDA has tended to interpret its mandate as giving it exclusive responsibility for aid policy and has tended to consider the involvement of other departments as a negative and illegitimate influence on CIDA's objectives. In this respect the Canadian Government's public stance of providing aid with no strings attached has reinforced the tendency within CIDA to overlook the foreign policy framework for the aid programme. This may be stated in institutional terms. Unlike Finance and ITC, CIDA has been disinclined to subject its external programmes except in a perfunctory way to interdepartmental scrutiny and approval, although these programmes bear directly on sectors (finance, commercial relations and foreign relations) which are the responsibility of other departments.

A review of the texts suggests there is no legal basis for CIDA's exclusivity in the formulation of aid policy. The mandate of CIDA, defined in the 1960 Cabinet memorandum, gives it responsibility not for policy but for "the operation and administration of Canada's assistance programmes..." The memorandum to Cabinet was very explicit in stating that the role of

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advising the Secretary of State for External Affairs on aid matters (i.e. the policy role) was to be entrusted to an interdepartmental Aid Board composed of the deputy heads of the principal departments concerned. It would seem that advice to ministers on aid policy, like on other aspects of foreign policy, was intended to be a collegial responsibility of the departments principally involved acting through the Aid Board. It is clearly indicated as well in that document that the government's purpose in placing the aid agency under the authority of the Secretary of State for External Affairs was to assure the co-ordination of aid as part of foreign policy. This point was further reinforced in the 1970 Foreign Policy Review, which asserted that the development assistance programme must not only be relevant but sensitive to other Canadian national objectives. CIDA's subsequent attitude of relative autonomy in conducting the aid programme may be traced to several factors:

- i) The doctrine that Canada had no "axe to grind" or vested interests to protect in the third world has reinforced the attitude within CIDA that aid should be given for exclusively developmental reasons, and that foreign policy considerations were therefore not important;
- ii) CIDA's terms of reference are not entirely clear and like any other expanding organization CIDA has attempted to interpret them to maximize its own authority and autonomy;
- iii) CIDA's expansive phase corresponded to a period of strong public humanitarian support for development assistance;
- iv) The machinery of consultation and co-ordination was not clearly articulated. Interdepartmental co-ordinating practices have not been well developed. In line with its interpretation of its mandate, CIDA has tended to ignore even the machinery which exists.

It has become increasingly clear that Canada cannot afford an aid programme unrelated to its other interests. In line with the recently announced "third option" we have an urgent need to diversify our external relations. The present oil crisis has reminded us that Canada does have direct interests in the third world. Accordingly we have a need to ensure that our aid programme--which is our major instrument of policy in relations with the developing countries--is used in a manner consistent with the protection of Canadian interests.

Aid must, therefore, be put back in a foreign policy framework. This is not to argue--indeed we would not argue--that the aid programme should be distorted to pursue narrow or short-term political or economic benefits. We fully subscribe to the Foreign Policy Review pronouncement that the economic and social development of the developing countries should be the primary objective of the aid programme. There may even be merit especially from a presentational point of view in CIDA's acting in

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many ways as a sympathetic spokesman on behalf of its foreign developing constituents. However, procedures must also be put in place whereby Canadian interests as well as developmental concerns can be taken into account in making aid choices. Moreover CIDA's aid choices--for example increasing aid to country A rather than country B--frequently are based on hidden political judgments and should be made where they belong--in a foreign policy context. Finally, the implementation of an aid programme involving extensive intergovernmental contacts and negotiations necessarily forms part of the conduct of foreign relations and affect the disposition of post resources. These are all reasons why aid cannot be divorced from its foreign policy consequences.

These reflections on the nature of the problem lead us to enunciate several general recommendations:

1. An effort should be made in high level bilateral discussions with CIDA to win recognition of the principle that aid is part of foreign policy and must be co-ordinated like all other government programmes within a foreign policy framework.
2. The machinery of interdepartmental consultation and co-ordination on policy matters which is already provided for in the orders in council by which CIDA was set up, as well as in the general responsibilities of this department for foreign policy co-ordination as further strengthened by ICER directives, should be made to work with respect to the aid programme. Effective co-ordination should not require any institutional modifications in the relationship between CIDA and External Affairs.
3. The role of this department in aid policy and programme orientation, in particular having regard to general foreign policy guidance to CIDA, should be strengthened.
4. The role of the post, and in particular of the head of post, should be strengthened in respect of the planning of the aid programme.
5. Provided effective consultation can be assured in policy and general programme content, CIDA should be left a free hand to discharge its responsibilities in the operation and administration of Canada's aid programmes, as prescribed in the 1960 Cabinet memorandum.

Some of these recommendations are further examined in the following sections to give them concrete expression.

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## II. The Role of External Affairs in the Aid Programme

As discussed above, this department has a role to play in the formulation of aid policies and programmes for three reasons:

1. The Cabinet decision creating CIDA (see annex I) and the Foreign Policy Review have made it clear that the aid programme was an integral part of foreign policy, and have provided for machinery to make that principle operative.
2. The Department's general responsibility for conducting Canada's foreign relations would in any event render necessary our participation in decisions affecting in such an important way our relations with developing countries.
3. Our ICER responsibility for co-ordinating departmental programmes in the foreign sector and in managing the personnel and other resources abroad for the implementation of these programmes require our involvement.

Ensuring that the aid programme effectively meshes with other foreign policy objectives will require considerable effort and diligence by this department as well as by CIDA. In the recent past, we have had to expend rather more effort in defensively reacting to CIDA initiatives than in participating in the policy-making process. On the other hand, we have perhaps been at times negligent in providing CIDA with the general policy direction which could assist it in formulating its programmes. In a number of areas a coherent Canadian policy would probably have to be defined in terms of the region rather than in terms of individual countries, since our relations are not sufficiently dense to allow a refinement at the level of individual countries. This "policy guidance" function warrants our attention.

A priority assignment on our part would, therefore, seem to be a policy paper on Canada's relations with the Third World. This study, which might be regarded as a companion piece to the "Third Option" paper, should examine the extent to which our relations with the developing countries could help achieve the diversification and the reduction in vulnerability called for in "Options for the future". One of the objectives of this study, perhaps to be undertaken in collaboration among ECD, PAG and the area bureaux, should be to define which regions and countries of the developing world are in fact of importance to Canada, and to what extent the aid programme might be a suitable instrument for pursuing Canadian objectives in each of these regions. The study would of course require interdepartmental collaboration, and might be patterned on a study of Canada's relations with one particular region--Francophone Africa--completed in September 1972. (The proposed exercise undertaken within an agreed framework should meet with a better reception than the earlier Francophone African study, which was largely ignored by CIDA.)

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We shall also want to contribute to the policy framework for CIDA's aid strategy review, which in its present draft form proposes modifications in the aid programme seemingly unrelated to any broad Canadian policy objectives.

This department will wish to play a leading role in helping to define and co-ordinate Canadian policy in the development aspects of trade monetary and investment measures (LDC export promotion, GPS, SDR-Aid link, charter of economic rights), where the interests of a number of other government departments converge and sometimes conflict.

If External Affairs is to play a more important policy role with respect to the aid programme and particularly with respect to aid policy, it will be even more important in the future that Aid and Development Division act as a co-ordinating unit for all policy advice that this department wishes to transmit to CIDA. On the other hand, it would be appropriate and indeed essential to involve area bureaux more than they have been in the past in the monitoring, the preparation and the implementation of CIDA programmes in the area of responsibility of each bureau.

This Department has an important role to play in the administration of the aid programme through its shared responsibility with CIDA for aid staffing at posts abroad. This aspect of our involvement is discussed in a later section of the present paper.

### III. Improving the procedures of Consultation

If it is accepted that this department has a role to play in aid decisions, then the machinery which would allow us to play that role must be made to work. Operational procedures may seek to be institutionalized to ensure co-ordination between the execution of the aid programme--which is CIDA's responsibility--and Canada's other objectives which are the responsibility of this and other government departments. In the recent past this department has had to rely on "ad hocery" and good personal relations to make its policy views known to CIDA. With the increasing size and complexity of the aid programme this of course is no longer adequate. The purpose of this section is to review the present situation and to propose a number of procedural changes which, in our view, would make co-ordination more effective.

#### a) Revitalization of the Aid Board

The President of CIDA is required to carry out his functions in consultation with an Aid Board of deputy ministers of the departments principally concerned with economic assistance. The responsibilities of the Aid Board are, according to the Cabinet Memorandum which set up the aid office, to advise the Secretary of State for External Affairs on all matters falling within the mandate of the head of the aid agency. The Aid Board is required to meet "at regular intervals and at the call of the Chairman". Although in the early years after the creation of the External Aid Office the Board met frequently on policy issues and performed the function for which it was intended, in the last five years it has met infrequently--only once or twice per year--and its functions have for all practical purposes been limited to "rubber stamping" the bilateral aid allocations before their submission to Cabinet.

In our view the Aid Board must be restored to its proper role as the government's principal instrument for the co-ordination of advice on aid policy. The Agency should be required to consult the Board on all major policy options before they are submitted to the Secretary of State for External Affairs or to Cabinet for approval.

The chairmanship of the Aid Board is at present exercised by the President of CIDA. This is obviously appropriate, although some conflict of roles may arise since the function of the Aid Board is to advise the SSEA on matters falling under the responsibility of the President of CIDA. By comparison the Board of Directors of the Export Development Corporation is chaired not by the President of EDC but by the Deputy Minister of Industry Trade and Commerce. Presumably the comparable arrangement of having the chairmanship of the Aid Board pass to the Under-Secretary of State for External Affairs thus recognizing that aid programmes are an integral part of foreign policy, would be fraught with more difficulties than advantages. There may nevertheless be some merit in formally constituting the Aid Board as a sub-committee of ICER in order to underline the broad governmental policy co-ordination role which the Aid Board is intended to fulfill. In any event the Aid Board, at its next meeting, should be consulted as to the manner in which it would propose to discharge the mandate with which it has been charged by the Government.

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b) Institutionalizing the Interdepartmental Committee on Development Assistance

To function properly, the Aid Board at deputy minister's level must necessarily restrict its attention to major policy options. The need for a senior level interdepartmental committee acting as an "ante chamber" to the Board was recognized at an early stage, to clear away routine decisions that could be taken at a lower level, to undertake the detailed examination of important development issues, and to filter and clarify those issues which require the Board's attention. However, around 1968 the use of the Interdepartmental Committee on Development Assistance atrophied. Although some effective use has recently been made of the ICDA with respect to the multilateral programme, little or no use has been made of it outside the "allocations round" to discuss important issues involved in the bilateral programme. Efforts made by this department in 1970 to have the ICDA revitalized as an instrument for interdepartmental consultation foundered, partly as the result of high-level personnel changes within the ICDA structure. A decision taken at that time by the ICDA defining its terms of reference (see annex II) was never applied.

Our recommendation would be that the terms of reference worked out at that time be applied and that the ICDA be institutionalized in its proper role as an essential part of the machinery of interdepartmental consultation on the aid programme. Its basis of operation would be as follows:

- ICDA should be regarded as a sub-committee of the Aid Board.
- It should meet regularly at least once a month at the Director level.
- It should consider all important aid issues of interdepartmental concern.
- It should clear away decisions that did not require consideration at Board level.
- It should prepare the agenda for Board meetings.
- Issues on which no consensus could be reached at the ICDA Level should be referred to the Board before being brought to the attention of Ministers or Cabinet.

In our view a properly functioning ICDA could do much to dissipate the contention that has affected the aid programme. The Aid Board should be asked at its next meeting to instruct that the ICDA meet as outlined above.

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c) Rendering effective the Annual Allocations Round of Interdepartmental Consultation

One purpose which ICDA serves is to consider annual aid allocations prior to their submission to the Aid Board and to Cabinet. This is at present a perfunctory exercise. The allocations and CIDA country development programmes for 1974-75 were examined in a hasty round of meetings--a general policy meeting and meetings on each of the regions--held in the first part of December. This department had not previously been associated in any way with the preparation of the CIDA country programmes or proposed allocations, and like other departments we had received the proposed allocation figures as well as the proposed programme profiles only one week to ten days prior to the interdepartmental meetings. Before these meetings were held, CIDA had already begun taking operational decisions on the basis of its draft programme and aid levels. As in previous years, before any serious interdepartmental discussion had taken place, project approvals had been given; CIDA had sent messages to posts instructing them on the implementation of the programme; and CIDA missions had been dispatched to discuss the programmes with the governments of the recipient countries. These developments had occurred even before perfunctory consultations with other government departments had taken place.

Present procedures, which permit interdepartmental consultation on aid allocations only after all critical decisions have been taken within CIDA have not permitted this department to play any appreciable role in the determination of aid programmes or allocation levels. To have some real effect on decisions, interdepartmental consultation must begin much earlier in the CIDA aid allocations cycle. Because the 'lead time' between project conception and commitment is typically about a year, the commitment pattern for 1974-75 is already determined by projects under study within CIDA. Thus our efforts should now be directed at the level and kind of programme we should like to see undertaken in 1975-76.

We would propose that early in 1974 CIDA submit for interdepartmental consideration its preliminary and tentative aid levels and sectoral guidelines for 1975-76. These proposals should include narrative explanations of the factors justifying the proposed level and nature of the programme. Following internal consideration within each department, these guidelines for 1975-76 could be reviewed by ICDA at a subsequent meeting or meetings, and submitted to the Aid Board for its approval no later than June 30, 1974. Instructions could then be sent to posts for their comments on the proposed interdepartmentally agreed guidelines. On this basis posts could make detailed recommendations and indeed write their own programme. CIDA would be in a position to review the detailed programme for 1975-76 containing specific project descriptions in time for resubmission to the ICDA toward December 1974. By this point, as we have seen, the commitment pattern for 1975-76 will have been largely determined, and (except for possible minor adjustments) the year-end allocations round of consultations would be very much a formality. The bilateral aid budget would, early in 1975, be submitted

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to the Aid Board and then to the Minister and Cabinet for their final authorization of the allocations required to meet expected commitments in the 1975-76 fiscal year.

The procedures outlined above correspond closely to the actual programme cycle within CIDA. What is added is the dimension of effective interdepartmental consultation which has not to date been employed in the elaboration of the aid programme. This matter should be pursued in conversations with CIDA.

d) Utilizing the ICER Country Programming Mechanism

We see country programming as a further procedure, not necessarily distinct from those outlined as part of the allocations process, for assuring the concordance between the aid programme and other programmes of the Canadian government in developing countries. As an ICER department, CIDA has an obligation to ensure that its foreign programming is consistent with the general thrust of foreign policy, and that its programme fits chronologically, procedurally and substantively into the integrated post programme.

CIDA has adopted this year an internal system of country programming as the basis for its allocations proposals. The CIDA in-house country programming exercise is currently out of phase and to some extent inconsistent with the ICER exercise.

Other departments have not been consulted by CIDA and posts have been only marginally consulted, let alone involved, in the preparation of its programme for each aid-receiving country or region. Thus the programme will have been prepared in relation to objectives which CIDA alone has formulated. Since in our view there cannot be CIDA objectives separate or different from Canadian government objectives in a given country, and since to date the CIDA exercise does not recognize the pivotal role of the mission in drawing up the country programme, the present procedure, in our view is unsatisfactory.

Nevertheless the country programming model, suitably modified and brought into phase with the ICER exercise, in our view provides the formula for the resolution of this difficulty. The following cycle appears to us to meet the requirements both of the aid planning process and of the ICER process:

1. Early in the new year, the development assistance programme submission of posts for the next fiscal year would be examined interdepartmentally as part of the ICER country programme review process. The post development assistance programme forecast for the ensuing fiscal year would also be examined and approved.
2. The development assistance programme forecasts of posts would be aggregated by CIDA and form the basis for CIDA's

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budgetary submission to Treasury Board in April for the ensuing fiscal year.

3. On the basis of Treasury Board's reaction to CIDA's submission, CIDA would be in a position in May or June to draw up indicative aid levels and programme guidelines for its multilateral and bilateral aid programmes.
4. These guidelines would then be reviewed inter-departmentally in the ICDA during June and approval of the Aid Board would be sought.
5. With respect to the bilateral programme, the inter-departmentally approved guidelines would then be sent to posts in July in the form of policy advice for their comments and to serve as the basis for their detailed aid project and programme recommendations. The posts would thus be in a position to articulate and to take account of the broad range of Canadian interests they are charged with pursuing in formulating these aid programme recommendations.
6. The post recommendations could be reviewed by CIDA in October and following internal approval in CIDA could be resubmitted to ICDA for interdepartmental consultation in November and December.
7. On the basis of the interdepartmentally agreed country development programmes, the allocations memorandum to Cabinet could be drawn up in January and examined by the Aid Board before submission to Ministers in February or March.
8. Posts would be in a position at the same time to summarize the interdepartmentally agreed development assistance programme for inclusion in the ICER country programme submission as outlined in step one above.

One further means of bringing CIDA more into the ICER structure might be to request them to appoint an experienced and fairly senior officer as assistant secretary to the ICER secretariat. This officer could initially devote much of his time to integrating the CIDA country programming system with that of ICER.

e) Resolving the Aid Staffing Problem

One major complex of problems, which has been raised periodically with CIDA but remains to be settled definitively, is aid administration abroad. The central issue here is the need to work out more satisfactory and permanent arrangements, consistent with present governmental policy on integration, for providing the manpower required to

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administer aid programs overseas.

Traditionally, External Affairs has provided most of these requirements, supplemented to some extent by the T.C.S. However, as the aid program grew in the late 1960's, it was agreed that CIDA could send officers abroad on single assignments who would be available for further duty at headquarters to enable the Agency to build up appropriate experience. In more recent years, CIDA has nominated some of these employees for second postings (sometimes after an interval at headquarters), and has pressed to have them given rotational status for allowance and other related purposes. Although CIDA's long-term intentions have never been clearly revealed, there have been indications at various times that the Agency would like to establish its own rotational foreign aid service, based on the TCS and M. and I. precedents. As the number of CIDA field officers has increased, so have practical problems involving such questions as status, allowances, designation, recruitment, and training, in part because of CIDA practice in the last two years of hiring direct from outside the public service specifically for overseas assignment.

In the last two years, new aid positions have been divided on a 50-50 basis between CIDA and External; following a period of substantial CIDA expansion in the field, simultaneously with limitations on External's manpower ceiling, the division of total man years now approaches a 50-50 split as well. The approximate figures for 1973-74 are CIDA 45, External 50 and IT&C - 4. (These reflect Aid Staffing Committee figures, which for several reasons, largely definitional, are out of line with those drawn from an analysis of the 1973-74 post country programs.)

From mid-1972 until the spring of 1973, intermittent discussions took place with CIDA, mainly between Messrs. Dupuy and Gérin, with a view to resolving these issues. In keeping with the thrust of recent government decisions in the ICER context, the major objective of the Department was to establish the principle that all aid staffing positions would normally fall under External Affairs, with an extensive program of personnel movement between CIDA (as well as other "aid" departments) and External to permit CIDA personnel to serve abroad on the basis originally intended. A paper setting out the general approach envisaged went through several drafts; the final version (March 1973) is attached. Although CIDA at one stage appeared to have accepted this basic approach, in the final analysis CIDA was most reluctant to pursue this line on the grounds that they would lose control over the aid program. The issue has rested in abeyance since last winter. In view of the increasing number of unresolved issues in this area, and CIDA's ambitious plans to increase its overseas representation, e.g. for the expanded Latin American program, we believe that discussions on the aid staffing issue should be resumed with CIDA at senior level on the basis of the attached paper, with the firm objective of reaching a definitive understanding, through the SSEA if necessary, within the next few months.

A related question which needs to be handled over the next few months, in light of these ongoing discussions, is the redefinition of the role and activities of the Aid Staffing Committee in relation to the ICER

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country program exercise. In the present situation neither by itself is adequate to do the job required. There are essentially two different aspects of this problem:

- (a) The relationship between aid country programs and decisions on resources, including support staff, to man them. At present CIDA's recently introduced country programming is out of phase with the ICER cycle, with the result that relatively firm decisions on personnel resources have been required several months before related policy and program decisions are taken;
- (b) Uniquely in the ICER context, manpower resources for the aid program are drawn mainly from two departments, thus giving rise to a complex series of bilateral negotiations both about individual appointments and the balance in the total package. It is impossible to see how the ICER country review process in its present form could fulfil these functions.

f) Ensuring Interdepartmental Consultation on CIDA Memoranda to the Minister

The problem here is once more to ensure that aid programmes are seen in a foreign policy context. CIDA prepares and submits memoranda directly to the Minister in view of the reporting relationship between the CIDA President and the Secretary of State for External Affairs. By custom and presumably in recognition of the role of this Department, a copy of the memorandum is sent to the Under-Secretary (marked for Aid and Development Division) at the same time as the original goes to the Minister's office. This of course gives us little time or opportunity to comment. We have exercised sparingly the responsibility of commenting on CIDA memoranda or requesting that they be retracted or modified, knowing that this procedure unless fully justified could leave us open to charges of meddling.

The Minister has nevertheless requested that memoranda reaching him should indicate whether they have been the object of interdepartmental consultation. However, CIDA has been negligent both in carrying out consultation and in reporting the extent of such consultation to the Minister. The results have occasionally been embarrassing to all concerned, as in the recent case of the Malawi railway project on which the Minister, at our request, agreed to defer his decision until he received a communication from the Minister of Industry, Trade and Commerce who was unhappy about the project.

