

THE MAGAZINE OF THE MACDONALD-LAURIER INSTITUTE

INSIDE POLICY

JUNE 2017

A time to celebrate our founders

150 years of Confederation



Also INSIDE:

Beware the
Border Tax

Canada's eroding
democratic traditions

What does
Putin want?

The emerging
Japan-India axis





INSIDE POLICY

THE MAGAZINE OF THE MACDONALD-LAURIER INSTITUTE

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From the editors

Happy Canada Day from MLI! As many of our readers know, to celebrate the 150th anniversary of Confederation, MLI has launched a major project to give us a new understanding of Canada's founding. The Confederation Series of papers, authored by MLI Munk Senior Fellow **Alastair Gillespie**, looks at the role played by five key political figures - George Brown, George-Étienne Cartier, Alexander Galt, Thomas D'Arcy McGee and John A. Macdonald.

We are pleased to showcase this project and more articles on Canada's political traditions in this issue of *Inside Policy*. In their piece, **Brian Lee Crowley** and **Alastair Gillespie** look at some of the major findings to emerge from the Confederation Series. As well, we include forewords to the papers from this series, penned by some of Canada's most notable political figures, including **Paul Martin** on Alexander Galt, **Preston Manning** on George Brown, and **Jean Charest** and **Antoine Dionne-Charest** on George-Étienne Cartier.

Also inside, **Leonid Sirota** chides commentators for selling short the vision of our founders, **Brian Lee Crowley** argues that Confederation's promise of economic freedom for Canadians has been betrayed, and **Geoffrey Kellow** explains that the diversity of Canada that many prefer to celebrate today in fact has firm roots in Confederation. Yet, **Philip Carl Salzman** would argue, diversity is not "Canada's strength" as many believe, but we are strong because of how well we manage diversity.

Another issue that can be debated is whether we should celebrate all of Canada's history (as argued by **Jack Granatstein**) or accept that there are certain episodes that we should be ashamed of (as argued by **Noah Richler**). Our history in dealing with Indigenous communities is a frequently cited example of the latter. However, as noted by **Heather Hall** and **Ken Coates**, there is an opportunity for a new beginning in unlocking the resource potential of Northern Ontario.

Also in this issue, **Patrice Dutil** warns that it's not so easy, or advisable, to reform Canada's democratic institutions. And **Stanley Hartt** sounds the alarm about American plans for a Border Adjustment Tax.

Canada also needs to pay attention to what is happening abroad, particularly China's rise. **David McDonough** explores the maritime dimension to China's great power ambitions, while **Brian Lee Crowley** looks at the value of a Japan-India axis as a counter to China.

Russia's newfound assertiveness is another concern, as noted in articles by **Richard Cohen** and **Michael Lambert**. Yet, as **James Fergusson** notes, our armed forces are poorly prepared for the challenge, something that was not adequately addressed in the government's recent defence policy review.

This issue concludes with a look back by **Patrick Luciani** at the life of noted academic, scholar, and public intellectual Michael Bliss, who recently passed away.

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Beware the Border Adjustment Tax

Canadians should wake up and get mad about a new tax scheme being proposed by the Make America Great Again school of protectionist policy.

Stanley H. Hartt

Canadians should be very concerned about a scheme emerging from the politics of “Make America Great Again” called the Border Adjustment Tax. What is being described as a Value Added Tax on consumption will in fact be an assault on the established order of trade and taxation.

To understand why, it’s useful to remember how Canada came to adopt our Value Added Tax, the GST (now harmonized with the sales tax regimes of most provinces and known as the HST) in the first place.

Prior to the GST/HST, we had a massively outdated form of federal sales tax known as the Manufacturers’ Sales Tax (MST), which was designed in an era when the supply chain was much simpler. Canada adopted the GST when we entered into the Canada-US Free Trade Agreement because, like all consumption taxes in the Value Added Tax model, it is impossible to hide subsidies or disguise tariffs in it. To understand what a Border Adjustment Tax, proposed by some Republicans, means for Canada, the starting point is to realize that the Border Adjustment Tax is not a consumption tax at all