Under present procedures it is not surprising that the foreign policy dimension is at times overlooked and at best inadequately dealt with in CIDA's memoranda to the SSEA. This oversight could perhaps be corrected by External Affairs being required to submit to the Minister concurrent advice on the project in terms of Canada's general interests, and in terms of the interests of other government departments. Advising the Minister on these aspects of an aid project or programme would be strictly within our responsibility, on the one hand for foreign policy advice, and on the other for assuring the co-ordination of the activities and interests of all government departments in the implementation of Canadian programmes abroad. However the device of a concurrent memorandum is cumbersome. We would much prefer to see each CIDA memorandum

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carry a rubric entitled "Domestic and Foreign Policy Considerations" the text of which would either be supplied by or explicitly approved by External Affairs. We believe this procedure should also be more palatable to CIDA and to the Minister.

g) The Proper Channelling of Aid Communications with Posts

Communications concerning the operation of Canadian aid programmes abroad are exchanged directly between CIDA and posts, in keeping with instructions contained in Circular Document R 27/68 of June 12, 1968. Posts are advised in that document that "when the subject of a letter or a telegram to the External Aid Office involves policy, e.g. considerations affecting significantly the orientation or level of aid, or a major project, posts should refer copies to External Affairs and normally also to the Departments of Finance and Trade and Commerce and the Bank of Canada". We recently sought to have these instructions updated and re-issued, but CIDA was reluctant to have us do so.

Posts have had a good record of copying to this department telegrams or letters concerning aid policy. CIDA, however, has not. On occasions too frequent to document, whether by intention or inadvertence, policy instructions or communications having broad implications for our relations with the host government have not been copied by CIDA to External Affairs or other departments. It is frequently the post which has drawn these outgoing instructions to our attention.

Our interest in such messages is to keep abreast of an important element in our relations with developing countries, and to ensure on occasion that this element is consistent with other strands in our foreign policy. CIDA alone of government departments sends out its own policy instructions to posts and to missions accredited to international organizations (e.g. DAC and the development banks) rather than sending them through External Affairs. One way of ensuring co-ordination would be for this department to attempt to recuperate its responsibility for sending out all aid policy messages. A simpler arrangement would be to have all outgoing CIDA communications as a matter of course copied to External Affairs, perhaps through an instruction to this effect to COMCENTRE and to posts. We might in addition wish to review with CIDA the characteristics of messages which should normally be dispatched through External Affairs in consequence of the relatively greater importance of the political, or diplomatic, contents as opposed to the aid aspects.

h) Designation of Delegations to International Aid Meetings and  
Invitations to Foreign Officials to Attend Meetings in Canada

We have recent instances of CIDA's naming its own delegations to international meetings on development assistance matters, and informing the secretariat of the names of Canadian delegates. We have also had instances of CIDA's inviting foreign officials and even ministers to visit Canada without prior consultation with External Affairs.

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In such matters the responsibility of this department is clear. Cabinet directive 41 of February 27, 1969 assigns to External Affairs responsibility for approving representation at international meetings, even at those of an essentially technical or routine nature. External Affairs Circular Document R 27/68 of June 12, 1968 stipulated that External Affairs will originate communications concerning representation at aid meetings. With respect to foreign officials invited to Canada, this department's responsibility for the conduct of foreign relations requires that we be consulted in advance.

In these matters a reinforcing to CIDA of our concern that agreed practices be followed should be all that is required.

A somewhat less clearcut problem arises from the sending of CIDA missions abroad. This department is often neither consulted nor informed about the departure, itinerary, or purpose of such missions, many of which involve consultation with foreign government officials. There is some basis for claiming that such missions fall under the category of "meetings of an informal and technical nature" and should require External Affairs approval. They undoubtedly have implications for the conduct of relations with the foreign country as well as for the effective management of post resources. An effort of co-ordination is called for. We would recommend at the very least a general instruction from the Minister to CIDA and perhaps to other government departments requiring that posts should be consulted through External Affairs well in advance about the desirability and most suitable dates for a proposed mission. We would thus be able to keep abreast of important developments in relation with another country and, if necessary, offer guidance about either the form or substance of the proposed mission's activities.

i) The Negotiation of Aid Agreements and Understandings

The implementation of an aid programme requires intergovernmental arrangements both of a general nature (i.e. setting out the principles of co-operation and the rights and responsibilities of the aid agency) and of a particular nature, related to individual aid projects. CIDA practice has been to negotiate both the umbrella agreements and project agreements in the form of memoranda of understanding. We have expressed a number of concerns to CIDA:

- a) that the exact legal status of these documents was not always clear because of loose drafting;
- b) That correct treaty procedures were not always followed in the case of documents **purporting** to be binding international agreements;
- c) that "umbrella" arrangements should be in the form of binding international agreements to provide a firm legal basis for ensuring obligations of either party;

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- d) that the negotiation of intergovernmental agreements or arrangements regardless of the subject matter was the very substance of international relations and the department should be closely associated with both the substance and form of such negotiations;
- e) that all aid agreements and arrangements should be deposited with Legal Division.

We have proposed to CIDA that they might call upon the services of an officer of Legal Division as their Legal Adviser in the preparation of texts. We have also asked CIDA to refer to us copies of all draft legal texts to enable this department to fulfil its intended role. Co-operation in this as in other areas of relations is not yet firmly established. We have had preliminary discussions with CIDA, but there has been no "follow-up".

j) Federal - Provincial Relations

Certain provinces, and in particular Quebec, provide a limited amount of direct development assistance to developing countries. Accordingly, this department for both political and operational reasons has invoked the good offices of CIDA to co-ordinate the aid activities of provinces and where possible integrate them within a federal framework.

To this effect working arrangements have been put in place, in particular with Quebec to permit joint federal-provincial participation in aid projects such as Derro-Tetouan in Morocco. Provisional agreement has recently been given by the Minister for similar joint participation on projects in Senegal and the Ivory Coast.

Mr. Sharp has recently sent a letter to the Minister of Intergovernmental Affairs of Quebec suggesting the harmonization of the province's autonomous programmes in the aid field. For this purpose External Affairs has once more called upon the collaboration of CIDA in order to integrate the provincial programmes in a federal framework.

CIDA has to date been cooperative in working with us to protect Canada's constitutional responsibilities for the conduct of international relations. We shall want to assure that this close collaboration with CIDA is continued in the future.

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#### IV. Role of the Post in the Aid Programme

Four problems have arisen regarding the role of the post in the aid programme.

- 1) CIDA tends to regard the post as an agent of execution rather than as a planner of the aid programme;
- 2) CIDA tends to regard aid administration abroad as a specialized function for persons on its establishment rather than for members of the career foreign service;
- 3) Accordingly CIDA tends to consider the so-called "CIDA rep" at the mission rather than the mission itself, as its agent in the execution of the programme;
- 4) CIDA has proposed the establishment of regional aid missions with direct lines of authority between CIDA and the aid mission, which would cut across the authority and responsibility of the head of post.

In most developing countries, the aid programme constitutes the most important single element of bilateral relations, and occupies much of the post's time and resources. This department as manager of post resources is responsible for ensuring that the post, acting as an integrated unit under the authority of the head of post, is able to plan and co-ordinate its total programme. External Affairs officers also form the core of the career foreign service and this Department accordingly has some interest in furthering the concept of an integrated foreign service, based on the capacity of officers to undertake polyvalent duties. For those reasons CIDA's treatment of the role of the post has affected relations with this department.

In our view posts should be permitted and encouraged to play a much more important role in the planning of the aid programme. If they have not done so heretofore, the reason is largely to be found in the lack of general indication to the post on the role expected of it, as well as in the absence of any clear guidelines which would allow the post to identify the type of projects which CIDA was prepared to consider. In many cases the post has been relegated to the role of a post office, forwarding requests from the local government to CIDA and after typically long delays transmitting the reply. We have urged the dispatch of a circular letter to post outlining the role that posts should play in the aid programme and we are awaiting CIDA's comments on our draft.



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Accordingly the very valuable resources and expertise of the post have not been put to full use in the development of the aid programme.

The post's usefulness as a source of planning information--its awareness of development requirements, of local factors which might affect the implementation of projects, of the aid programmes of other donors is only now beginning to be utilized by CIDA in a systematic way though its internal "country programming" exercise. Even so posts are not usually involved in elaborating their own aid programmes and integrating it with their other pursuits such as trade.

CIDA's preferred planning mechanism is the special mission of CIDA officials from Ottawa which travels to the post for a consultation with local government officials on an annual or bi-annual basis. While this practice undoubtedly provide headquarters staff with job satisfaction as well as with a better understanding of local conditions, it cuts across lines of communication between the post and local officials, and undermines the authority of the post in the eyes of these officials. Planning decisions are accordingly made by visitors from Ottawa on basis of often superficial impressions.

Under a properly functioning system of country programming the post would be responsible--on the basis of general guidance from Ottawa, and in awareness of its own resource limitations--for initiating and making recommendations with respect to its own aid programme. Special annual aid planning missions might continue to have their place, but only within the parameters of the programme already identified by the Canadian diplomatic mission.

This is not to deny the requirement for technical evaluation of many aid projects submitted by the local government, following screening by the post on the basis of the general interest of the project. This evaluation would have to be undertaken by experts, either in Ottawa or through visits to the site of the project. The planning function, which is quite different and requires more of a generalist approach, could very largely be done by the post.

It was noted that CIDA tends to regard aid administration as a specialized function for persons on its establishment. The chief advantages of the CIDA officer are not special skills--which he usually does not possess--but rather his recognition by CIDA headquarters personnel as a member of the CIDA clan. On the other hand, CIDA distrusts career foreign service officers doing aid work because they are allegedly badly trained for the job, because they are not under CIDA's control, and because they are often diverted from their aid work by other post priorities.

It would be unfair not to recognize a certain justice in some of CIDA's concerns. A number of career foreign service officers have been sent to fill aid positions without any previous experience in such work. Whereas the skills required for aid work are neither sophisticated nor technical, officers sent to do aid work nevertheless require some orientation and training.

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We strongly recommend that Foreign Service Officers sent abroad to perform functions for the first time should be required to spend a training period of up to six months at CIDA in order to learn the tools and procedures of the development trade. We believe that the experience and contacts resulting from CIDA training would serve them in good stead and would considerably reduce the level of criticism directed at foreign service officers by CIDA. An extension of this idea would be to have a contingent of FS's sent to CIDA to fill establishment positions as part of their Ottawa posting. In our view the personal relationships that would thereby be established might mitigate though not eliminate CIDA's concern that officers not on its payroll could not be trusted because they owed their allegiance to another organization.

It is also the case that career foreign service officers are sometimes diverted from their aid roles to perform other duties. While occasionally this practice may be justifiable due to local circumstances, it occasionally results from the head of post's lack of appreciation of the importance of the aid programme.

This practice is greatly resented by CIDA. We would recommend that heads of post be reminded of the high priority we attach to the successful implementation of the aid programme, and that they be discouraged from using aid man years for other purposes.

We are convinced that given an adequate training period in CIDA FS's would quickly be recognized as a superior corps of aid administrators because of their general aptitudes. Perhaps the longer term solution to the aid staffing problem abroad lies in creating within External Affairs a specialist stream of career foreign service officers who would normally expect to spend most of their foreign postings at aid posts, and most of their headquarters postings either in CIDA or in aid-related assignments within other departments.

It must be made clear to CIDA that the entity responsible for the administration of the aid programme abroad is not the "CIDA rep" but the integrated mission. Accordingly instructions to the individual rather than the post, and communications from the individual rather than the post, should be discouraged.

The establishment of regional aid missions endowed with powers of their own and reporting directly to CIDA headquarters would make it difficult for heads of posts to exercise their authority over the aid personnel in these missions. This does not rule out the possibility of an arrangement whereby a pool of technical expertise could be shared among posts on a regional basis. In a number cases the planning of aid programmes on a regional basis would in fact make good developmental sense and correspond more closely to the reality of Canadian interests than the compartmentalization of programmes on a "country" basis. Provided the authority of the head of post is maintained, a certain regionalization of aid programmes and of resources for carrying them out should be readily compatible with the ICER concept of the integrated mission.

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MEMORANDUM

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CONFIDENTIAL

January 16, 1974

12-3 CIDA

CIDA: Country Programming: Review Process

While you are aware that the Country Programme Review is approaching and will run from January 28 to February 22, you may not be familiar with many of the details of the Review and its relevance to our efforts to improve policy and operational coordination between CIDA and other departments, particularly External Affairs. We are therefore attaching for your information recent memoranda that have been circulated by the ICER Secretariat and this Division. We think it important that representatives from your Division be present at all meetings where the aid programmes will be subject to review.

2. Plans to integrate the ICER and CIDA country programming systems have unfortunately been delayed by the need to attack all problems of coordination with CIDA simultaneously and hence to formulate a general composite approach. The ICER country programme review is, however, upon us and CIDA is an integral part of ICER and subject to the same processes as other participating departments. We are therefore proceeding with the Review on the assumption that aid sections of country programmes, as modified by CIDA in position papers we have already solicited, will be the basis for determining the final shape of programmes for 1974-75 and projecting them for 1975-76. In Review meetings, all departmental programmes are subject to close scrutiny, questioning and criticism and must be interdepartmentally agreed before they can be implemented. Agreed projections for 1975-76 will provide the basis for individual departmental "B" Budgets, which must be submitted to the Treasury Board by March 29. This Department will also be preparing for submission to Treasury Board at the same time an "Overview" paper which will comment on the government's aggregate external programme in a global perspective, including development aid. This paper will provide the Treasury Board with guidelines for assessing "B" Budgets of all ICER departments and agencies.

3. I think you will agree that the ICER country programming system and the review procedures provides this and other departments with both an ideal opportunity to make a significant input into CIDA programme planning and budgeting for the next two years and a means to improve and systematize interdepartmental policy and operational coordination. For this reason, we attach high importance to the reconciling of the ICER and CIDA country programming system and directing bureaux have been asked to focus on the main shortcomings of the CIDA country development programmes system in review meetings with a view to bring the systems into greater harmony.

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4. You will note the External Affairs bureaux directing the review exercise have been asked to consult participating ICER departments in advance in respect of programme proposals and to follow up requests for position papers and statistical information on their programmes. ECD may be able to supplement bureaux liaison work with CIDA. We are concerned that apparently significant differences between aid programmes as submitted by posts and conceived by CIDA may unduly complicate the Review of aid programmes, although we are assured by CIDA that it is addressing itself to the problem. You might also wish to encourage efforts at reconciliation.

R. D. Jackson  
Director

*BMI - Mr Jackson*  
EXTERNAL AFFAIRS

PIN/J.A. Irwin, 2-8-80/MI

AFFAIRES EXTÉRIEURES



*CIDA -  
Coordinate*

MEMORANDUM

TO  
A

PDMI

FROM  
De

PIN

REFERENCE  
Référence

Your memorandum of November 21, 1973, to ECD

SUBJECT  
Sujet

CIDA: Co-ordination: Country Programming

SECURITY  
Sécurité

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DATE

November 29, 1973

NUMBER  
Numéro

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*12-3-CIDA*

ENCLOSURES  
Annexes

1

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*Mr Irwin ideas seem to make a lot of sense - especially in permitting both agencies almost to have their cake and eat it too. It would be helpful on this issue, and perhaps others, if we could discover common ground as a basis for our approaches to CIDA.*

You are quite right about GPP's comment on the attached copy of your memorandum. One objective - perhaps the main one - in launching the "policy guidance" exercise has been to ensure that posts are fully informed and up to date on headquarters requirements - particularly the requirements of functional Bureaux and domestic Departments, at the time when they are required to draft their annual Country Programs and forecasts. This necessarily involves prior interdepartmental consultation in Ottawa. The interdepartmental consultation that should be involved ought to help achieve another objective - improvement of interdepartmental co-ordination of policy and operations.

2. I would like to offer some comment on Milt Schellenberger's memorandum of November 20th on the CIDA Country Program. I think that he is off track when he suggests that the CIDA Country Program can be equated to country objectives plus annual "policy guidance". In my view it is more exactly the equivalent of the program element in the Post's annual submission in the country programming system. What is missing from the CIDA system is, of course, the forecast element, and this, I think, suggests how the CIDA system and the CPS can be integrated without requiring any radical change in either.

3. CIDA proposes that its Country Program be drafted at headquarters, whereas the CPS calls for drafting at the Post. CIDA may have good arguments in favour of its approach and, in any event, I do not think that this is something to be worried about. In the CPS, the Post's program element in its annual submission is based on (a) the forecast it made in the submission of the previous year, (b) headquarters response to that submission and (c) the outcome for the Post of the "B" Budget staffing exercise. In other words, the program has pretty well jelled before the Post gets down to drafting it. What is important is that whatever CIDA program is sent to the Post reflect adequate interdepartmental consultation in Ottawa and arrive in time (early in October) for the Post to take it into account in drafting the program part of its annual submission in November. The Post may then, in its annual submission, set out the CIDA program in terms of the priorities as it sees them and in terms of its capacity to implement the program in the light of the manpower that will be available. The Post will thus, through the medium of the CPS, have an opportunity of proposing adjustments to the CIDA Country Program and its proposals will go on the table for interdepartmental review, at the time of the Country Program reviews and before the beginning of the program year.

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4. Concerning the operation of the CIDA programming system, what needs to be assured is reasonable consideration for Posts' views and adequate interdepartmental consultation before a Country Program reaches the final drafting stage in CIDA. Both, it seems to me, can be achieved by using the procedures of the CPS, and especially the forecast element in that system. In November, as part of the country programming exercise, a post will be drafting its development program for the forthcoming year based on the Country Program which will (hopefully) have been received by then from CIDA headquarters. The Post program will go on the table at the time of the interdepartmental Country Program reviews and will provide the occasion for a final interdepartmental review of the Post program. At the same time, in November, the Post will be drafting its forecasts for program year plus 1 and so will have the opportunity at that time to make whatever proposals it wishes concerning its development program for that year. This could be the beginning of a Post input into the next CIDA headquarters drafting exercise slated for the following June. It will be open to the Post to follow up in January and February with detailed information and supporting arguments in amplification of what it has provided in summary form in its Country Program submission. This material along with the country programming submission will be available to interested Departments. Interdepartmental consultation could start with the Country Program review, continuing on afterwards, adequately in advance of the CIDA drafting exercise which, according to their system, is to begin in June. Thus, if the Posts, External Affairs and the other Departments concerned will exploit the possibilities offered by CPS procedures, they ought to be able to oblige CIDA to enter into consultation in good time. About the only change that might be required in the proposed CIDA system is that the drafting of the CIDA Country Programs be started in May rather than June (to allow for interdepartmental consultation during the drafting process) and that the final review, by the Interdepartmental Aid Committee, be scheduled for September rather than October, so that Country Programs may reach Posts by some time in October.

5. To summarize, the annual cycle would run something like this:

- (1) In October 1974, the Post would receive from CIDA headquarters its development program for the forthcoming program year. In November it would summarize this program in its annual Country Program submission, making what adjustments it wished to propose in terms of priorities and in terms of its capacity to implement the program. The Post's draft program would be given a final interdepartmental review at the time of the interdepartmental Country Program reviews in January 1975.
- (2) At the same time - in November - the Post would provide in its Country Program submission a forecast for the development program for 1976-77. That forecast would

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be on the table at the time of the interdepartmental Country Program review. It would provide the basis for initial interdepartmental consultation on the Post development program for 1976-77 and could also provide the basis for an initial judgment by the interdepartmental review committee and/or the Aid Staffing Committee on the manpower requirement for 1976-77. If this could be done in time for the "B" Budget exercise, it could bring the aid staffing operation into line with the budget cycle.

- (3) The initial forecast submission by the Post and the consultations in the interdepartmental review could be followed up in succeeding months by the Departments concerned in Ottawa, leading to drafting of the Post development program for 1976-77 in May and June, 1975.
- (4) The Post programs as finally agreed interdepartmentally should be put to the Interdepartmental Aid Committee by mid-September to permit transmission to Posts early in October.

6. It seems to me that we can afford to accept that CIDA's main intention in setting up its programming system was to create an instrument for "in-house co-ordination". If my calculations are not wrong their system can be integrated quite easily with the CPS. I would suggest that any approach we make to them should start with those two points.

7. Finally I think that Schellenberger should somehow be discouraged from suggesting that CIDA officers at posts "should be encouraged to take an active part...". It is the Head of Post who is responsible for managing the development program at the post, regardless of the composition of his staff.

  
J.A.I.

MEMORANDUM

PDA

CONFIDENTIAL

November 29, 1973

PDMI

ECD Memorandum of November 19

CIDA: Coordination

12-3-CIDA

GENERAL

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ECD

This memorandum "covers the waterfront" in admirable fashion. My only general critical observation is that it tends to be somewhat tentative in its recommendations when it should more energetically assert what policy the Department might ideally adopt and what goals are realistically attainable. The memorandum implies what I have no doubt to be the case, and supports it with ample evidence, namely that CIDA has constructed a largely autonomous agency, which brooks little input, let alone interference, from other government agencies with overlapping or overriding responsibilities, and whose objectives bear little relationship to those of these other agencies. CIDA makes no secret of its disinclination to be guided by the Government's approved foreign policy themes and objectives; apart from the commitment to assist the third world in its economic development, which is of course designed to be of indirect benefit to Canada in the longer term, CIDA often tends to dismiss other objectives as being irrelevant to its mandate. And as the only government agency specializing in development assistance, CIDA considers itself to be the only agency qualified to make considered judgments on development assistance policy and has certainly worked effectively to enhance its autonomy in this sphere. This is the nub of the problem, it must be clearly identified as such, and it must be the focus of measures to correct distortions which have been injected or have crept into structures and procedures designed to regulate and coordinate Canadian foreign policy.

2. It is difficult to pinpoint where in CIDA the responsibility for the present situation lies; obviously, both senior management and the working bureaucracy share the conviction that autonomy is best suited to serve CIDA's interests, although the working bureaucracy has in practice been more assiduous in resisting input from other agencies. The problem may also be due in part to the chronic state of administrative chaos, which seems to envelop the Agency. This Department must also bear some of the blame in allowing matters to have come to their present pass; both continuity of policy and initiative have flagged and must be re-instituted. At all events, senior management in CIDA will have to be the point of departure for a change in approach and it is to that level that we must first address ourselves, or more correctly our senior management must address itself. It is also at the upper levels of aid structure that organizational changes must occur and it would make sense to begin with the Aid Board and the Interdepartmental Committee on Development Assistance; if they functioned properly, most else would fall inevitably into line.



- 2 -

CONFIDENTIAL

3. The problem of coordination with CIDA having as many facets as it does, there is a danger that it will be tackled only partially or piecemeal or by more than one office in this Department. Since there is common source to and manifestation of the problem in virtually all its ramifications, this Department must ensure a coordinated attack and follow-up.

4. In the broader view, I think an examination of the "CIDA problem" leads one to conclude that CIDA must be integrated in the ICER context at least as much as other departments, and possibly even more in view of the way its highly political mandate overlaps that of EA to such an extent.

PARTICULARS

5. (a) Aid Board: ECD is understandably cautious. I think, however, that we should also examine the more ambitious options which involve the formal association (or subjugation) of the Board with (or to) ICER (see our attached memo).
- (b) Committee on Development Assistance: As the potential "work horse", this desperately needs reinvigoration.
- (c) Allocations: With the support of other departments, EA is coming to grips with this problem. The first point of attack has been the proposed Latin American budget.
- (d) Country Programming: Our views are reflected. CIDA is resisting pressure to modify their new CP system to bring into line with ICER's and problems are already emerging (see Bangkok tel 1013 of November 26). We must soon follow up our first attack (see attached letter).
- (e) Aid Staffing: Since agreement in principle on a cooperative staffing system has been reached, this appears to be one of the more promising lanes of approach. Eventually, however, I think we have to look to a system whereby CIDA operations at home and abroad are staffed mainly by rotational FS personnel, who would be interchangeable with other branches of the foreign service, but not of course eliminating a role for some non-FS specialists. Incidentally, staffing negotiations between EA and CIDA should follow the same format as those with other departments and should be related to the country programming exercise.
6. In sum, we must obviously persist in seeing this matter to a satisfactory conclusion, not hesitate to invoke neglected rules as they have been set down by the Government and brook no compromise short of what is politically unavoidable. The political sensitivity of the problem may diminish the closer we approach the federal election, which by some reports will see a change in CIDA management.

R. D. Jackson

000218

EXTERNAL AFFAIRS

AFFAIRES EXTÉRIEURES



TO  
A ECD

FROM  
De PDMI

REFERENCE  
Référence

SUBJECT  
Sujet CIDA: Coordination: Country Programming

*PDMI*

*There is a wish of your being taken in by our other subtenses. The diff: between objectives and policy guidelines is not kind of disingenuous. We only intend if my policy is not kind of disingenuous. We only intend if my policy is not kind of disingenuous. We only intend if my policy is not kind of disingenuous.*

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DATE Date	November 21, 1973
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ENCLOSURES  
Annexes

*123 EIDA*

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I am attaching an ICER commentary on the new CIDA country programming system (CPS), which suggests means by which CIDA could "plug" its system into the ICER CPS and a timetable for the process. By and large, I think External Affairs would agree with these comments and accept the suggestions. I would add the following comments:

- (a) Objectives: There is substance in ICER's observation that the CIDA's CPS includes what we call "objectives" by country and programme. However, there is at best a tenuous identity of the "objectives" as defined, expressed or reflected by CIDA in its CPS and those agreed on interdepartmentally two years ago. CIDA and ICER objectives must be more closely identified and reconciled where necessary.
- (b) Policy Guidance: We are in the process of evolving a system for interdepartmentally agreed annual policy guidance to posts and hope to have it in effect by the time the next round of country programming gets underway. CIDA's guidance must be similarly identified and reconciled with interdepartmental guidance. (It is important that both objectives and policy guidance be formulated on an interdepartmental basis processed through the approved ICER SYSTEM.)
- (c) Fund Allocation: The present timetable for allocating funds for CIDA programmes is out of phase with the funding process in other ICER departments and with the ICER CPS. We should seek to obtain an appropriate adjustment of the timetable, namely an earlier initiation of the CIDA funding process.

2. At PDE's meeting on November 27, CIDA's CPS might be discussed together with other problems of coordination between CIDA on the one hand and External Affairs and ICER on the other.

(sgd.) R. D. Jackson

R.D. Jackson



Interdepartmental Committee on External Relations  
Comité interministériel sur les Relations extérieures

C O N F I D E N T I A L

November 20, 1973

M E M O R A N D U M

TO: Mr. R.D. Jackson, PDMI  
FROM: ICER Secretariat  
SUBJECT: CIDA Country Program

1. As promised in our conversation the other day, here are my views regarding the coordination of the CIDA Country Program system with the ICER Country Program system.

2. First of all, it seems that what they are calling the "Country Program" is roughly equivalent in the ICER system to the set of country objectives plus annual "policy guidance", and with the notable addition of a detailed analysis of field conditions and funding requirements. For the present at least, their HQ is virtually writing the input for the ICER Program. That, of course, would not be in keeping with the manner in which the system was conceived to function. I think Jack Maybee expressed this aspect of the system very aptly, when he wrote recently that

"It is intended that the system provide ultimately a form of dialogue between the headquarters of departments in Ottawa and posts abroad, with policy guidance and direction being developed in Ottawa and transmitted to posts and posts responding with country programs which indicate how Government policies might be implemented in the next fiscal year in the light of local opportunities and constraints and of available resources and which forecast new resources required in the next fiscal year-plus-one to give optimum effect to Government policy as outlined by headquarters."

3. Assuming that the system of funding CIDA programs does not make it impossible for them to plan programs and resources for two fiscal years beyond the current one, it will be essential that they adapt themselves to the following timetable, as all other Departments and Agencies with personnel abroad are doing:

.../2

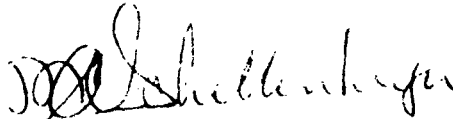
-2-

- CIDA officers at all posts should be encouraged to take an active part in the preparation of the Country Program for 1974/75 underway at the present time. Their input should be based on the broad country objectives concerning aid and development which have been interdepartmentally approved plus any additional policy guidance received from their HQ through the summer and fall (which will presumably be based on the internal CIDA Country Program system).
- come to the interdepartmental Country Program Review (CPR) meetings to be held around February and March, 1974, prepared to defend their programs for 1974/75.
- communicate to the HOP through the External Affairs Bureau, in good time, any significant changes in programs resulting from the CPR meetings.
- come to the 1974 CPR meetings prepared to discuss the nature of CIDA programs for fiscal 1975/76 and the expected personnel resources needed to implement them. Similarly, be prepared to discuss trends into 1976/77 and the probable number of program personnel required.
- it would seem logical that there would be a good deal of prior consultation with External Affairs and possibly IT&C on the position to be taken at these meetings so that no surprises are placed on the table which would result in protracted negotiations. Perhaps the Aid Staffing Committee would serve this function.
- obviously it will be necessary for the Aid Staffing Committee to meet much earlier than planned this year in order to reach agreement on final deployment of program personnel for the up-coming fiscal year. These deployments, by post, should be settled and in the hands of the ICER Secretariat by September 1st at the latest.
- all departments in their foreign operations are expected to adhere to the level of program activities and personnel resources interdepartmentally agreed upon in the CPR meetings for the forecast year; i.e., the 1974 meetings, in addition to reviewing the 1974/75 Program submitted by posts, will reach agreement on program content, priorities and program

.../3

-3-

personnel resources for 1975/76. It should be understood that changes would require full inter-departmental agreement and that they would be considered only if judged to be genuine contingencies. If so, they should be dealt with through channels (not yet adequately established, incidentally) outside of the regular ICER Country Program system.



M.A. Schellenberger,  
Assistant Secretary.



Interdepartmental Committee on External Relations  
Comité interministériel sur les Relations extérieures

C O N F I D E N T I A L  
WITH ENCLOSED ATTACHMENTS

5 November, 1973 12-3-CIDA

Dear Mr. Thibault,

This refers to our telephone conversation this morning concerning the integration of support services.

Enclosed are copies of what I believe to be all the major documents concerning developments toward the present state of integration of support services. Specifically, these are:

- (1) ICER's first Report to the Cabinet dated 6 March, 1972. This contains as Annex 1, the Cabinet Decision of 21 May, 1970 to proceed with integration of Canadian Government foreign operations generally and with the integration of support services, specifically (d)(iii).
- (2) A circular letter dated 26 November, 1970 from Mr. Ritchie, the Under-Secretary of State for External Affairs, to all Heads of Post outlining the intention to proceed with integration of support services effective 1 April, 1971.
- (3) A record of the Cabinet Decision of 10 December, 1970 to proceed with the integration of support services effective 1 April, 1971 and delegating responsibility for the management of such services to the Department of External Affairs.
- (4) A record of the Cabinet Decision of 12 April, 1972 recommending among other things, a work program in the area of integration of support services.
- (5) A copy of the ICER's second Report to Cabinet dated 30 March, 1973 along with a circular letter to all Heads of Post dated 30 July, 1973.

.../2

C O N F I D E N T I A L  
WITH ENCLOSED ATTACHMENTS

-2-

The report contains the latest official summary  
of the state of integration of support services.

If I can be of any further service, please contact me  
again.

M.A. Schellenberger,  
Assistant Secretary.

Mr. Jean-Marie Thibault,  
Director, Finance,  
Canadian International  
Development Agency,  
Jackson Bldg, 3rd floor,  
122 Bank Street,  
K1A 0G4

Canadian International  
Development Agency

Agence canadienne de  
développement international

→ ECD

*Je vous envoie cette lettre  
tout de suite au cas où M. Dupuy  
ne parvenait pas à la recevoir  
0/15 (P.D.)  
25/10/73*

*1 C E D*  
**OCT 30 1973**

*12-3-CIDA*

Le 22 octobre 1973

Your file    Votre référence

Our file    Notre référence

Monsieur Michel Dupuy  
Sous-secrétaire d'Etat Adjoint  
Ministère des Affaires Extérieures  
Immeuble Lester B. Pearson  
125 Promenade Sussex  
Ottawa, Ontario. K1A 0G2

Cher Michel,

Je vous remercie de votre lettre du 3 octobre et des commentaires que vous nous avez fait parvenir concernant la nouvelle méthode de préparer la programmation pluri-annuelle des interventions de l'ACDI auprès des principaux pays qui font l'objet de l'aide extérieure canadienne.

Votre lettre soulève des questions concernant les consultations inter-ministérielles, le rôle des missions et en particulier du chef de mission dans la préparation de ce document et l'intégration de la programmation de l'ACDI dans la programmation générale des programmes extérieurs du gouvernement canadien.

Vous faites d'abord valoir qu'une préparation du programme par pays ne semble pas donner suffisamment de latitude pour les commentaires des autres ministères intéressés au programme d'aide et que le document que nous vous avons soumis fait l'effet d'un document interne. C'est précisément le cas. Le but de ce document est de préparer pour discussion au sein de la direction de l'ACDI et pour discussion au comité inter-ministériel des orientations touchant le programme dans chacun des principaux pays qui puissent donner lieu à une véritable consultation sur l'orientation et la direction de chacun de ces programmes. Afin de rehausser la valeur des discussions inter-ministérielles et surtout de donner aux autres ministères l'occasion de commenter sur des éléments de véritable politique et d'orientation, il nous apparaît essentiel d'améliorer le processus par lequel l'ACDI prépare chaque année sa programmation pour les années subséquentes. Ceci est donc effectivement un document de discussion interne mais qui aboutira sur une discussion inter-ministérielle que nous souhaitons plus substantielle et plus valable. Le fait que ce document soit essentiellement à usage interne n'exclut cependant pas, bien au contraire, des consultations qui se poursuivent constamment entre les différents ministères intéressés et l'Agence. Le document préparé par les officiers responsables de chacun des pays en cause doit, dès son premier stage,

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Ottawa, Canada  
K1A 0G4



- 2 -

réfléter ses consultations et conversations qui ont lieu tout au cours de l'année. Le document, tel qu'ensuite préparé et approuvé par les instances supérieures de l'Agence, fera l'objet de discussions plus formelles et plus substantielles au sein du comité inter-ministériel lors des discussions annuelles sur l'allocation des sommes du programme bilatéral. En fait, les résultats des rencontres inter-ministérielles (ICDA) de novembre et de décembre '73 feront partie non seulement du Mémoire au Cabinet (janvier) portant sur les allocations 1974/75, mais également d'intrant inter-ministériel préliminaire à la nouvelle ronde de programmation pluriannuelle de l'été 1974.

*trop tard!*

Je crois donc que votre préoccupation pour assurer les consultations appropriées entre les différents ministères est largement servie par le processus qui a été proposé et que justement ce processus nous permettra d'aboutir sur des consultations plus significatives que par les années passées.

Vous vous préoccupez également du rôle des missions et des chefs de mission. Comme nous l'avons indiqué lors de l'envoi de ce document à toutes les missions, nous avons l'intention que les missions jouent un rôle primordial dans la préparation et l'analyse de ce document. Non seulement souhaitons-nous recevoir au cours de l'année et en particulier en vue de la préparation de ce document des analyses et des réflexions de chacune des missions, mais nous envisageons même la possibilité, au moins dans certains cas où les missions possèdent les ressources nécessaires, de leur confier la préparation de la première ébauche du document. Nous avons clairement expliqué aux missions que les contraintes de temps et de la mise en marche de ce nouveau système ne nous permettaient pas d'avoir, cette année, des consultations formelles aussi intensives que nous l'aurions souhaité mais qu'il est clairement notre intention de le faire à l'avenir.

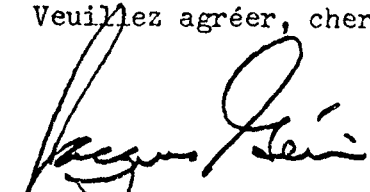
Enfin, vous soulignez, avec raison, l'importance d'assurer une synchronisation entre la planification individuelle de chaque ministère et la programmation globale faite dans le cadre de l'ICER. Cette préoccupation rencontre tout à fait la nôtre mais il nous faut d'abord mettre sur pied un système de programmation interne pour pouvoir ensuite le synchroniser avec les autres; c'est ce que nous avons fait. Les difficultés de synchronisation entre la préparation des programmes par pays et les allocations budgétaires annuelles sont déjà bien évidentes. Nous avons aussi à tenir compte, dans une certaine mesure, des disponibilités de temps des pays récipiendaires en ce qui a trait à la préparation de leur budgets. Nous croyons que ce système de planification permettra d'abord de résoudre nombre de ces difficultés et qu'il pourra très facilement s'agencer de façon normale dans la chronologie du système général de programmation par pays. Nous aurons déjà des propositions précises à faire en ce sens lors des prochaines réunions sur les allocations pour le programme bilatéral et je suis certain que nous en viendrons sous peu à établir un calendrier d'action qui tienne pleinement compte du calendrier de la programmation par pays.

.../3

- 3 -

Nous serons toujours heureux de revoir avec les agents de votre ministère certaines préoccupations qui peuvent demeurer afin d'assurer que ce système de programmation que nous avons mis sur pied serve le mieux possible les intérêts de ceux qui sont concernés mais je crois qu'à la lumière de cette lettre vous verrez que les préoccupations dont vous nous avez fait part n'ont pas été étrangères à la mise sur pied du système que nous avons établi cette année. L'expérience de cette année nous a déjà révélé des mesures à prendre pour assurer que cet exercice soit de plus en plus profitable et surtout qu'il porte l'orientation à long terme que nous cherchons à lui donner de façon plus précise qu'il nous a été possible de le faire lors de cette première année.

Veuillez agréer, cher Michel, l'expression de mes sentiments les meilleurs.



Jacques Gérin  
Vice-président  
Programmes Bilatéraux

12-3-CIDA



Canadian International  
Development Agency

Agence canadienne de  
développement international

OCT 22 1973

October 19, 1973

Mr. M.A. Schellenberger  
Assistant Secretary  
Interdepartmental Committee  
on External Relations  
L.B. Pearson Building  
Tower "A"  
Ottawa, Ontario

FOR  
ATTACHMENT  
SEE  
TRAILER  
FICHE  
CONCERNANT  
ANNEXE  
VOIR

Your file Votre référence

Our file Notre référence

MAR 24 1982

Dear Mr. Schellenberger:

As requested, enclosed are the CIDA overseas current manning levels for 1973/74. Please note that all positions are filled, the 46th officer having recently been posted to Barbados.

Attached is a copy of a self explanatory letter to Mr. Keehner of External Affairs regarding 1974/75 manning levels.

Enclosed also are statistical tables showing the allocation versus the utilization of aid man/years. The allotted figures were obtained from a set of ICER statistics attached to the Minutes of the December 16, 1971, Aid Staffing Committee meeting; these figures were amended to reflect the changes which took place during 1972. Discussions are currently taking place with External Affairs Aid and Development Division to ensure that we are both in agreement regarding the allotted aid positions. The utilization figures were culled from the latest country programs filled by each Head of Post.

For historical purposes, I am sending you a copy of last year's aid statistics.

Yours sincerely,

J.J. Guérin  
Special Assistant to the  
Vice-President (Administration)

122 Bank Street  
Ottawa, Canada  
K1A 0G4

122, rue Bank  
Ottawa, Canada  
K1A 0G4

000228

October 12, 1973

Mr. A. Keehner  
Director General  
Bureau of Finance and Administration  
Department of External Affairs  
L. B. Pearson Building  
Ottawa, Ontario

Dear Mr. Keehner:

Reference is made to your letter of August 30, 1973, regarding support services of Missions Abroad for 1974/75 and to our discussion on the same subject on September 12th at a meeting chaired by Mr. W. E. Bauer.

As mentioned, we are in no position to advise you now at which posts we intend to add a total of 4 new field officers. Your aid and Development Division plans to hold a meeting of the Aid Staffing Committee to rule on these matters after the Latin America Review meetings, since so many decisions will depend on their recommendations.

If everything goes according to plan, we should know by mid-November, at which time we will, of course, notify you. ICER is aware of this problem and has agreed to advise Heads of Post by telex whenever the information is available.

Yours sincerely,

ORIGINAL SIGNED BY  
J. J. GUÉRIN

J. J. Guérin  
Special Assistant to the Vice-President  
(Administration)

ALLOCATION VERSUS UTILIZATION OF AID MAN/YEARS

Comparison between 1972/73 and 1973/74

	<u>1972/73</u>				<u>1973/74</u>			
	<u>TOTAL</u>	<u>EA</u>	<u>CIDA</u>	<u>ITC</u>	<u>TOTAL</u>	<u>EA</u>	<u>CIDA</u>	<u>ITC</u>
Allotted	82.0 (1)	39.5	39.0	3.5	92.0 (1)	43.5 (2)	45.0 (3)	3.5
Actual	70.9	29.4	36.5	5.0	82.4	37.3 (4)	41.0	4.1
Discrepancy	-11.1	-10.1	-2.5	41.5	-9.6	-6.2	-4.0	40.6

(1) These totals do not include 8.25 m/y for UN, OECD, London, etc., allotted to External Affairs, and 1 m/y allotted to CIDA for the IADB in Washington.

(2) This total includes 2 LES Program Assistant positions.

(3) This total includes 1 Agricultural Attaché in Tunis.

(4) This total includes 3 LES Program Assistants.

CIDA/OCTOBER 1973

ALLOCATION VERSUS UTILIZATION OF AID MAN/YEARS (1973/74)

<u>Missions</u>	<u>External Affairs</u>		<u>CIDA</u>		<u>ITC</u>		<u>Total</u>	
	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>
New Delhi	2.3	0.6	2.0	1.9	0.7	1.3	5.0	3.8
Islamabad	1.0	0.4	1.0	0.9	1.0	1.2	3.0	2.5
Dacca	-	0.1	2.0	1.8	-	-	2.0	1.9
Djakarta	0.75	1.2	2.0	1.7	0.25	0.1	3.0	3.0
Colombo	0.5	0.2	1.0	1.0	-	-	1.5	1.2
Bangkok	1.25	0.7	1.0	1.0	-	0.1	2.25	1.8
Saigon	1.0	0.5	1.0	1.0	-	-	2.0	1.5
Kuala Lumpur	2.75	1.2	1.0	1.0	0.25	0.1	4.0	2.3
Singapore	0.15	0.2	-	-	0.30	-	0.45	0.2
Manila	0.3	0.5	-	-	-	-	0.3	0.5
Wellington	-	0.5	-	-	-	-	-	0.5
Sydney	-	0.3	-	-	-	-	-	0.3
Sub Total	10.0	6.4	11.0	10.3	2.5	2.8	23.5	19.5

CIDA/OCTOBER 1973

ALLOCATION VERSUS UTILIZATION OF AID MAN/YEARS (1973/74)

<u>Missions</u>	<u>External Affairs</u>		<u>CIDA</u>		<u>ITC</u>		<u>Total</u>	
	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>
Lagos	2.5	1.3	2.0	1.8	-	0.1	4.5	3.2
Accra	2.0	1.2	2.0	1.7	-	0.2	4.0	3.1
Dar-es-Salaam	2.0	1.6	2.0	1.8	-	-	4.0	3.4
Lusaka	0.5	0.4	1.0	0.8	-	-	1.5	1.2
Nairobi	1.5	1.1	2.0	1.8	-	0.4	3.5	3.3
Pretoria	2.0	1.0	-	-	-	0.2	2.0	1.2
Addis Ababa	1.0	1.0	-	-	-	-	1.0	1.0
Sub Total	11.5	7.6	9	7.9	-	0.9	20.5	16.4
Abidjan	2.5 (1)	2.9	3.0	1.7	-	-	5.5	4.6
Algiers	1.5	1.0	1.0	0.9	-	-	2.5	1.9
Tunis	1.5	1.6	3.0 (2)	3.0	-	-	4.5	4.6
Rabat	1.5	1.4	-	-	-	-	1.5	1.4
Dakar	2.0	2.4	2.0	1.8	-	-	4.0	4.2
Yaoundé	1.0	1.0	2.0	2.0	-	-	3.0	3.0
Kinshasa	1.5	1.3	2.0	1.9	0.5	-	4.0	3.2
Sub Total	11.5	11.6	13.0	11.3	0.5	-	25.0	22.9

(1) Includes 1 m/y for AFDB

(2) Includes 1 m/y for Agricultural Attaché

ALLOCATION VERSUS UTILIZATION OF AID MAN/YEARS (1973/74)

Missions	<u>External Affairs</u>		<u>CIDA</u>		<u>ITC</u>		<u>Total</u>	
	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>	<u>Allotted m/y</u>	<u>Personnel Utilization in m/y</u>
Kingston	1.5	1.2	2.0	1.8	0.5	-	4.0	3.0
Port of Spain	1.5	1.0	1.0	0.7	-	-	2.5	1.7
Bridgetown	1.0	1.3	4.0	4.0	-	-	5.0	5.3
Georgetown	0.5	0.4	1.0	1.0	-	-	1.5	1.4
Sub Total	4.5	3.9	8.0	7.5	0.5	-	13.0	11.4
Brazilia	1.0	1.0	1.0	1.0	-	0.1	2.0	2.1
Bogota	2.0 (1)	1.9 (2)	1.0	1.0	-	-	3.0	2.9
Lima	1.5 (1)	1.5 (2)	1.0	1.0	-	0.1	2.5	2.6
San Jose	1.5	1.5 (2)	1.0	1.0	-	-	2.5	2.5
Guatemala	-	0.3	-	-	-	0.1	-	0.4
Caracas	-	0.1	-	-	-	-	-	0.1
Havana	-	0.4	-	-	-	0.1	-	0.5
Santiago	-	0.5	-	-	-	-	-	0.5
Haiti	-	0.6	-	-	-	-	-	0.6
Sub Total	6.0	7.8	4.0	4.0	-	0.4	10.0	12.2
TOTAL	43.5 (3)	37.3	45.0 (4)	41.0	3.5	4.1	92.0	82.4

(1) Includes 1 Program Assistant (LES) position

(2) Includes 1 Program Assistant (LES) on strength

(3) This total does not include 8.25 m/y for UN, OECD, London, etc.

(4) This total does not include 1 m/y for IADB Washington



## AID STATISTICS

1. A set of ICER statistics attached to the Minutes of the December 16, 1971 Aid Staffing Committee meeting, recommended that out of 94 man/years 45.75 be allotted to External Affairs, 41.0 to CIDA and 3.5 to ITC, leaving 3.75 unallotted. Using these figures an attempt was made, in Appendix "A", at showing the level which was agreed to by all concerned during 1972/73. It should be noted that two of the unallotted man/years went to External Affairs and one to CIDA but that there was no net change in CIDA's man/years. Details by geographic area are included in pages 2 to 7 of the same Appendix.
2. A quick reference table concerning the 1972/73 allotments is included on Chart No. 1 in Appendix "B". Chart No. 2 differentiates between man/years of aid in developing countries and those in Multilateral Agencies, Development Banks, etc.; it shows that External Affairs and CIDA were allotted approximately the same number of man/years of aid in developing countries for 1972/73 (External: 39.5; CIDA: 39).
3. Using figures prepared by each Post and released in the 1972/73 Country Programs, in Appendix "C" a comparison is made of the actual man/months spent on aid at each Post and those allotted during 1972/73; the ICER man/years have been converted to man/months to facilitate the comparison.
4. In Appendix "D", man/months allotted to aid and man/months actually spent on aid are still being compared but, this time, the breakdown is by departments, showing the number of man/months above or below the allotted quota in each Post. On page 2 of the same Appendix, one can see that External Affairs, according to the reports of each Head of Post, did not fill 10.1 of its man/years of aid in developing countries. CIDA did not fill 2.5 of its man/years whereas ITC spent a surplus of 1.5 man/years on aid.
5. A comparison of the allotted and actual aid man/years by departments is shown in Appendix "E". External Affairs spent 29.4 out of 39.5 man/years on aid in developing countries; CIDA managed 36.5 out of 39 whereas ITC devoted 5 man/years on aid instead of 3.5.

CIDA/January 1973

APPENDIX A

AID STAFFING FOR 1972/73

SUMMARY	1972/73 Aid Staffing Level Recommended*				Agreed 1972/73 Aid Staffing Level				Remarks
	Total	Exter	CIDA	Other	Total	Exter	CIDA	ITC	
Asia	23.5	10.0	11.0	2.5	24.5	11.00	11.0	2.5	One additional man/year provided by External in Djakarta.
Anglophone Africa	19.5	10.5	9.0	-	19.5	10.5	9.0	-	Recommended level agreed to
Francophone Africa	23.0	9.5	12.0	1.5	23.0	10.5	12.0	.5	Man/year in AFDB to be added to 1973/74 Aid Staffing Level One additional man/year for CIDA re Agricultural Attaché (Development in Tunis.) One man/year in Rabat transferred from CIDA to External Affairs in February 1973.
Commonwealth Caribbean	11.0	4.5	6.0	.5	10.0	4.5	5.0	.5	Less one man/year for Bridgetown which was not open during 72/73.
Latin America	6.0	3.0	3.0	-	6.0	3.0	3.0	-	Recommended level agreed to
Miscellaneous	11.0	8.25	-	2.75	9.25	8.25	1.0	-	One man/year allotted to CIDA re IADB. Less one man/year for UNIDO and .75 man/year for UN New York that were not filled.
GRAND TOTALS	94.0	45.75	41.0	7.25	92.25	47.75	41.0	3.50	- 2 man/years from "Other" allotted to External. - No net change in CIDA man/years. - Less 1.75 man/years in "Other".

\*Figures obtained from Minutes of December 16, 1971, Aid Staffing Committee meeting

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AID STAFFING FOR 1972/73

APPENDIX A

1972/73 Aid Staffing Level Recommended\*

Agreed 1972/73 Aid Staffing Level

Remarks

	Total	Exter	CIDA	Other	ITC	Total	Exter	CIDA	ITC	
New Delhi	5.0	2.3	2.0	.7	ITC	5.0	2.3	2.0	.7	No change
Islamabad	4.0	1.0	2.0	1.0	ITC	3.0	1.0	1.0	1.0	One CIDA man/year transferred to Dacca
Dacca	-	-	-	-	-	2.0	-	2.0		
Djakarta	3.0	.75	2.0	.25	ITC	3.0	1.75	1.0	.25	One CIDA man/year transferred to Dacca. Increase of one man/year provided by External
Colombo	1.5	.5	1.0	-		1.5	.5	1.0	-	No change
Bangkok	2.25	1.25	1.0	-		2.25	1.25	1.0	-	No change
Saigon	2.0	1.0	1.0	-	-	2.0	1.0	1.0	-	No change
Kuala Lumpur	4.0	2.75	1.0	.25	ITC	4.0	2.75	1.0	.25	No change
Singapore	.45	.15	-	.3	ITC	.45	.15	-	.3	No change
Manila (ADB)	1.3	.3	1.0	-	-	1.3	.3	1.0	-	No change
TOTALS	23.5	10.0	11.0	2.5		24.5	11.0	11.0	2.5	

\* Figures obtained from Minutes of December 16, 1971, Aid Staffing Committee meeting

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APPENDIX A

AID STAFFING FOR 1972/73

	<u>1972/73 Aid Staffing Level Recommended*</u>				<u>Agreed 1972/73 Aid Staffing Level</u>				<u>Remarks</u>
	Total	Exter	CIDA	Other	Total	Exter	CIDA	ITC	
<u>ANGLOPHONE AFRICA</u>									
Lagos	4.5	2.5	2.0	-	4.5	2.5	2.0	-	Level recommended agreed to
Accra	4.0	2.0	2.0	-	4.0	2.0	2.0	-	No change
Dar-es-Salaam	4.0	2.0	2.0	-	4.0	2.0	2.0	-	Level recommended agreed to
Lusaka	1.5	.5	1.0	-	1.5	.5	1.0	-	Level recommended agreed to
Nairobi (Kampala)	3.5	1.5	2.0	-	3.5	1.5	2.0	-	No change
Capetown (Botswana, Lesotho and Swaziland)	1.0	1.0	-	-	1.0	1.0	-	-	No change
Addis Ababa	1.0	1.0	-	-	1.0	1.0	-	-	Level recommended agreed to
TOTAL	19.5	10.5	9.0	-	19.5	10.5	9.0		Level recommended agreed to

\*Figures obtained from Minutes of December 16, 1971, Aid Staffing Committee meeting

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AID STAFFING FOR 1972/73

APPENDIX A

	<u>1972/73 Aid Staffing Level Recommended*</u>				<u>Agreed 1972/73 Aid Staffing Level</u>				<u>Remarks</u>
<u>FRANCOPHONE AFRICA</u>	Total	Exter	CIDA	Other	Total	Exter	CIDA	ITC	
Abidjan	4.5	1.5	3.0	-	4.5	1.5	3.0	-	No change.
AFDB	1.0			1.0	-	-	-	-	Man/year to be added to 1973/74 Aid Staffing Level.
Algiers	2.5	1.5	1.0	-	2.5	1.5	1.0	-	No change.
Tunis	3.5	1.5	2.0	-	4.5	1.5	3.0		One additional man/year for CIDA re Agricultural Attaché (Development.)
Rabat (Madrid)	1.5	.5	1.0	-	1.5	1.5	-	-	One man/year transferred from CIDA to External Affairs in February 1973.
Dakar	4.0	2.0	2.0	-	4.0	2.0	2.0	-	No Change.
Yaounde	3.0	1.0	2.0	-	3.0	1.0	2.0	-	No change.
Kinshasa	3.0	1.5	1.0	.5 ITC	3.0	1.5	1.0	.5	No change
TOTALS	23.0	9.5	12.0	1.5	23.0	10.5	12.0	.5	

\* Figures obtained from Minutes of December 16, 1971, Aid Staffing Committee meeting

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APPENDIX A

AID STAFFING FOR 1972/73

1972/73 Aid Staffing Level Recommended\*    Agreed 1972/73 Aid Staffing Level

Remarks

COMMONWEALTH CARIBBEAN

	Total	Exter	CIDA	Other	Total	Exter	CIDA	ITC	
Kingston	4.0	1.5	2.0	.5	4.0	1.5	2.0	.5	No change
Port of Spain (Bridgetown)	5.5	2.5	3.0	-	4.5	2.5	2.0	-	Less one man/year for Bridgetown which was not open during 1972/73.
Georgetown	1.5	.5	1.0	-	1.5	.5	1.0	-	No change
TOTALS	11.0	4.5	6.0	.5	10.0	4.5	5.0	.5	Less one man/year

\*Figures obtained from Minutes of December 16, 1971, Aid Staffing Committee meeting

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APPENDIX A

AID STAFFING FOR 1972/73

	<u>1972/73 Aid Staffing Level Recommended*</u>				<u>Agreed 1972/73 Aid Staffing Level</u>				<u>Remarks</u>
	Total	Exter	CIDA	Other	Total	Exter	CIDA	ITC	
<u>LATIN AMERICA</u>									
Rio de Janeiro	1.0	-	1.0	-	1.0	-	1.0	-	No change
Bogota	2.0	1.0	1.0	-	2.0	1.0	1.0	-	Level recommended agreed to
Lima	1.5	.5	1.0	-	1.5	.5	1.0	-	Level recommended agreed to
San Jose (Central American Common Market)	1.5	1.5	-	-	1.5	1.5	-	-	Level recommended agreed to
	6.0	3.0	3.0	-	6.0	3.0	3.0	-	Level recommended agreed to

\*Figures obtained from Minutes of December 16, 1971, Aid Staffing Committee meeting

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APPENDIX A

AID STAFFING FOR 1972/73

1972/73 Aid Staffing Level Recommended\*

Agreed 1972/73 Aid Staffing Level

Remarks

	Total	Exter	CIDA	Other	Total	Exter	CIDA	ITC	
<u>MISCELLANEOUS</u>									
Permis New York	2.75	2.0	-	.75	2.0	2.0	-	-	Less .75 man/years not provided by ITC.
London	1.25	1.25	-	-	1.25	1.25	-	-	No change
Permis Geneva	2.0	2.0	-	-	2.0	2.0	-	-	Level recommended agreed to
OECD Paris	1.0	1.0	-	-	1.0	1.0	-	-	No change
Washington	2.0	2.0	-	-	2.0	2.0	-	-	Level recommended agreed to
IADB	1.0	-	-	1.0	1.0	-	1.0	-	One man/year provided by CIDA
Vienna (UNIDO)	1.0	-	-	1.0		-	-	-	Less one man/year not provided
TOTALS	11.0	8.25	-	2.75	9.25	8.25	1.0	-	Less 1.75 man/years

\*Figures obtained from Minutes of December 16, 1971, Aid Staffing Committee meeting



APPENDIX B

Status of Aid Man/Years

Chart No. 1

1972/73

	EXTERNAL	CIDA	ITC	NOT ALLOTTED	TOTAL
Level Recommended	45.75	41.0	3.50	3.75	94.0*
Actual Number Allotted During 1972/73	47.75	41.0	3.50	-	92.25

\*Figures taken from Minutes of Aid Staffing Committee meeting held December 16, 1971

APPENDIX B

Chart No. 2

Distribution of Number of Allotted Man/Years

1972/73

	EXTERNAL	CIDA	ITC	TOTAL
Aid Posts in Developing Country	39.50	39	3.50	82
Development Banks	-	2	-	2
UN/OECD/London Etc.	8.25	-	-	8.25
TOTAL	47.75	41	3.50	92.25

APPENDIX C

MAN-MONTHS OF AID (1972/73)

(Figures obtained from Country Program 1972/73 prepared by each Post)

	H.O.P.	CIDA	External	ITC	Total	ICER stats.
New Delhi	2	24	18	16	60	60
Islamabad	2	12	1	17	32	36
Dacca	not included in report					
Djakarta	2	9	13	6	30	36
Colombo	3	12	--	--	15	18
Bangkok	1	10	4	2	17	27
Saigon	2	10	4	--	16	24
Kuala Lumpur	4	12	22	2	40	48
Singapore	1	--	--	--	1	5
Manila	1	--	2	1	4	3 *
Australia	2	--	--	--	2	--
New Zealand	.6	--	--	--	.6	--
	20.6			44		
Lagos	3	20	12	--	35	54
Accra	5	23½	13½	--	42	48
Dar-es-Salaam	6	23	10	--	39	48
Lusaka	--	6	--	--	6	18
Nairobi	3	24	11	1	39	42
Capetown	2	--	9.5	2	13.5	12
Addis Abeba	3	--	8	--	11	12
	22			3		
Abidjan	3	32	8	4	47	54
Algiers	1	12	12	--	25	30
Tunis	3	24	18	--	45	42
Rabat (Madrid)	2	11	4	--	17	18
Dakar	3	23	10	--	36	48
Yaounde	6	24	5	--	35	36
Kinshasa	2	11	12	1	26	36
	20			5		

\* The man-year for ADB is not included

APPENDIX C

- 2 -

	H.O.P.	CIDA	External	ITC	Total	ICER stats.
Kingston	3	24	13	1	41	48
Port of Spain	4	24	24	1	53	54 *
Georgetown	1	12	2	--	15	18
	8			2		
Rio de Janeiro		8			8	12
Bogota	1	12	2	4	19	24
Lima	--	11	13	--	24	18
San Jose	2	--	11	1	14	18
Guatemala (Mexico)	1	--	3	--	4	--
	4			5		
Totals	74.6			59		
	or			or		
	6.2 man-years			4.9 man-years		

\* The man-year for Bridgetown is not included

## COMPARISON BETWEEN MAN/MONTHS ALLOTTED AND MAN/MONTHS ACTUALLY SPENT ON AID

	External			CIDA			ITC			TOTAL		
	Actual	Allotted	Difference	Actual	Allotted	Difference	Actual	Allotted	Difference	Actual	Allotted	Difference
New Delhi	20	28	-8	24	24	-	16	8	+8	60	60	-
Islamabad	3	12	-9	12	12	-	17	12	+5	32	36	-4
Dacca	not included in reports											
Djakarta	15	21	-6	9	12	-3	6	3	+3	30	36	-6
Colombo	3	6	-3	12	12	-	-	-		15	18	-3
Bangkok	5	15	-10	10	12	-2	2	-	+2	17	27	-10
Saigon	6	12	-6	10	12	-2	-	-		16	24	-8
Kuala Lumpur	26	33	-7	12	12	-	2	3	-1	40	48	-8
Singapore	1	1	-	-	-		0	4	-4	1	5	-4
Manila	3	3	-	-	-		1	-	+1	4	3	+1
Australia	2	-	+2	-	-		-	-		2	-	+2
New Zealand	.6	-	+.6	-	-		-	-		.6	-	+.6
Lagos	15	30	-15	20	24	-4	-	-		35	54	-19
Accra	18.5	24	- 5.5	23.5	24	-.5	-	-		42	48	- 6
Dar-es-Salaam	16	24	- 8	23	24	-1	-	-		39	48	- 9
Lusaka	-	6	- 6	6	12	-6	-	-		6	18	-12
Nairobi	14	18	- 4	24	24	-	1	-	+1	39	42	- 3
Capetown	11.5	12	- .5	-	-		2	-	+2	13.5	12	+ 1.5
Addis Ababa	11	12	- 1	-	-		-	-		11	12	- 1

(1) 1 CIDA man/year transferred to Dacca

(2) 1 man/year from EA and 2 from CIDA

(3) 1 CIDA man/year transferred to Dacca

COMPARISON BETWEEN MAN-MONTHS ALLOTTED AND MAN-MONTHS ACTUALLY SPENT ON AID  
1972/73

	External			CIDA			ITC			Total		
	Actual	Allotted	Difference	Actual	Allotted	Difference	Actual	Allotted	Difference	Actual	Allotted	Difference
Abidjan	11	18	-7	32	36	-4	4	--	+4	47	54	-7
Algiers	13	18	-5	12	12					25	30	-5
* Tunis	21	18	+3	24	24					45	42	+3
** Rabat (Madrid)	6	6		11	12	-1				17	18	-1
Dakar	13	24	-11	23	24	-1				36	48	-12
Yaounde	11	12	-1	24	24					35	36	-1
Kinshasa	14	18	-4	11	12	-1	1	6	-5	26	36	-10
Kingston	16	18	-2	24	24		1	6	-5	41	48	-7
Port of Spain	28	30	-2	24	24		1		+1	53	54	-1
Georgetown	3	6	-3	12	12					15	18	-3
Rio de Janeiro				8	12	-4				8	12	-4
Bogota	3	12	-9	12	12		4		+4	19	24	-5
Lima	13	6	+7	11	12	-1				24	18	+6
San Jose	13	18	-5				1		+1	14	18	-4
Guatemala (Mexico)	4		+4							4		+4

TOTALS	-121.4	-30.5	+18	-134.9
	or	or	or	or
	-10.1 man-years	-2.5 man-years	+1.5 man-years	-11.1 man-years

\* The additional CIDA man-year for an Agricultural Attaché (Development) has not been included; it was not reported by the Post since it is too recent.

\*\* Effective February 15, 1973, one man-year in Rabat will be transferred from CIDA to External.

APPENDIX E

COMPARISON OF ALLOTTED (1) AND ACTUAL (2) AID MAN/YEARS IN DEVELOPING COUNTRIES

	External	CIDA	ITC	TOTAL	
Allotted	39.50	39	3.50	82	
Actual	29.4	36.5	5	70.9	

(1) Figures obtained from ICER statistics

(2) Figures supplied by each Post in the Country Programs



Interdepartmental Committee on External Relations  
Comité interministériel sur les Relations extérieures

CC. Mr. Blackstock

Schmiedinger

Taylor

CONFIDENTIAL

SECRETARIAT EYES ONLY

OTTAWA, October 12, 1973

*File*  
*Jones*

M E M O R A N D U M

TO: Mr. G.A. Rau

FROM: D.R. Taylor

REFERENCE: Memorandum of October 4, 1973 from ECD (External Affairs) to PDE (External Affairs) and the letter of October 3, 1973 from Mr. Dupuis (PDE, External) to Mr. Jacques Gérin, Vice-President of CIDA and related correspondence

SUBJECT: Country Programming

-----

The attached bundle of memoranda and letters and other material concerning CIDA's proposal to introduce their own new "country program" system which is separate from the country programming system developed by the ICER and approved by the Cabinet, may be as shocking to you as it was to me. You may also find it surprising, as I did, that although the initial sad and legitimate complaint about CIDA's new and separate departure in country programming (Lusaka's letter no. 142 of May 28, 1973) was addressed to the ICER, I have found no indication in any of the subsequent correspondence that the ICER as such, or even the ICER Secretariat was consulted by External Affairs before Mr. Dupuis' letter of October 3, 1973 was despatched to Mr. Gérin of CIDA. It is a mystery how the copies of ECD's memorandum of October 3 and Mr. Dupuis' letter of October 4, 1973, reached the Secretariat, as we are not shown as information addressees on either document. A little (very little) encouragement may be taken from the final paragraph on the second page of Mr. Dupuis' letter which expresses concern about "the link which should exist between any internal programming system and the existing programming system". The statements in this paragraph clearly recognize that Cabinet has approved the country programming system developed by the ICER for application to and use by all departments and agencies responsible for any part of the Canadian government's foreign operations. As I read PDE's letter however, External has backed off from any real confrontation with CIDA and has offered to work out some kind of accommodation with them.

..... 2



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(I would have reservations about referring, as the paragraph in question does, to the ICER's country programming system as a "Government-wide system". There are many departments and agencies which will never be involved with or even touched by the ICER's country programming system. The ICER's system was developed as a management tool for use, as I have said, by departments and agencies responsible for different programs or activities which are directly related to or are part of the government's foreign operations. I may well be mistaken, but I have always viewed the ICER programming system as a development or a refinement of the Program Planning Budgeting System (PPBS) which, in theory at least, was supposed to have been adopted by all government departments and agencies in 1965 or thereabouts.)

I also find it surprising that the Treasury Board, which is represented on the ICER, and which is certainly aware of the ICER's country programming system, would have authorized and approved the study by "inter-dev associates ltd." the consultants who, apparently, developed the new country program system for CIDA. This seems at least on the face of it, an example of the right hand not knowing what the right hand (let alone the left hand) is doing. How on earth can the ICER be expected to meet its responsibilities if the Treasury Board ignores its own responsibilities for controlling programming systems?

Country programming is not my responsibility, nor even my business, but from my point of view, the fact that CIDA has embarked on its own separate course, apparently with the knowledge and approval of the Treasury Board, which is responsible for all aspects of programming in all government departments and agencies, bodes ill for the ICER and particularly for the ICER's country programming system, and indeed for the whole integration process, which, as I understand it, is a program approved by the Government.

I am aware that relations between External Affairs and CIDA are not the best, for many reasons, but they are unlikely to prove susceptible of any real improvement if CIDA persists in sailing its own ship. These poor relations should not be justification for the course CIDA appears bent on pursuing. If relations between CIDA and External do not improve, however, it will be just that much more difficult to persuade CIDA to fall into step with the other foreign service departments and agencies involved in the ICER's country programming system. More important than that perhaps, is the strong possibility that if CIDA is able to build a country programming system which is apparently, completely separate from that developed by the ICER, the ICER's system will inevitably be seen as something from which any of the foreign service departments or agencies can withdraw when they see fit.

..... 3

- 3 -

I appreciate that there is and should be sufficient flexibility in the ICER's country program system to allow for the special interests of individual departments and agencies, particularly when allowance for these interests promises to contribute to more effective management of the programs for which the department or agency in question is responsible. But if there is to be effective coordination of programming (forgetting altogether the wraith of effective integration), there has to be a limit on the permissible degree of flexibility. If there is no such limit, the ultimate result will be a separate programming system for each of the foreign service departments and agencies, and we will be back where we began in 1970.

In sum, I see CIDA's action as the first breach of the country programming system the ICER put together. If it can be breached by one, it can be breached by all, and some three or four years of hard and conscientious work will be in danger of going down the drain.



D.R. Taylor

P.S. It may well be that there have been consultations on this matter  
• between External and Secretariat officers, either oral or written, of which I am not aware. Even if informal consultations have taken place, I doubt I would be inclined to change the views I have expressed in this memorandum.



MEMORANDUM

PUE

UNCLASSIFIED

BCD

October 4, 1973.

123-CIDA

CIDA System of Country Programming

38-1-CIDA

PDF  
GAP  
GPP  
GMP  
PDNI  
PDA  
BCP

Following detailed consultation with geographic bureaux, and with the very helpful collaboration of PDNI, we have prepared for your signature a reply to Jacques Gérin's memorandum to the Interdepartmental Committee on Development Assistance on the country programming exercise which CIDA introduced early this summer on a provisional basis, without prior interdepartmental consultation. With the imminent onset of the ICER country programming cycle for 1974-75, we believe the moment is opportune to express our views to CIDA on this subject. CIDA has now completed its internal country programme cycle for 1974-75 and has apparently obtained the approval of the President's Committee for these programmes. Other departments, however, including our own, have not yet been consulted during this process, although we understand that the results will be submitted in some form to the ICIDA as part of the preparations for the 1974-75 allocations round early next month. We understand that in preparing these programmes CIDA has been in touch with the posts concerned; we have not been privy to these exchanges, though in one or two cases desk officers have obtained copies of particular country programmes on a personal basis. This letter is intended to remind CIDA of our interests and responsibilities, particularly with respect to recent ICER and Cabinet decisions on our central coordinating role for foreign operations, and to initiate consultations with them to refocus the CIDA exercise along more acceptable lines.

D R HILL

D.R. Hill  
Acting Director  
Aid and Development Division

BEST ORIGINAL AVAILABLE  
MEILLEUR ORIGINAL

cc. PDF GAP GPP GWP PDMI PDA ECP

Ottawa, Ontario  
K1A 0G2

October 3, 1973

File: ~~98-1-CIDA~~

Dear Jacques,

12-3-CIDA

Country Programming

I wish to refer to your memorandum of June 18, 1973, under cover of which you passed us a copy of your manual on a country programming system for development assistance. While we had taken note of your suggestion that we should await circulation of a policy paper which was then in preparation, our Bureaux and Divisions most likely to be concerned have provided us with their preliminary views on the document you sent us. Accordingly, I can provide at least some preliminary and general comment on certain points which we would wish to bring under examination in more detailed discussion of your proposed programming system.

First, we note that the "Inter-Dev" format has a strong "in-house" orientation and has been designed primarily as an instrument for planning, co-ordination and management within CIDA headquarters. Viewed solely as an internal mechanism, we would not wish to comment on it, except to express the view that any measures which prove useful and effective to you in internal management are of course welcomed by this and the other departments concerned with development assistance abroad. Our concern is rather with the external implications of whatever internal system you adopt, that is the effect it may have on inter-departmental planning, co-ordination and co-operation in Ottawa and on the management of development assistance programmes abroad.

In this respect, there are three points which I can make now and which I would suggest might be the subject of detailed discussion between us. The first is that, consistent with its dominantly internal orientation, the "Inter-Dev" paper appears to take insufficient account of the need for effective inter-departmental consultation at the working level in the shaping and development of country programmes on development assistance. Our preliminary impression is that the proposed arrangements for country programming within CIDA may not permit for fruitful interchange between CIDA and other departments at a sufficiently early stage in the planning process,

Mr. Jacques Gerin, Vice-President  
Canadian International Development Agency  
Jackson Building  
Ottawa

.../2

000253

-2-

nor permit other departments to participate effectively in decisions affecting important Canadian Government interests abroad. It seems to us that if the CIDA country programme exercise is to be the basic device for determining the orientation of the bilateral programme, liaison and consultation with other departments should take place at an early stage in the process. There is, admittedly, a brief reference to consultation with area desk officers of this department, but this, from our point of view, reflects inadequately our interests in development assistance programmes as important elements in our bilateral and multilateral relationships in many parts of the world. I believe we would want a much more thorough process of consultation. In addition, as External Affairs is charged with the general responsibility for inter-departmental co-ordination in the field of foreign operations, we have also to be concerned with ensuring that the interests of the several other departments which have an interest are taken adequately into account in what planning procedures may be established. In this respect the manual seems to treat other government departments as "outside parties" in the same way as foreign governments and this does not in our view reflect adequately the close interdepartmental relationship required in the elaboration of programmes having such a large impact on Canada's overall relations with the countries of Asia, Africa and the Americas.

Second, a similar point arises with respect to the responsibilities of the Head of Post as the manager in situ of the development assistance country programme. The responsibilities of the mission as an integrated unit, and in particular the responsibilities of the head of post, are not simply to act as a channel of communications with the local government. The mission is responsible for providing Canadian authorities with sound judgment about local conditions on such questions as aid programmes, in terms of both content and implementation. Having regard for the responsibility of the mission for co-ordinating and executing all Canadian government programmes within the total framework of Canadian relations with a particular country, the head of post will wish to make recommendations based on the resources available to him to carry out his total programme. Here again, while the "Inter-Dev" draft makes a reference to a role for the head of post, it fails to develop the idea. We note in your covering memorandum that you would intend to elaborate upon the role of the head of post with respect to the aid programme in a future revision of the manual.

Finally, we must be concerned with the link which should exist between any internal programming system and the existing country programming system. This latter has behind it the full weight of Cabinet authority as a Government-wide system and a framework within which the Government's foreign operations are to be planned and co-ordinated in their totality. The status of the country programming system was reiterated and reinforced by Cabinet decisions taken as late as July 30 of this year on the strength of recommendations from the Deputy Ministers who comprise the Interdepartmental Committee on External Relations and, as you are aware, Treasury Board has indicated that it is prepared to look at "B" budget submissions for foreign operations only in the context of inter-departmentally agreed country programmes. The country programming system, as it is now designed, certainly does not exclude the employment of an internal system such as

.../3

-3-

that proposed in the "Inter-Dev" papers, but there should exist between the two systems at least that degree of consistency, if not inter-relation, which will also permit us to deal with development assistance programmes within the context of the Government-wide planning system. The Department of Industry, Trade and Commerce which operates a country programming system antedating that of ICER nevertheless modified its internal system of country programming to synchronize with the ICER system. If Cabinet's wishes are to be met, it would seem essential to link and synchronize the CIDA and ICER exercises. This would have the additional advantage that posts would be providing inputs for all aspects of their country programmes in a fully co-ordinated manner.

While the above considerations constitute problems which need to be discussed and resolved, I can say that at present I see in the outline of your proposed planning system no insuperable obstacle to their resolution and I think it should be possible to find ways of reconciling the requirements of external co-ordination with the main features of the internal system outlined in the "Inter-Dev" paper. This letter is intended simply to raise questions for further discussion, not to examine them exhaustively at this stage.

We would welcome an opportunity to discuss these issues with you at an early date. To this end, I shall ask our Aid and Development Division to consult you at an early juncture with a view to arranging a meeting between the Agency and the Department. In the meantime, I would welcome your comments.

Yours,

MICHEL DUPUY

M. Dupuy

P.S. Je n'ai pas eu l'occasion de me pencher en détail sur ces questions. Nous aurons l'occasion de le faire à mon retour de Chine.

M.D.

BEST ORIGINAL AVAILABLE  
MEILLEUR ORIGINAL

file, diary, circ.

12-3- CIDA

CONFIDENTIAL

August 31, 1973

Dear Mr. Gérin-Lajoie,

I am enclosing for your information a copy of a  
circular letter dated July 30, 1973 entitled "ICER Program" 12-2-ICER.11  
which was sent to all Heads of Posts Abroad following the  
approval of the recommendations of the ICER contained in the  
ICER Report of March 30, 1973.

Copies of the ICER Report and of the Personnel  
Management Report which were sent with this circular letter  
to posts abroad are not attached.

Yours sincerely,

J.R. MAYBEE

J.R. Maybee,  
Secretary

Mr. P. Gérin-Lajoie,  
President, CIDA,  
Jackson Building,  
122 Bank Street  
Ottawa, Ontario

cc: Mr. Jacques Gérin, CIDA

*Similar memos. Same date, Sent to:*

*Chairman ICER*

*DM - DPW*

*" - 1741*

*" - ITC*

*~~Pres. CIDA~~*

*Sec TB*

*" PC*

12-3-CIDA  
-----T

OTTAWA, August 30, 1973

Attention: Mr. Jean Guerin  
Special Assistant to the  
Vice-President of Administration

Dear Sir:

Provision of Support Services of Missions Abroad for  
1974-75 Programs

We included in our 1974-75 Program Forecast submission to the Treasury Board a request for support service resources to cover those new program staff positions at posts abroad which were agreed upon as a result of the Country Program reviews carried out early this year. We have now received notice from the Board as to which proposals were approved.

Insofar as your program is concerned the Board has agreed to provide the Department with resources in support of 4 new program positions. In its letter to us the Board stated that,

" It will therefore follow that in accommodating 1974-75 program changes in missions abroad, your department will have to relate closely to the approved program officer increases. While there might be inter-departmental discretion exercised in deciding on the final locations of the new postings (within the list provided in your program forecast) it will be appreciated that the total number of support staff man-years and financial resources cannot be exceeded.

On the other hand, should Cabinet approve in the September review changes in a Departmental program which would require supplementary support services abroad then the necessary adjustments will be made in your Main Estimates submission."

...2

The President  
Canadian International Development Agency  
Jackson Building  
122 Bank Street  
Ottawa, Ontario  
K1A 0G4

Similar letters sent out to:

NR	CGTB
RCMP	IT&C
NH&W	DND
M&I	DOT



- 2 -

No doubt you will wish to take this into account when submitting your 1974-75 program staffing plans at posts which it is understood have been requested by the ICER Secretariat so that country program instructions may go forward to posts by September 15, 1973. In addition, will you also confirm to Mr. A. Keehner, Director General, Bureau of Finance and Administration of this Department, as soon as possible, at which posts you intend to provide the new program positions shown above.

Yours sincerely,

A. KEEHNER

Under-Secretary of State  
for External Affairs

AFFAIRES EXTÉRIEURES



*Afr + ME*  
*Asia / Pacific*  
*West. Hemisphere*  
 GAP: GPP, GWP (for circulation in Bureau)  
 GWC - *Caribbean*  
 ECD *(dist to Dept)*

SECURITY  
Sécurité

UNCLASSIFIED

DATE

July 9, 1973.

NUMBER  
Numéro

FILE	DOSSIER
OTTAWA	
12-3 CIDA	
MISSION	

*file to be*  
*Concl -*

TO: GAP: GPP, GWP (for circulation in Bureau)  
 GWC - *Caribbean*

FROM: ECD *(dist to Dept)*

REFERENCE  
Référence

SUBJECT: CIDA Policy Review  
 Sujet

ENCLOSURES  
Annexes

DISTRIBUTION

...

PDE  
 PDMI  
 (J.A. Irwin)

We are enclosing for your information and comments, a first version of CIDA's Country Programme Manual which we received early last week. Unfortunately CIDA's inability to supply additional copies and our move to the new building has made it impossible to circulate copies to you as quickly as we had hoped. As you will see from Mr. Gérin's covering letter, this Manual (which has been prepared by a company of consultants, Inter-dev Associates Ltd.) will be subject to a number of changes before reproduction in final sometime in early autumn. Moreover, the policy paper referred to in paragraph five has not yet been prepared and in fact is not now expected before mid-July. We hope, nevertheless, that you will be able to give the present draft preliminary consideration and communicate your views to this division for inclusion in the substantive reply presently under preparation. We are particularly anxious to have your views on the interface between CIDA country programming and the broader country programme exercise for which this department is responsible.

2. We consider it most important to register our major recommendations early in the consultative process before thinking becomes set and inflexible. We shall, of course, in consultation with you, prepare fuller and more refined comments later in the summer after we have had an opportunity to study both the policy paper and the changes which CIDA will propose in the contents and arrangement of the draft manual.

3. We are aiming to make our initial view available to CIDA by July 13 and would be most appreciative if your comments could reach us before that date.

D. R. HILL

Aid and Development Division

CANADIAN INTERNATIONAL DEVELOPMENT AGENCY  
MEMORANDUM

AGENCE CANADIENNE DE DEVELOPPEMENT INTERNATIONAL  
MEMORANDUM

Members of the Inter-Departmental Committee  
on Development Assistance. 21 June

Jacques Gérin

Subject: Country Programming

Attached for your information is an advance copy of this Agency's new Country Program Manual.

As you are aware, CIDA has been actively engaged during the past few months in over-hauling the system and procedures for Country Programming, the purpose of which has been to develop a new system which is much more in keeping with present day requirements.

Our objective has been to develop a new system, to bring it into effect, and to complete the internal review of all individual country programs by mid-September. This should enable us to prepare a much more meaningful submission for consideration by ICDA by late October. This time frame has necessitated our adherence to a very tight schedule, especially as we propose to start the review of individual programs on July 3, 1973, and this must be preceded by training programs for all country and resource officers who will be involved in the exercise, as well as close consultations with our missions abroad and with other government departments.

The Manual still requires a certain amount of refinement and should therefore be considered as a first edition. A number of 'bugs' have been identified and these are being ironed out as we go through the process of implementation. Further work is required, particularly as regards clarifying and more precisely defining the intent of some of the more important sections. However, in spite of these shortcomings, the system as such is considerably better than that which we had in the past.

Under preparation at the present time is a policy paper to which the Manual will be attached as an Annex. This will be available shortly and will more fully describe the aims and objectives and the implementation procedures. Of particular interest will be four new features which we propose introducing and which are touched upon in the Manual:

- a) The first, the production of a document which is much more forward looking and which places greater emphasis on the development of a long term, coherent, program of assistance;

.../2

- 2 -

- b) The second, the intimate involvement of the Head of Mission and the recipient country in the preparation of the program; ✓
- c) The third, the production of a document which will be in two parts: - a confidential section whose circulation will be limited to those few Government departments who are directly involved in the transfer of Canadian resources and a factual, objective section which could be made available, as appropriate, to the recipient country as well as to other donors on a restricted basis; and ?? *Core requirements*
- d) The fourth, the production of a document which, once approved, will be used by CIDA as an instrument of policy for the purpose of developing the program and for appraising and implementing projects during the course of the year.

We expect to publish the policy paper by the end of this month and you may wish to await the receipt of this document before commenting in detail on our proposals. However, should you wish to obtain clarification of any matters before that time we will be only too willing to assist you.

*John G. Maclean*  
Vice-President  
Bilateral Programs

DISTRIBUTION:

Messrs. L.A.H. Smith, External Affairs  
J.A. MacPherson, Finance  
A.R. Hollbach, Industry, Trade & Commerce  
R. Maclean, Treasury Board  
G. Waits, Bank of Canada

BEST ORIGINAL AVAILABLE  
MEILLEUR ORIGINAL

## MEMORANDUM



## MEMORANDUM

TO--

All Officers, Bilateral Programs Branch  
 Heads of Posts  
 Development Assistance Officers at Posts

FROM-DE

Jacques Gérin

CLASSIFICATION - CLASSIFICATION
FILE NO. - NUMÉRO DE DOSSIER
CROSS REFERENCE - RENVIS
DATE - DATE May 18, 1973

Country Programming

You have recently received your copy of the Country Program Manual which sets out a new format for the annual review of development assistance programs in countries where Canada maintains a continuing program.

The Manual is the result of extensive studies and consultations within the Agency. Its basic purpose is to insure that the annual review of programs gives rise to a genuine analysis of the country's needs and the Canadian capabilities to match them.

The Country Program, which replaces the present Program Review, is an integral part of the Strategy for 1975-80, and a major exercise in our continuing effort to improve the quality of Canada's bilateral development assistance program.

The Country Program embodies a more sophisticated analysis of the real needs of the developing country and of the availability of Canadian capabilities to match these needs. As such it will be an important tool for achieving CIDA's primary objective: the economic and social development of the developing countries.

The Country Program document will provide a basis for the planning which is needed and which has been shown to be so vitally important in the uncertain environment of international development. It will not be a straight-jacket, but will provide direction and scope for initiative and for imaginative solutions in changing conditions. The Country Program should not become an exercise in imposing CIDA's ideas on the recipient country, but should be the result of intensive joint consultations with the recipient country.

.../2

.../2

These consultations should of course be carried out regularly throughout the course of the year but will increasingly involve a more formal annual review of the program with each of the major recipients. As such, it will be sensitive and responsive to the needs and desires of the developing country and will be refined and improved in a continuing process.

The Country Program document will eventually be prepared for all countries in which CIDA envisages a significant measure of continuing support; for this year, it will only be prepared for countries currently designated as "A countries". The document will be reviewed in a three stage process with final approval coming from the President's Committee.

The Country Program exercise will provide a more professional approach to CIDA's activities and will provide a measure of achievement and a challenge to managers at all levels of the bilateral program. It will form the basic device for determining the orientation of the bilateral program and will have substantial implications for the system of project review and approval.

As a whole the documents will provide an overview of the problems of development, including trade and investment, and will create the basis for a stronger CIDA input into Canada's direction on international development. They will provide the Agency with a basis for understanding, approving, and changing the orientation of CIDA's bilateral programs. They will also provide a realistic basis for projecting the amounts required for implementing the bilateral program and for establishing a more direct relationship between the objectives of Country Programs and the annual allocations.

The inputs of the Posts and CIDA Field Representatives will be an important component of the exercise. In future years this input will be made after a first draft of the Country Program has been prepared and sent out by the Country Program Manager. This year due to considerable time pressures the input from the Posts will be less formal. On the basis of the Country Program Manual, the Posts are requested to submit whatever inputs, information, or recommendations concerning "A countries" that can be returned to CIDA one month before the Country Program for that Area is due to be completed. Specific information on the level and scope of the activities of other donors and on the latest development strategy within the country would certainly be appreciated.

.../3

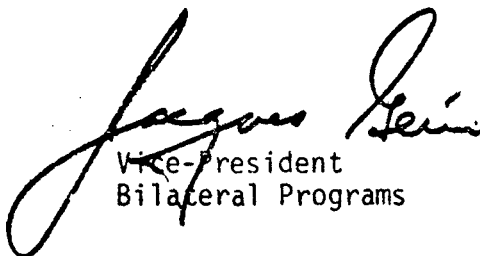
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To allow for the thorough review that it will receive before final approval, the final dates for submission of the Country Programs are slightly staggered for each division.

Division	Country Program Due
Latin America	July 3
Francophone Africa	July 9
Caribbean	July 16
Commonwealth Africa	July 23
Asia	July 30

All Bilateral Branch staff who will be directly involved in the exercise will receive detailed briefings on the new procedures within the next month.

I look forward to your cooperation in this important undertaking.

  
Vice-President  
Bilateral Programs

JUN 1 1973

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

*Mr. [Signature]*  
*Mr. [Signature]*  
*Mr. [Signature]*  
*Mr. [Signature]*

TO  
À  
ICER,  
OTTAWA, CANADA

FROM  
De  
Canadian High Commission,  
LUSAKA, ZAMBIA

REFERENCE  
Référence  
CIDA letter SO(M)27 of May 3

SUBJECT  
Sujet  
Country Programs

SECURITY  
Sécurité  
UNCLASSIFIED

DATE  
May 28, 1973

NUMBER  
Numéro  
142

FILE	DOSSIER
OTTAWA	
12-3-CIDA	
MISSION	

ENCLOSURES  
Annexes

DISTRIBUTION

DONE AT POST

CIDA(PERS)

External  
(GAP)

Dar-es-  
Salaam

Nairobi

Another country program? Was not the ICER exercise to create a consolidated view of Canadian operations in each country consistent in approach and timing for all agencies of our Government? The country programming manual received with the letter under Reference, we can see would be of real use within CIDA Headquarters to create CIDA's input to the Government's country programming exercise, but the attached letter seems to suggest that we in the field will be involved with this one agency's program at a time out of phase with other departments' efforts.

2. We solicit your assistance in requesting CIDA to participate in the Government's country programming exercise in such a way as will make the requests from us on an annual basis when we can view our operations as a whole, since we are an integrated mission servicing more than one program. If there are essential elements of CIDA's programme not covered in the present ICER format, could the format not be improved rather than duplicating the operation?

*[Signature]*  
High Commission





Canadian International  
Development Agency

Agence canadienne de  
développement international

MAY 22 1973

Mr. Maybee  
kr

✓ 12-3-CIDA

12-2-ICER-TT

12-3-Quinn?

12-0-2

CONFIDENTIAL

May 18, 1973

Your file    Votre référence

Our file    Notre référence

Mr. J. R. Maybee  
Secretary  
Interdepartmental Committee on  
External Relations  
Daly Building, Room 534  
Ottawa

Dear Mr. Maybee,

We have read with interest the telegrams which were attached to your letter of May 16, 1973. As you are aware, CIDA agrees with the concept of considering the Head of Post as a manager.

With the integration of support services, it seems evident to us that the HOP must have control over the personnel supplied to him for this purpose. If adequate services are not provided to departments and agencies having programs abroad despite constant reassignment of support personnel by the HOP, then it would appear that the workload would necessitate an increase in the establishment of the Mission. Such an increase would obviously be supported by the user departments and agencies.

We have, therefore, no objections if you were to say in your covering letter that ICER-member departments concur in the Secretariat interpretation of the basic ICER documents.

Yours sincerely,

Jean Guérin  
Special Assistant to the  
Vice-President (Administration)



Canadian International  
Development Agency

Agence canadienne de  
développement international

✓ 12-3-CIDA  
12-3-7

File

4

April 18, 1973

Your file Votre référence

Our file Notre référence

Mr. S. G. Harris  
Assistant Secretary  
Interdepartmental Committee  
on External Relations  
Daly Building, Room 534  
O t t a w a

Dear Mr. Harris,

At a meeting of the ICER Working Group of April 12, 1973, it was agreed that CIDA would provide you with suggestions regarding the future format of the Country Program. It is suggested that:

- Instructions? →*
- a) a section on the availability of office accommodation in the post be added. Perhaps the expiry date of the lease should also be included to give departments and agencies a complete picture regarding growth constraints;
  - Isn't this a time-work concept that is now discarded?*  
b) missions be supplied not only with strength ceilings but also with authorized man/year figures for each activity. This would ensure that both the missions and the departments or agencies concerned are starting from the same base. While agreeing that manpower utilization is a managerial prerogative (that of the HOP), the analysis by the departments or agencies concerned of the personnel utilization profile shown in Section 5/1 would thus take an added significance when additional manpower is requested;
  - covered in instructions →*  
c) regarding organization charts, posts be instructed as to what is required: an organization chart based on current strength (many posts supplied this type) or an organization chart based on the current approved establishment;
  - done! we have eyes in manpower*  
d) regarding the Personnel Utilization Chart (Section 5/1), posts be instructed as to what is required: personnel utilization as of now i.e. with the current strength or as planned when the current year's establishment will be filled or when the requested support

122 Bank Street  
Ottawa, Canada  
K1A 0G4

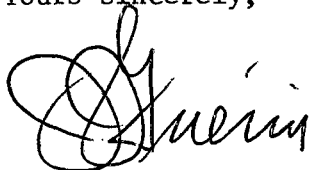
122, rue Bank  
Ottawa, Canada  
K1A 0G4

Page 2

staff man/years will have been approved. It is very difficult to compare data from mission to mission and from year to year if the information supplied is not compatible.

It is hoped that the above remarks may be of some use to those who will be revising the Country Program format for 1974.

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'J. J. Guérin'. The signature is stylized with a large, circular flourish at the beginning and a trailing 'in' at the end.

J. J. Guérin  
Special Assistant to the  
Vice-President (Administration)

file

ICER/D.R. Taylor/fr - - T

diary

circulation

CONFIDENTIAL

Ottawa, February 23, 1973

Mr. Jean Gérin,  
Special Assistant to the  
Vice President,  
Administrative Branch,  
Canadian International  
Development Agency,  
Ottawa, Ontario

Dear Jean:

With reference to your request of February 20, 1973 for certain documents related to the ICER, Jack Maybee, Secretary to the ICER, has come to the rescue, and I am now able to attach to this letter two copies (one in each of the official languages) an ICER memorandum dated June 2, 1971. Mr. Maybee is confident that the attached document is the one you referred to as a text on structural integration that was prepared by the ICER Secretariat and presented to the ICER in July 1971.

Sincerely,

D.R. Taylor,  
Assistant Secretary

Enc.



Interdepartmental Committee on External Relations  
Comité interministériel sur les Relations extérieures

MEMORANDUM

Ottawa, February 21, 1973

TO: File

FROM: D.R. Taylor

SUBJECT: Request for ICER Documents

Tuesday, February 20, 1973, Jean Gérin of CIDA informed me by telephone that he had received a request from Mr. Gérin-Lajoie, President of CIDA for certain documents that according to the President had been referred to at the last meeting of the ICER. Mr. Gérin was not entirely clear what documents Mr. Gérin-Lajoie had in mind, but he described them to me as follows:

- a) The Report of the Pierce Task Force;

(Steve Franchuk met this request with no difficulty and sent a copy of the Report to Mr. Gérin.)

- b) A Cabinet document of some kind that "established the ICER";

(Steve Franchuk met this request by sending Mr. Gérin copies of Cabinet Document 549/70 of May 1, 1970; and Cabinet Document 583/70 of May 11, 1970; and the Cabinet's decision of May 21, 1970.)

- c) A text prepared by the ICER in March 1971 and presented to the ICER in July 1971, on the question of structural integration;

(I could not recall any document that would fit Mr. Gérin's description, but Steve Franchuk, with my approval sent to Mr. Gérin ICER's submission to Cabinet of March 6, 1972; and the Summary Record of the ICER's meeting of July 15, 1971.)


*Conduct of Foreign Operations: the available options  
2 June 73.  
"Sent out 23 Feb 73"  
S.*

- 2 -

- d) A text prepared by Mr. A.W. Johnson, Secretary of the Treasury Board, in December 1971 on the implications of complete integration.

(Steve Franchuk found and sent to Mr. Gérin a copy of Mr. Johnson's letter of December 1, 1971 to Mr. A.E. Ritchie to which was attached a draft memorandum dated November 30, 1971 on the general subject of integration.)

I called Mr. Gérin later in the afternoon (February 19, 1973) but as he was in a meeting, I was not able to tell him until the morning of February 20, 1973 what documents we had been able to find and to send him. I asked him to let me know if the documents we had sent were the ones Mr. Gérin-Lajoie had had in mind, and if any of them were not, to try to get a more precise description of what Mr. Gérin-Lajoie wanted, so we would have a better chance of meeting his request. Mr. Gérin agreed to do this.

  
D.R. Taylor,  
Assistant Secretary

file

ICER/D.R. Taylor/fr

diary

circulation

MEMORANDUM

OTTAWA, February 1, 1973

TO: The Personnel Management Committee

FROM: The ICER Secretariat

REFERENCE: Letter of January 30, 1973  
from Mr. F.E. Haughian

SUBJECT: Problems Encountered by CIDA in Arranging  
Secondments of Employees to other Departments  
and "Leave Without Pay Loans" of Employees  
to International Organizations

Attached for your information and retention is a copy of Mr. Haughian's letter of January 30, 1973 in which he highlighted some of the problems encountered and solutions proposed by CIDA in their attempts to arrange secondments of their employees to other departments and agencies of the Public Service, and "leave without pay loans" to international organizations.

Also attached is a copy of Mr. Haughian's letter of October 18, 1972 to Mr. T.N. Parrott of the Treasury Board that is also concerned with these problems and in which is suggested a method for using the Special Assignment Pay Plan (SAPP) that would be of assistance to departments. This letter to Mr. Parrott is referred to in sub-paragraph (a) of Mr. Haughian's letter of January 30, 1973.

D.R. Taylor,  
Assistant Secretary

Enc.

c.c. Mr. M.G. Clark  
Mr. J.E. MacNaught  
Mr. G.J. Bourdeau

Rec'd. Jan 31/73

OKJ

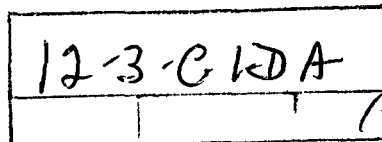
Canadian International  
Development Agency

Agence canadienne de  
développement international

January 30, 1973

Copy, distribute  
& file

Mr. D.R. Taylor  
Assistant Secretary  
ICER Secretariat  
Daly Building  
555 McKenzie Street  
Ottawa, Ontario



OKJ  
7 copies sent to 31/1/73  
G. Bourdieu - Apr. 30/75  
Your file Votre référence  
U.C. Jan Length  
Our file Notre référence

Dear Mr. Taylor:

At the last meeting of the PMC I was asked to highlight some of the problems and suggest possible solutions to the problems the domestic departments face with respect to secondments and other "mobility" programmes.

- (a) Regarding secondments I am enclosing a copy of my letter to Mr. Parrott dated October 18, 1972, which on page 2, indicates the problem areas and suggests a method, under the SAPP programme which would be of considerable help to departments. As I mentioned to you, the Treasury Board has not included this proposal in its latest draft of the proposed new SAPP regulations but I believe they have a quite open mind on the subject.
- (b) With respect to Leave Without Pay for employees assigned to International Agencies, there are several problems:-
- (1) The employee has no guarantee of re-instatement in the Public Service. The Public Service Employment Act only provides the right to prior consideration for appointment to any position for which the employee is considered qualified.

If they could be re-integrated under the SAPP programme as proposed above for secondments it would be of considerable assistance since departments do not always have positions available at suitable levels.

- (2) In addition to the classification problem, there is often a problem of man-years and financial resources not being available for reappointment of the employee. Perhaps Treasury Board could provide additional man-years and money, where required, to ensure that the employee will not find himself unemployed when he returns from a Leave Without Pay assignment.

...../2



...../2

- (3) In many cases, the salary and allowances paid by the International Agency do not compare favourably with those available to employees on secondment.

I suggest that the regulations should at least be amended so the employee does not have to pay the employer's share of superannuation while on leave without pay to serve with International Agencies, at least in those cases where it is in the Canadian government's interests that the employee accepts the assignment.

I also suggest that some means be found to permit the payment of a "topping up" allowance where a comparison with seconded employees makes it justifiable.

I am sure there are a number of other problem areas but I hope this will be of some assistance to the Committee in its attempts to achieve greater personnel mobility among departments and international organizations.

Yours very truly,



F.E. Haughian  
Director  
Personnel Administration Branch

October 18, 1972

Mr. T.N. Parrott  
Director  
Compensation & Classification Division  
Treasury Board  
Place Bell Canada  
Ottawa, Ontario K1A 0R5

155/55-213

Dear Mr. Parrott:

Re: Special Assignment Classification and Pay Directive

This is in reply to your letter dated October 11, 1972 in which you invited comments and suggestions on the proposed Special Assignment Directive.

I would like, at the outset, to say that CIDA is pleased to support the amendments you have proposed and to take advantage of this opportunity to suggest further changes.

It is noted that the "Special Recruitment" provision retains the 12 month limitation for SAPP appointments from outside the Public Service. It is suggested that the period should be extended to 24 months, as is the case for special project and training and development assignments of employees. We have experienced difficulty in convincing persons from outside the Public Service to accept SAPP appointments that are limited to 12 months. Normally, 12 months is sufficient but the sense of insecurity in the mind of the prospective candidate can result in a refusal to accept appointment.

Article 10.02 requires the responsible departmental officer to ensure that the employee will, upon termination of the assignment, be appointed to a position at his certified level or a higher level; either in accordance with the manpower plans of his department, or by notification to the appropriate Staffing Program of the Public Service Commission.

This is an important provision since it provides assurance to the employee that he will not be downgraded at the expiration of his assignment. The article, however, does not indicate what happens if the department or the PSC is unable to find a position at the appropriate level to which the employee can be appointed.

.../2

.../2

There is another possible use of the SAPP plan which might be considered, namely, to provide "holding" positions for employees "seconded" to other departments or granted leave with pay, under section 61 of the Public Service Terms and Conditions of Employment Regulations, to serve with International or other organizations outside the Public Service. Under present "secondment" or "leave with pay" arrangements, the home department pays the employee's salary and is reimbursed by the receiving department or organization. It means, however, that the employee's position is encumbered and he cannot be replaced on a continuing basis unless another equivalent level position is available. It is suggested that provision be made for "secondment or Leave with pay assignments" under which the employee could be carried at his present classification level during the period of his assignment and for a period of up to 24 months after his return to the home department. This type of assignment should not be a charge against the Department's normal quota.

The question of secondments among foreign service departments is under active consideration by the Personnel Management Committee of ICER and if this suggestion merits consideration, perhaps it could be discussed with the Treasury Board representative on PMC, Mr. Gerry Vachon.

It is often difficult for departments to agree to secondment or leave with pay because it means a replacement cannot normally be appointed on a continuing basis without jeopardizing the rights of the employee to an equivalent level position when he returns from secondment or leave with pay. Our proposal would facilitate the programme of secondments by eliminating the constraint of having to protect an existing position for the incumbent.

It is noted that you would like to establish a systematic and equitable method for Departments to determine their own quotas without reference to the Treasury Board, except in unusual circumstances. It is not an easy task to develop such a method since the need for these positions varies according to a number of factors, including the following:

- (a) If a department is reorganizing or expanding there are inevitable delays in obtaining approved classification levels and the need for SAPP appointments is greater.
- (b) Under the present system, the larger departments have the largest SAPP quotas, whereas, it could be argued that the opposite should apply, since the larger departments have more positions available and thus more flexibility.

.../3

.../3

- (c) On Agency, such as CIDA, which is expected to provide a relatively high number of employees for assignment to international agencies will require a higher quota of SAPP appointments.
- (d) Departments or agencies which require special skills or scarce expertise i.e. in international development; scientific research; economics etc., may require a higher quota in order to attract the right calibre of people. This will be the case where positions are classified at a given level but because of the outside labour market, it may be necessary to recruit above the classification level under SAPP, to attract the right kind of employees in special circumstances.
- (e) Departments which are operating on a project or matrix type of operation will have a greater need for SAPP positions.

One other problem that is not covered in the proposed directive is the matter of additional pay, under special circumstances, where the individual is given a special project which calls for substantially greater responsibilities. Perhaps provision could be made for a temporary appointment at a higher level where it can be supported on the basis of increased responsibilities and the employee's qualifications for the higher appointment level.

Submitted for your consideration please.

ORIGINAL SIGNED BY  
F. E. HAUGHIAN  
ORIGINAL SIGNED BY

F.E. Haughian  
Director of Personnel.

FEH/cp

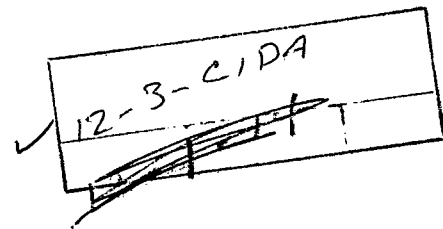
cc: Mr. D.D. Tansley  
Mr. D. Taylor, ICER  
Mr. G. Vachon, T.B.  
Mr. Jean Guérin  
Mr. D. Cameron  
Mr. J. Gauthier

file

diary

circulation

ICER/D.R. Taylor/fr



OTTAWA, November 29, 1972

Mr. F.E. Haughian,  
Director,  
Personnel Administration Branch,  
Canadian International  
Development Agency,  
Jackson Building,  
122 Bank Street,  
OTTAWA, Ontario

Dear Mr. Haughian:

I have been asked to acknowledge and thank you for your letter of November 20, 1972 to Miss McDougall, to which was attached a statement of CIDA's current and future policy concerning personnel secondments. This statement will be helpful in drafting the section on personnel mobility (including secondments) in the PMC's Second Report to the ICER.

Yours sincerely,

D.R. Taylor,  
Assistant Secretary



Canadian International  
Development Agency

Agence canadienne de  
développement international

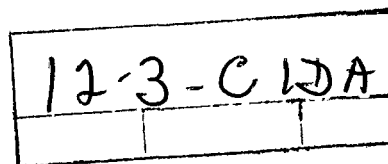
*Mr. Taylor  
ICER  
for dispos.  
D.M.*

Your file    Votre référence

Our file    Notre référence

November 20, 1972

Miss P. A. McDougall  
Chairman  
Personnel Management Committee  
Privy Council Office  
Room 218  
East Block  
Ottawa, Ontario



Dear Miss McDougall:

Attached, as requested, is a statement of current and future CIDA policy concerning secondments.

I understand that you already have a detailed list of CIDA officers on secondment or on leave without pay.

Yours sincerely,

F. E. Haughian  
Director of Personnel  
Personnel Branch

122 Bank Street  
Ottawa, Canada  
K1A 0G4

122, rue Bank  
Ottawa, Canada  
K1A 0G4

### SECONDMENT POLICY IN CIDA

Well aware of the value of secondment as a means of enabling a number of selected officers to acquire experience in related fields, CIDA is quite receptive to the idea of having them serve in External Affairs, Industry, Trade and Commerce or in regional Development Banks and international agencies such as the FAO, the World Bank, UNDP, ICAO, OECD etc.

It should be noted, however, that many international agencies do not accept, as a matter of principle, that salaries be paid by the officers' home country. As a result, CIDA officers "loaned" to these agencies have to be placed on leave without pay, thus reducing almost in half the number of "true" secondments from this Agency.

As for secondments "into" CIDA, traditionally, one or two senior officers from External Affairs have occupied key positions in the Agency; at times there were also some junior officers from the same department serving as planning or project officers in CIDA.

The following table gives an idea of the numbers involved:

	1971		1972	
	out	in	out	in
Secondments	k 2	3	7	2
LWOP	6	-	12	-

Although the above 1972 figures represent about only 5% of CIDA officers' strength, the trend to more "loans" is apparent. It is unlikely, however, that it would reach as high as 10% in the next few years.

On the other hand, plans are being discussed regarding the possibility of having a number of junior officers from External Affairs serve with CIDA prior to being transferred to aid posts.

*Mrs. D. Taylor - ICLR*



Canadian International  
Development Agency

Agence canadienne de  
développement international

*Rec'd OCT 19/72  
DRD*

✓ 12-3-CIDA
12-4-15
12-4-5

*25/10/72*

*Jrb  
DR7*

October 18, 1972

Mr. T.N. Parrott  
Director  
Compensation & Classification Division  
Treasury Board  
Place Bell Canada  
Ottawa, Ontario KIA 0R5

Your file    Votre référence

Our file    Notre référence

*155/55-C18*

Dear Mr. Parrott:

Re: Special Assignment Classification and Pay Directive

This is in reply to your letter dated October 11, 1972 in which you invited comments and suggestions on the proposed Special Assignment Directive.

I would like, at the outset, to say that CIDA is pleased to support the amendments you have proposed and to take advantage of this opportunity to suggest further changes.

It is noted that the "Special Recruitment" provision retains the 12 month limitation for SAPP appointments from outside the Public Service. It is suggested that the period should be extended to 24 months, as is the case for special project and training and development assignments of employees. We have experienced difficulty in convincing persons from outside the Public Service to accept SAPP appointments that are limited to 12 months. Normally, 12 months is sufficient but the sense of insecurity in the mind of the prospective candidate can result in a refusal to accept appointment.

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*.../2*

122 Bank Street  
Ottawa, Canada  
K1A 0G4

122, rue Bank  
Ottawa, Canada  
K1A 0G4



.../2

There is another possible use of the SAPP plan which might be considered, namely, to provide "holding" positions for employees "seconded" to other departments or granted leave with pay, under section 61 of the Public Service Terms and Conditions of Employment Regulations, to serve with International or other organizations outside the Public Service. Under present "secondment" or "leave with pay" arrangements, the home department pays the employee's salary and is reimbursed by the receiving department or organization. It means, however, that the employee's position is encumbered and he cannot be replaced on a continuing basis unless another equivalent level position is available. It is suggested that provision be made for "secondment or Leave with pay assignments" under which the employee could be carried at his present classification level during the period of his assignment and for a period of up to 24 months after his return to the home department. This type of assignment should not be a charge against the Department's normal quota.

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It is often difficult for departments to agree to secondment or leave with pay because it means a replacement cannot normally be appointed on a continuing basis without jeopardizing the rights of the employee to an equivalent level position when he returns from secondment or leave with pay. Our proposal would facilitate the programme of secondments by eliminating the constraint of having to protect an existing position for the incumbent.

It is noted that you would like to establish a systematic and equitable method for Departments to determine their own quotas without reference to the Treasury Board, except in unusual circumstances. It is not an easy task to develop such a method since the need for these positions varies according to a number of factors, including the following:

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- (b) Under the present system, the larger departments have the largest SAPP quotas, whereas, it could be argued that the opposite should apply, since the larger departments have more positions available and thus more flexibility.

.../3

.../3

- (c) An Agency, such as CIDA, which is expected to provide a relatively high number of employees for assignment to international agencies will require a higher quota of SAPP appointments.
- (d) Departments or agencies which require special skills or scarce expertise i.e. in international development; scientific research; economics etc., may require a higher quota in order to attract the right calibre of people. This will be the case where positions are classified at a given level but because of the outside labour market, it may be necessary to recruit above the classification level under SAPP, to attract the right kind of employees in special circumstances.
- (e) Departments which are operating on a project or matrix type of operation will have a greater need for SAPP positions.

One other problem that is not covered in the proposed directive is the matter of additional pay, under special circumstances, where the individual is given a special project which calls for substantially greater responsibilities. Perhaps provision could be made for a term appointment at a higher level where it can be supported on the basis of increased responsibilities and the employee's qualifications for the higher appointment level.

Submitted for your consideration please.

F.E. Haughian  
Director of Personnel.

cc: Mr. D.D. Tansley  
Mr. D. Taylor, ICER  
Mr. G. Vachon, T.B.  
Mr. Jean Guérin  
Mr. D. Cameron  
Mr. J. Gauthier



Canadian International  
Development Agency

Agence canadienne de  
développement international

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

Mr. Walton

12-3-CIDA

Original in binder

October 17, 1972

Your file Votre référence

Our file Notre référence

536-14

Mr. W. B. Walton  
Assistant Secretary  
Inter-departmental Committee  
on External Relations  
Room 533, Daly Bldg.  
555 McKenzie Avenue  
Ottawa, Ontario  
K1A 0G2

Dear Mr. Walton:

In reply to your letter of August 22, regarding aid administration abroad, attached are Tables showing by areas and by country:

- a) The current (1972/73) distribution of man-years between CIDA and External Affairs & others;
- b) the proposed CIDA allotment for 1973/74.

Please note that for 1973/74, under the heading "External Affairs & others" last year's figures have been listed only tentatively inasmuch as no discussions have as yet taken place between the departments concerned and this Agency.

Moreover, since this matter will soon be considered by the Aid Staffing Committee, I would suggest that no information be forwarded to the posts without first checking the decisions reached by that Committee.

Yours very truly,

F. E. Haughian

F. E. Haughian  
Director of Personnel

67334

122 Bank Street  
Ottawa, Canada  
K1A 0G4

122, rue Bank  
Ottawa, Canada  
K1A 0G4

# S U M M A R Y   S H E E T

<u>AREA</u>	1972/73 Allotment			Proposed CIDA Allotment for 1973/74			Additional Man-years for CIDA
	External & others	CIDA	Total	External & others	CIDA	Total	
Asia	13.50	11.00	24.50	13.50	12.00	25.50	1
Anglophone Africa	10.50	9.00	19.50	10.50	9.00	19.50	
Francophone Africa	11.00	12.00	23.00	11.00	14.00	25.00	2
Caribbean	5.00	6.00	11.00	5.00	8.00	13.00	2
Latin America	3.00	4.00	7.00	3.00	5.00	8.00	1
Miscellaneous (New York, Geneva, OECD, Washington)	9.25	-	9.25	9.25	-	9.25	-
TOTALS	<u>52.25</u>	<u>42.00</u>	<u>94.25</u>	<u>52.25</u>	<u>48.00</u>	<u>100.25</u>	<u>6</u>

# ASIA DIVISION

<u>POST</u>	1972/73 Allotment			Proposed CIDA Allotment for 1973/74			<u>Comments where changes are Recommended</u>
	External & others	CIDA	Total	External & others	CIDA	Total	
New Delhi	3.00	2.0	5.00	3.0	2.0	5.00	
Islamabad	2.00	1.0	3.00	2.0	1.0	3.00	
Dacca	-	2.0	2.00	-	2.0	2.0	
Djakarta	2.00	1.0	3.00	2.0	2.0	4.00	Additional man-year for CIDA
Colombo	0.50	1.0	1.50	0.50	1.0	1.50	
Bangkok	1.25	1.0	2.25	1.25	1.0	2.25	
Saigon (Cambodia & Laos)	1.00	1.0	2.00	1.0	1.0	2.00	
Kuala Lumpur	3.00	1.0	4.00	3.0	1.0	4.00	
Singapore	0.45	-	0.45	0.45	-	.45	
Manila (ADB)	0.30	1.0	1.30	0.30	1.0	1.30	
TOTALS	<u>13.50</u>	<u>11.0</u>	<u>24.50</u>	<u>13.50</u>	<u>12.0</u>	<u>25.50</u>	

POST	1972/73 Allotment			Proposed CIDA Allotment for 1973/74			Comments where changes Recommended
	External & others	CIDA	Total	External & others	CIDA	Total	
Lagos	2.50	2.0	4.50	2.50	2.0	4.50	
Accra	2.00	2.0	4.00	2.00	2.0	4.00	
Dar es Salaam	2.00	2.0	4.00	2.00	2.0	4.00	
Lusaka	0.50	1.0	1.50	0.50	1.0	1.50	
Nairobi (Kampala)	1.50	2.0	3.50	1.50	2.0	3.50	
Capetown (Botswana, Lesotho & Swaziland)	1.00	-	1.00	1.00	-	1.00	
Addis Ababa	1.00	-	1.00	1.00	-	1.00	
TOTALS	<u>10.50</u>	<u>9.0</u>	<u>19.50</u>	<u>10.50</u>	<u>9.0</u>	<u>19.50</u>	

FRANCOPHONE AFRICA DIVISION

POST	1972/73 Allotment			Proposed CIDA Allotment for 1973/74			Comments where changes are proposed
	External & others	CIDA	Total	External & others	CIDA	Total	
Abidjan (Niger)	1.5	3.0	4.5	1.5	3.0	4.5	
AFDB	1.0	-	1.0	1.0	-	1.0	
Algiers	1.5	1.0	2.5	1.5	2.0	3.5	1 additional man-year for CIDA
Tunis	1.5	2.0	3.5	1.5	2.0	3.5	
Rabat	0.5	1.0	1.5	0.5	1.0	1.5	
Dakar	2.0	2.0	4.0	2.0	2.0	4.0	
Yaoundé	1.0	2.0	3.0	1.0	2.0	3.0	
Kinshasa	2.0	1.0	3.0	2.0	2.0	4.0	1 additional man-year for CIDA
TOTALS	<u>11.0</u>	<u>12.0</u>	<u>23.0</u>	<u>11.0</u>	<u>14.0</u>	<u>25.0</u>	

COMMONWEALTH CARIBBEAN DIVISION

<u>POST</u>	1972/73 Allotment			Proposed CIDA Allotment for 1973/74			<u>Comments where changes are Proposed</u>
	External & others	CIDA	Total	External & others	CIDA	Total	
Kingston	2.0	2.0	4.0	2.0	2.0	4.0	
Port of Spain (Bridgetown)	2.5	3.0	5.5	1.5 *	1.0	2.5 **	-2 of CIDA man-years transferred to Bridgetown; -2 additional man-years for CIDA in Bridgetown
				1.0	4.0	5.0	
Georgetown	0.5	1.0	1.5	0.5	1.0	1.5	
TOTALS	<u>5.0</u>	<u>6.0</u>	<u>11.0</u>	<u>5.0</u>	<u>8.0</u>	<u>13.0</u>	

\* suggest one of External man-years  
be transferred to Bridgetown.

\*\* Once Bridgetown is operating,  
it is considered that a total of  
1.5 to 2.0 man-years is all that  
will be required in Port of Spain.



<u>POST</u>	1972/72 Allotment			Proposed CIDA Allotment for 1973/74			Comments where changes <u>Proposed</u>
	External & others	CIDA	Total	External & others	CIDA	Total	
Rio de Janeiro	-	1.0	1.0	-	1.0	1.0	
Bogota	1.0	1.0	2.0	1.0	1.0	2.0	
Lima	0.5	1.0	1.5	0.5	1.0	1.5	
San Jose (Central American Common Market)	1.5	-	1.5	1.5	1.0	2.5	1 additional man-year for CIDA
IADB (Washington)	-	1.0	1.0	-	1.0	1.0	
TOTALS	<u>3.0</u>	<u>4.0</u>	<u>7.0</u>	<u>3.0</u>	<u>5.0</u>	<u>8.0</u>	

ECL/R.A. Bull/11

EXTERNAL AFFAIRS



AFFAIRES EXTÉRIEURES

*Mr. Macpherson*  
*Mr. [unclear]*  
*\* file*

TO  
A Interdepartmental Committee on External Relations.  
(through EAP)

SECURITY  
Sécurité

UNCLASSIFIED

FROM  
De ECL

DATE October 6, 1972

REFERENCE  
Référence Your memorandum of September 15, 1972.

NUMBER  
Numéro

SUBJECT  
Sujet Policy Coordination Survey - Interdepartmental Machinery.

FILE	DOSSIER
OTTAWA	
ICER	12-3-CIDA
MISSION	

ENCLOSURES  
Annexes

DISTRIBUTION

Receipt of your memorandum of September 15 was the first indication that our July 18 memorandum on the above subject had not reached you. After considerable investigation we have now run it down. You will find it attached.

2. This memorandum was prepared in reply to your earlier request. It may not entirely meet your requirements as you now see them. We hope, however, it will be of value and we would, of course, be happy to supplement it as necessary.

*[Signature]*  
Commercial Policy Division.



Interdepartmental Committee on External Relations  
Comité interministériel sur les Relations extérieures

OTTAWA, Ont.  
September 29, 1972

12-2-ICER-13 - -

12-3-CIDA

12-3-CAT

MEMORANDUM

TO: File

FROM: S.G. Harris

SUBJECT: Policy Co-Ordination

Meeting: Mr. Maybee, Mr. Harris with Mr. Larry Smith,  
of the Aid and Development Branch, External Affairs

Mr. Smith said that most of the frictions which arose in relations with CIDA revolved around jurisdictional problems. Principally, there were about the manner in which aid programs were evolved and administered overseas and the division of responsibilities between External Affairs and CIDA officials. In this regard a draft paper has been prepared which attempts to delineate the duties and responsibilities of personnel of each department and the input which each department will have in the formulation of aid policy. We were given a copy of this paper but he emphasized this was a draft paper and not a final policy paper yet.

He said that the Department of External Affairs input to the aid program was twofold: first there was input to policy formulation and secondly there was the matter of co-ordinating aid policy with foreign policy. As an example of the second, he brought up the subject of Canadian treatment of Cuba where we are now in the process of establishing an aid program, generally speaking from a foreign policy point of view we would like to keep our involvements in Cuba in the form of clearly defined and short-term programs which would not be of a continuing basis as the vicissitudes of international politics might on occasions, give reason for Canada to withdraw or go slow on the provision of aid.

The other difficulty seems to be with the manner of defining policy. CIDA takes a very restrictive definition of aid policy. While they feel some areas should have an input from other departments, other areas are strictly CIDA's own business.

BEST ORIGINAL AVAILABLE

MEILLEUR ORIGINAL

2. . .

Smith said that one could look at it as four main divisions. First there is the policy question of how much money Canada should allocate to its aid budget for the forthcoming year. Secondly there is the division of these funds between bilateral and multilateral programs. Thirdly there is the allocation of the funds on a geographical basis and fourthly, one gets into specific programs and projects. Now the first and second items are clearly matters where External Affairs and other departments have an input and No. 3 likewise, although there is some resistance here from CIDA. As regards the fourth step down i.e. programming, they feel it is a strictly internal matter for CIDA alone. However, other departments, particularly IT&C and Agriculture, feel very strongly that they would like to be involved in actual project selection in many countries as it has many implications for them. There is also the problem of whether aid for particular projects be tied or untied and here IT&C has a major interest.

Mr. Smith said that the communications structure between the involved departments is inadequate for solving generally problems in administration between the various groups. Telephone calls may suffice in some occasions but many subjects need a more formal involvement. There should be more adequate terms of reference and a greater frequency of meetings.

Speaking of the consultative procedures directly, he said that there is an aid board which meets at the Deputy Minister's level about once a year to set priorities as in step No. 1. Beneath this there is an Industrial Development Assistance Committee meeting generally at the Director or Director General level, but this Committee has been subject very much to the personalities of the man in charge of the aid program. Years ago it was used rather extensively, then there was the period under Maurice Strong when it has been used very sparsely and now there is an attempt to rejuvenate this Committee but so far, not very successfully. He said these co-ordination procedures contrast very sharply with the procedures of EDC where the Committee meets on the first Wednesday, every month and these regular meetings give an opportunity to thrash out departmental interests in various projects. The ad hoc Committee in the case of CIDA is a very difficult one to convene and since it meets irregularly it is very hard to obtain the proper personnel for a true focusing on the issues to be brought up. It seemed to be Mr. Smith's view that given the complexity of the aid program and the various involvements of so many departments in it, that the informal type of consultation which works in other areas cannot work properly here.

There is also the problem of differing departmental approaches to the aid program. CIDA generally take the view that aid is good in itself and that development per se is an end in itself. Others see this aid

3. . . .

as an extension to some extent of domestic programs for regional expansion, for industrial development, for fostering exports trade and for disbursing agricultural surpluses. One of the real problems in the CIDA case is that 50 per cent of their personnel have less than two years' experience with Government and the personnel turnover in the organization is very rapid. Furthermore, it is the habit of CIDA to bring in personnel from industry and outside the Government and most of these people are not familiar with the "rituals of Government's organization". He said he felt that the country programming exercise has been an helpful one and should have some influence in helping to sort out these problems, which at present were many and persistent.



S.G. Harris

CONFIDENTIAL

INVENTORY OF CANADA-UNITED STATES RELATIONS

SECTION 2 PAGE 1 OF 2

AREA: 2. Aid and Development

<u>SUBJECT</u>	<u>DESCRIPTION</u>	<u>TIMING</u>	<u>ADVANTAGE</u>	<u>REMARKS</u>
Regional Development Banks				
1. Inter-American Development Bank	Eligibility of Canadian suppliers to bid for projects financed from Bank's Fund for Special Operations	Current	(?) USA	Under the exchange of letters between Canada and the USA, Canadian suppliers will have access to the new US replenishment of \$1 billion to the Bank's Fund for Special Operations. Replenishment will not be appropriated until end of 1972, however. In the meantime, Canadian suppliers are barred from competing for FSO funds unless USA agrees Canadian suppliers can bid on all new FSO loans up to amount of first Canadian instalment to FSO of \$20 million.
2. Asian Development Bank (ADB)	USA contribution to ADB Special Fund; increase in ADB capital stock.	Current and continuing. Decision expected Autumn 1972.		Continuing delay in obtaining Congressional approval for USA contribution to Special Fund of Bank may affect willingness of Canada and other donors to contribute to next replenishment of these resources due in 1972.
3. Caribbean Development Bank	Reciprocal untying between Canada and USA contributions to Bank's Special Fund resources	Current and continuing in 1972.		Negotiations are under way.

INVENTORY OF CANADA-UNITED STATES RELATIONS

CONFIDENTIAL

AREA: 2. Aid and Development (continued)

SECTION 2 PAGE 2 OF 2

<u>SUBJECT</u>	<u>DESCRIPTION</u>	<u>TIMING</u>	<u>ADVANTAGE</u>	<u>REMARKS</u>
International Development Association (IDA)	Third replenishment of IDA resources	1972 and continuing		USA inability to obtain Congressional authority to meet its IDA commitments on schedule could have implications for willingness of Canada and other donors to continue contributing their assigned share of IDA resources.
Cuba	USA concern about development of Canadian aid programme in Cuba	1972-1973	Canada	Introduction of modest programme during 1972-1973 may enhance Cuban respectability and prestige.
USA Aid Levels	Declining level of US aid to Less Developed Countries	Continuing		With increased US emphasis on "burden sharing" the inevitable result of the trend toward declining US aid levels is to place other donors, including Canada, under pressure to fill the gap.

ECD/L.A.H. SMITH/PEM

cc: GPP	GPE
GAP	GPO
GWP	GPS
PDE	GAA
ECP	GAF
ECL	GAM
UNP	GWC
UNS	GWL
GEP	GWU
GED	

12-3-CIDA

CONFIDENTIAL

OTTAWA, K1A 0G2  
September 19, 1972

Dear Paul:

Re: Geographic Allocation of Aid Funds

In accordance with the Cabinet decision of last March 9, I understand that CIDA has been undertaking preparatory work on guidelines for a reduction in the number of countries of concentration and in the total number of countries receiving assistance under our bilateral aid programme. We are very much looking forward to a close review of these questions since they touch on many important foreign policy issues. In the meantime, I thought it might be useful to set out for you and for the other departments concerned some of our views on issues which we think would be relevant to the examination.

As you know, we have been undertaking within this Department a number of broad studies attempting to analyse the problems which will be confronting Canada in the 1970's as we project Canadian interests and objectives. It has seemed to us that the changing world alignments which have been taking place in the past decade in the political, military and economic spheres will create for us difficult challenges if we are to maintain and develop a strong, independent and sovereign Canada.

Particularly in the economic sphere, we face a situation where our three major trading partners, the Europe of Ten, the United States and Japan, constitute more powerful economic units and where the interests of smaller powers,

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Mr. Paul Cérin-Lajoie,  
President,  
Canadian International Development Agency,  
Ottawa.



- 2 -

who do not wish to be integrated into such bloc structures, may well prove difficult to defend. With relatively limited resources in comparison with those of its major economic competitors, Canada will undoubtedly need to husband and use carefully all the resources at its disposal if we want to try to continue to build up an international environment where Canada will have an independent place, to encourage international cooperation rather than bloc confrontation, and at the same time to promote Canadian economic and political interests.

Within the scenarios we have been creating, the developing world during the 1970's is not likely to have great economic impact on Canada. It has, however, seemed to us that with a view to longer term objectives we should be building up economic relations with some of them for purposes of diversification and mutually beneficial trade. Additionally, the political influence of the developing world is not to be discounted and the weight of certain countries may again serve to help Canada to gain its broader objectives. While humanitarian motivations have certainly always been important in determining the pattern and character of the Canadian aid programme, and should, in my view, continue to be so, it seems to me we shall in coming years need to be increasingly careful that resources available under the aid programme also support other national interests as they have been or may be identified. This will be particularly relevant to the way we allocate our aid geographically and also in many instances to the types of programmes we undertake in recipient countries.

With respect to allocations, we probably do not have in Canada the same basis for concentration by regions as do other major donor countries. Africa, as you know, has long been considered by European countries, particularly France, as a special area of influence. The United Kingdom has maintained particular responsibilities toward colonial territories and Commonwealth countries. The United States has, partially in response to European attitudes and programmes, regarded Africa as only a marginal area of aid interest and has been concentrating elsewhere, including Latin America and some countries in Asia. Japan, as you know, has a highly concentrated programme in countries of the Far East. Australia, with a programme smaller than our own, has been concentrating in Papua and New Guinea, and in other countries of the Pacific. Generally I think it fair to say that most other donors apply highly selective criteria based on national interest to the allocation process without necessarily derogating from sound development standards.

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While Canada has none of these "natural" geographic choices available to the other donors, the interests we need to serve with our aid programme may be just as intense and lead us into a wider pattern of distribution. As a country on the Pacific rim we naturally look westward; with historic ties with the Caribbean we continue to have very close relations with this area; as a country of the Western Hemisphere we are giving increasing importance to relations with Latin America; because of the bilingual nature of our country we attach great importance to relations with Franco-phone countries in Africa; with our Commonwealth links we cannot neglect the Commonwealth countries in Africa or elsewhere; with the Indian subcontinent being perhaps one of the most needy areas in the world, and again because of our long aid association with it, we must undoubtedly continue to make substantial funds available to this region. With this sort of widely dispersed global interest, it seems to me that the pursuit of the Cabinet decision will involve the maintenance of bilateral programmes in most geographical areas, but perhaps a more rigorous selection of countries within each zone as countries of concentration.

This selection of countries, both as ones of concentration and as ones eligible for Canadian assistance, will undoubtedly pose hard choices for us all. I should like to emphasize that we would want to keep development criteria as a primary guideline in the selection of countries and projects. It would clearly be counter-productive to overall Canadian interests to make aid available to a country which could not use it well or for projects which contributed little or nothing to development. Once such development criteria had been met, however, we would still need to decide whether a country should be non-eligible, eligible or a country of concentration for Canadian assistance. Other criteria would in our view need to be applied in making this choice to ensure that broader political, economic and social interests of Canada were served most effectively by the programme.

In this perspective I would not, for example, regard any particular level of per capita income as providing an automatic cut-off point for the provision of aid. I think we might well want to provide assistance to countries which are showing signs of real growth, and which can use Canadian assistance well, even though per capita incomes might be in excess of \$900. In the context of

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limited resources, we realize this might have to be at the expense of the very poor countries which have little real potential for development and are of relatively marginal interest to broader Canadian objectives. Similarly, there are instances where countries approaching so-called "take-off" have a prime requirement for technical assistance which by its nature normally involves grant funds.

In connection with our examination of allocations of bilateral aid I would think that we should also include a review of the NGO programme. We suggested this last spring and the CIDA response was most forthcoming. The NGO programme has, of course, grown dramatically in size and officials in your Agency have occasionally suggested some changes in policy direction under it. If the NGO programme is to be used for certain types of purposes which complement the bilateral programme, or which alter its strictly responsive nature to initiatives by Canadian groups, I should think we would want to examine new policy guidelines for it very carefully.

Another suggestion you might like to keep in mind relates to funds available to the head of post for disbursement. I am aware that the present arrangement of making up to \$5,000 available for heads of post for small projects has not been highly successful. The problem may well lie with the heads of post rather than with the concept. I would think the heads of post could operate more effectively if funds available to them were to be increased and the terms of reference of the programme were to be altered, particularly in cases where we may be making their country of accreditation ineligible for a bilateral programme even though there are worthwhile small projects in that country.

A perennial question has been the choice between regional reserves and global reserves to cover eligible countries. A system of global reserves obviously gives more flexibility and may permit quicker commitments since the funds can be used anywhere in the world they are needed. On the other hand, I would strongly argue the need to maintain a regional balance under our bilateral programme which would broadly reflect an appropriate degree of Canadian interest in individual regions as well as in particular eligible countries. Indeed I would regard this as one of the more important aspects of the aid allocation process. This problem might be met if we could have a system involving annual regional earmarkings out of a global contingency, accompanied by a system, which has already been agreed in principle, that there should be interdepartmental agreement about the selection of projects or rejection of projects for financing with contingency funds. The mere fact of approving

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or turning down a project from any country where we do not have an annual allocation will obviously have a great effect on the degree of Canadian involvement in that country.

An important issue in my mind is how we may, over time, relate the annual allocations exercise of the Inter-Departmental Committee on Development Assistance to the new country programming procedures which are being devised. I would hope that these latter procedures would lead to a more precise analysis and definition of Canadian interests in the countries concerned. It follows that we should have a better basis for judging the types of programmes necessary to pursue these interests and, with respect to aid as one of the programmes, which countries might be considered eligible or ones of concentration. At this stage, therefore, I should think that recommendations which might be put to Ministers should be regarded as preliminary and subject to change annually.

Another general comment relates to the aid staffing implications of any new system of allocations. In countries of concentration it should remain relatively feasible to assess the aid staffing requirements in the light of the projected annual level of the programme. In eligible countries, where there will be no continuing programme, and where we might want to move in and out quickly, it will obviously be difficult to plan far in advance under current programme budgeting procedures for the necessary staff. As you know, we are considering ways to associate the aid staffing exercise with the emerging country programming and budgeting procedures. I put these comments forward simply as matters which will require careful attention.

As we look at individual regions of the bilateral programme, different factors will apply to each. With respect to Francophone Africa and the Commonwealth Caribbean it is our view that no country within these regions should be declared ineligible for Canadian bilateral assistance although it would not automatically be assumed we would maintain a programme in each. As you know, this Department has been working closely with CIDA and with other departments in an extensive review of our relations with Francophone Africa. Certain conclusions have been reached within that review about the priorities to be given to individual Francophone countries. A series of categories of countries were set out ranging from those with which Canada would want regular continuing programmes to those in which our interests were

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much more marginal but where we might from time to time want to initiate a particular project. While this paper was designed to cover the full range of Canadian activities in the area, I think it might also form the basis for considering the type of aid involvement we might want in these countries.

With respect to the Commonwealth Caribbean, it seems to me that there is no country presently receiving Canadian aid which we would want to exclude at this time. I am aware, of course, of the decision about the phasing down of programmes in Jamaica and in Trinidad and Tobago which we accepted on the grounds that it was obviously inappropriate to continue annual allocations of funds to countries which were not utilizing them. If and when the backlog of funds for these two countries should be drawn down, and if they should continue to request Canadian assistance, I should think that we would want to be able to meet project requests up to past allocation levels, taking one year with another. Neither the relatively high per capita income of Trinidad and Tobago nor the lower level of Jamaica, would, in our view, be sufficient grounds for excluding them as eligible countries under the Canadian aid programme since we have a variety of interests in them. Going further, it is our view that we should treat all of the Commonwealth Caribbean as an area of concentration with no annual allocations to specific countries or territories. In other words, there would simply be a regional allocation with all countries eligible (though obviously for planning purposes we would want to maintain some sort of balance in the level of project financing among the countries). This approach seems to me particularly appropriate given the high degree of fragmentation in the area, and the corresponding minuscule size, for economic planning purposes, of many of the constituent islands.

The policy guidelines for our aid programme in Latin America grew out of the foreign policy sector review; it was agreed that they should be reviewed in the light of experience. So far as the areas and countries of concentration are concerned, it seems to me that these are now generally acceptable. In other countries of the area some of our guidelines may have to be reviewed in order to ensure that our priorities and development projects are consistent with Canadian foreign policy objectives.

Similarly, with respect to Commonwealth Africa and the Colombo Plan region, we could envisage some modifications in the present list of countries of concentration and eligible

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countries. It would seem premature to go into detail at this time, but we have been attempting to work out within this Department priorities as we see them towards the various countries concerned. This may on occasion involve a sub-regional approach rather than a country approach. For example, Southern Africa, including Zambia, Botswana, Lesotho, Swaziland and Malawi should in our view be awarded high priority but not necessarily involve a system of annual allocations in each. In Asia we should like to see the list of eligible countries include those where we feel there is a potential for the development of broader relations through a variety of government programmes. In our view, countries such as Korea and the Philippines should be eligible for aid funds and the choice of projects should be the subject of careful interdepartmental consultation.

Miscellaneous other countries will require some attention. Turkey, for example, has been made eligible for Canadian assistance in recent years and so long as we remain a member of the Turkish Consortium, Turkey should, in our view, remain eligible for assistance.

Officials of this Department will be glad to cooperate fully with your officials in working out detailed proposals for consideration by Cabinet.

Yours sincerely,

A. E. RITCHIE

Under-Secretary.

cc: The Deputy Minister,  
Department of Industry, Trade and Commerce.

The Deputy Minister,  
Department of Finance.

The Governor,  
Bank of Canada.

The Secretary,  
Treasury Board Secretariat.

RESTRICTED  
PERSONNEL MANAGEMENT

31 August, 1972

WORKING PAPER

SECOND DRAFT

ORGANISATION FOR THE ADMINISTRATION OF  
THE AID PROGRAMME IN THE FIELD

12-3-CIDA

Exchanges of views and correspondence between External Affairs and CIDA, and a large number of meetings, have taken place over recent months concerning possible methods of providing manpower for the administration of the aid programme in the field. This paper attempts to outline the present state of discussions.

Objectives

It is understood that both External Affairs and CIDA share certain common objectives:

- (a) The central need is to ensure the efficient administration of the aid programme in the field consistent with the Government's broad policy objectives.
- (b) While CIDA is charged with the responsibility for the implementation of Government aid programmes, administration in the field of such programmes should be carried out through Canadian diplomatic posts under the direction of the Head of Post, assisted by staff who are fully integrated members of his mission.
- (c) Although External Affairs has over the past twenty years had the main responsibility for providing officers and support staff for the administra-

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tion of aid programmes in the field, the increased participation of officers seconded from CIDA, particularly over the past five years, has made a significant contribution and should be continued.

(d) Generally it is desirable that officers should be drawn, on the basis of their experience, qualifications and ability, from any federal department or agency which is involved in the aid programme and which is prepared to make such officers available. (IT&C, for example, has provided valuable man years for aid administration.)

(e) It is reasonable and desirable that CIDA should have available for duties in head office in Ottawa personnel who have had field experience.

(f) While mechanisms set up under the inter-departmental Aid Staffing Committee in 1967-68 have been continuing to function, they require re-examination since they have come under increasing strain because of changing circumstances, developments within the ICER context and the creation of new mechanisms such as the country programming exercise.

(g) The Cabinet directives on the integration of the government's foreign operations oblige officials to re-assess what changes might be required in the existing system for aid staffing in the field.

#### New Guidelines Agreed in Principle

In the course of discussions of how to meet the above joint objectives, CIDA and External Affairs agreed in July that certain points



-3-

should serve as guidelines for devising a new system for aid staffing.

These might be summarized as follows:

1. All aid staffing positions abroad would fall within the establishment of External Affairs.
2. An extensive programme of movement of personnel from CIDA to External Affairs would be established in order to permit CIDA personnel to serve abroad on other than a single assignment basis in appropriate cases.
3. Officers seconded from CIDA would enjoy similar rights and privileges as members of the FS group for the duration of their posting. CIDA would decide at the end of the period of secondment whether to recall the officer to Ottawa or to assign him to another post.
4. External Affairs would normally accept candidates proposed by CIDA. However, External Affairs and CIDA both reserved the right to scrutinize candidatures proposed by the other department for development positions.
5. An equitable arrangement would be worked out concerning the numbers of CIDA personnel to be involved.

#### Mechanisms to Implement the New Guidelines

During discussions of possible mechanisms to implement the above guidelines, two broad alternatives have been identified. The first would be based on the secondment of CIDA PMs to External Affairs

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to fill FS aid positions abroad and their return to CIDA as PMs when the period of service abroad was completed. The second option would involve the permanent recruitment of officers into the FS group, the maintenance of aid specialization within this group, and the use of officers from it to serve in CIDA head office when on home posting. Some flexibility would need to be retained under either option - i.e. to permit single assignments in the field for officers who might not want to become part of a rotational system, who might be too technically specialized for it or who might not meet the qualifications established. Even with such flexibility to meet the requirements of individual cases, each option presents certain difficulties as well as certain attractions.

#### Option One

##### Brief Description

The CIDA PMs to be posted as development officers would be recruited by CIDA and would be seconded to External Affairs for the duration of their tour of duty abroad. In the field they would fill FS positions on the External Affairs establishment. They would serve as fully integrated members of the Canadian post under the responsibility of the Head of Post. To the extent they were declared rotational they would enjoy similar rights and privileges of officers of the FS group at the post. At the end of one tour of duty abroad, the officer could either be cross-posted or return to CIDA headquarters for duty and subsequent reposting or for permanent employment at CIDA headquarters.

##### Posting Procedure

As now, CIDA would nominate candidates to External Affairs

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against allocations agreed in the Aid Staffing Committee (working in increasingly close conjunction with the country programming exercise). For such CIDA nominations, as well as for External Affairs officers going into the field for primarily aid duties, there would be joint approval of External Affairs and CIDA before the posting was confirmed.

#### Salary and Allowances

The salary and allowances of CIDA PMs posted abroad would be paid by CIDA but would be recoverable from External Affairs. If the PM were rotational, his allowances would be comparable to those received by FS personnel. The full foreign service premium would not be available to single assignment employees, who would receive up to 50% of the foreign service premium. Under the new single assignment directives currently under consideration, a single assignment employee would, however, receive the full foreign service premium on his third foreign assignment and subsequently.

#### Level of Personnel

PMs should have the ~~appropriate~~ equivalent rank and experience and be within the salary range of the FS field position they were covering - i.e. FS-1 and FS-2. Under present classification standards this would permit officers up to the level of PM6 to be posted. For officers on their first assignment, there should normally be a minimum of two years training in CIDA headquarters or equivalent experience in another government department. It would also be useful if CIDA PMs could have training in External Affairs before posting. Similarly, External Affairs officers should have an adequate training period within CIDA.

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### Duties Abroad

The Foreign Service Classification Standards provide descriptions of the responsibilities of officers at the FS1 and FS2 levels. CIDA PMs in the field covering FS positions would serve as integrated members of the mission under the Head of Post but would normally be assigned aid functions only.

### Duration of Secondment

Secondment to External Affairs would terminate upon the PMs return to CIDA headquarters for regular duty. A greater exchange of personnel among home staff of CIDA, External Affairs and other departments would, however, be envisaged.

### Problems

The problems inherent in option one would be largely ones CIDA would need to resolve from the viewpoint of personnel management, consistent with the rules and regulations of Treasury Board and the Public Service Commission.

Some of the problems would be:

1. One difficulty is that of putting PMs into FS positions in the field. At present the PSC stipulates that personnel, as a general rule, should be appointed to positions in their own group. Since the placement of PMs in FS positions would be a regular rather than an exceptional procedure under Option One, special arrangements would need to be worked out and approved.
2. A second difficulty appears to be related to the fact that currently all CIDA positions in the field are established at the PM5 level. CIDA can fill its PM-5 positions in the

-7-

field by promoting PM4s into them. If the field positions were transferred to the Department of External Affairs, there might be less flexibility for promotion as well as less inducement to serve abroad for CIDA employees. A possible solution to this difficulty might be found in the creation of a block of positions containing various PM levels from which those CIDA PMs who were rotational would be drawn for field service. Such an arrangement would, of course, require the agreement of Treasury Board.

3. A further problem appears to be that of promoting an officer in the field since CIDA can only promote an officer into an existing position. This limits the occasions for promotion for CIDA PMs to those periods when he is on duty in Ottawa under the present system. This problem might also be resolved by the creation of a block of positions at various PM levels for field service.

4. If a PM fills an FS position with a maximum rate of pay higher than his own maximum rate of pay for two months or more, he will be deemed to have been appointed to the position without competition. The appointment would then be appealable by all eligible members of the N FS group. This problem does not appear insoluble if agreed guidelines could be established.

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### Option Two

#### Brief Description

Under this option administration of the aid programme in the field would be carried out mainly by officers in the Department of External Affairs. It would involve the establishment of a special aid stream within group to build up and conserve experience and expertise. During the initial period in particular, while the stream was being created, it would involve lateral entries into the foreign service group of officers at various levels from CIDA and possible other departments. Once the proper pyramid had been established and the stream was in operation, new recruitment into it would normally be at a junior level. Both CIDA and External Affairs would exercise joint control over this stream including recruitment, promotions and postings. Officers from it would be available in the numbers required to serve in CIDA head office.

There would still be limited flexibility to allow postings into the field of officers not in the FS group. These would include technical experts or other CIDA PMs who might not wish or be ineligible to make a career in a rotational foreign service.

#### Lateral Entry

FS positions would be added to the establishment of posts to the approximate number of CIDA officers now in the field - i.e. 40 to 50. Lateral entry of officers from CIDA would be possible up to this ceiling. Such officers would of course need to meet FS standards. Not all of the 40 to 50 new positions would necessarily be fielded by FSs entering from CIDA since a certain number might be reserved for

-9-

single assignments of other CIDA personnel, as mentioned above. The period during which lateral entry would be encouraged would be limited, perhaps to a few years, until such time as the aid stream was set up and functioning well. Thereafter normal recruitment into the stream would be at the junior level.

#### Positions

In addition to the new positions created to respond to aid staffing needs in Ottawa and abroad, a number of existing positions at various levels within the Department of External Affairs would be re-classified as PS "Aid Stream" positions. These positions in conjunction with the new positions filled by lateral entry from CIDA would fill out the upper regions of the aid staffing pyramid.

#### Recruitment

Recruitment at the junior level into the PS group would involve joint participation of CIDA and External Affairs. CIDA would be represented on the recruitment boards. Efforts would be made to attract officers with an aid interest. Successful candidates could expect to spend a major part of their career in the aid stream.

#### Nature of Aid Stream

Junior officers entering the aid stream would normally spend two years training in Ottawa, including an initial period in External Affairs and a longer period in CIDA. The first overseas assignment would normally be to an aid post and the officer could normally expect on return to Ottawa to work in CIDA. The second overseas assignment would also normally be to an aid post. As officers advanced up the pyramid their duties could be broadened and wider experience obtained. After perhaps two cycles within the aid stream, the officer would need to make a choice of whether he remained in the stream, started to blend himself into other streams so that he could eventually become a senior officer, or perhaps assume

-10-

senior duties in CIDA home office.

#### Assignments

Officers in the aid stream would be controlled jointly by CIDA and External Affairs. CIDA personnel staff could be given responsibilities for the career development programmes of these officers including assignment, rotation and promotion.

#### Service in CIDA

A set number of officers in the FS aid stream would be available on a regular basis for duties in the CIDA home office so as to provide CIDA with officers experienced in field conditions. A systemized approach would have to be worked out according to CIDA requirements. One approach might involve the designation of specific positions within CIDA which would normally be filled by FSs. Another approach would be to make a block of FSs available to CIDA to be filled into any slot depending on the qualifications of the officer and the particular needs of CIDA at the time. This second approach would give CIDA greater flexibility but would involve working out arrangements whereby FSs could cover a position classified in the FS category.

#### Conclusion

Option Two would presumably be easier to implement than Option One and should meet most of the requirements put forward by CIDA. The Department of External Affairs would, however, be prepared to use its best efforts to make either option workable, depending on the preferences of CIDA.



ICIER/E.H.A. Bergbusch/db.

File - Diary - Circ.

12-3  
12-3-CIDA  
T

OTTAWA, Ont.  
August 22, 1972

Dear Sir:

Our target date for writing to posts abroad to request their 1973/74 Country Programs is November 15, 1972. To assist posts to formulate their programs, we intend at that time to inform them of their 1973/74 program manpower levels.

... We would appreciate, therefore, if you could provide us with a confirmation of CIDA'S 1973/74 program manpower levels at all posts abroad where the Agency is or will be represented. You may find the attached forms a convenient means of reply. Budget information is not being requested this year.

Should you require any clarification concerning the information requested, please call Ernest Bergbusch, at 6-6100.

Yours sincerely,

E.H.A. Bergbusch

The Secretary,  
CIDA/ICIER Committee,  
Canadian International Development Agency,  
Jackson Building,  
122 Bank Street,  
OTTAWA.

File  
Diary  
Circ

ICER/JR MATBEE/vab

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

12-2-ICER-13

12-3-DOT

12-3-CIDA

12-3-EMAR

CONFIDENTIAL

Ottawa, August 1, 1972

MEMORANDUM

TO: Mr. S.G. Harris  
FROM: The Secretary  
SUBJECT: Policy Coordination

12-3-CIDA

If not inconvenient, it might be an idea to take Gilles Desbiens with you on some of the Policy Coordination interviews. He has worked up some of the background papers which you will find in the folder I left you, so he will have an interest and some knowledge, and it would be good experience for him.

...

I attach for your information the memoranda concerning the conversations I have had with the following:

Walsh	- Ministry of Transport
Bow	- Commercial Policy Division, EA
Fulford	- Transport, Communications and Energy Division, EA
Wardroper	- Economic Bureau, EA
Tansley	- Executive Vice-President, CIDA
Butler	- Assistant Deputy Minister, EMAR

I am listing below the nine departments which are to form the first group in the Policy Coordination Survey together with notes as to where we are and what might be done next:

Department of the Environment

So far as I am aware, this department has not answered the letter which Ritchie sent out as ICER Chairman on, I think, June 14. Gilles Desbiens has been in touch with the department for some basic documents and was told we would have to make a formal request for some of the basic briefing material with water-tight

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guarantees about limited circulation. I can't understand this over-scrupulosity on the part of DOE and I have not sent off the memorandum which Gilles drafted in this connection and which you will find in the folder I left you. Some months ago I had conversations with Dr. Munro the head of the international section there and found him to be a sensible person. You might call Munro and ask him about a reply to the letter. If he is to be the designated contact person as I expect he would be, you could arrange to see him. Apart from Gilles' contact, no communication has taken place with DOE about the Policy Coordination Survey.

Transport

I think the next step should be to talk to the ICAO/IMCO people in DEA UN Bureau, then your own people and possibly a further round with DEA Bureau of Economic Affairs. We should have the last named's memo about Transport before talking to them again. Maybe by that time Hank Walsh's brief which is in Stoner's in basket waiting his return from leave will be available. I should think a return session with Walsh might be desirable, unless we can contrive to see Halton.

Communications

This is yours to initiate with Mr. Flynn, whose phone number I gave you. I don't know what post he occupies, and could not identify him in the phone book.

CIDA

I suggest you see your own people and check the ECP memo first, and then see whoever is in charge of the Aid Division in External.

Agriculture, Finance and DREE

I think you are fully in the picture with regard to these three.

I have mentioned above a couple of times that ECP (DEA Bureau of Economic Affairs) have done some memos for us. You will find on file a copy of a memo of about a month ago to ECP asking them for information on interdepartmental committees. I enlarged the scope of this request orally, and they have written a number of memos which have been sent to Michel Dupuy (Assistant USSFA, Economic Affairs) to clear because of Wardroper's imminent departure abroad. If they don't come to you shortly I'd ask Dupuy's Secretary to get him to move them along, or you might speak to him about them.

EMAR

There's a draft memo in the folder I gave you which External left with me (final version yet to come - see below). Butler is now away and won't be back until late August, and he suggested

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that his department be down towards the end of the list for the consultations meetings. He wanted to see us at least once more before the meeting. Perhaps the next stage should be some conversations with IT&C and a further session with DEA a bit later on. There are quite a few Wardroper memos about EM&R on our Policy Coordination, EMR file which you should look at. I had the feeling that the next session with DEA would be more fruitful if we had some fairly precise questions to ask.

M&I

I don't think M&I have answered the June 14 letter. There have been two letters from M&I with Policy Coordination in the title, but one dated approximately July 22 related to a circular letter to M&I personnel in the field (get Vera to show it to you) and the other - dated July 11, I think - related to coordination of program forecasting. I think I marked our copy for you. Ask Ernie to check into the question about a reply to the June 14 letter, and whom we should approach as the designated point of contact. If we can wait and talk with Bob Adams, I think that would be desirable.

J.R. Maybee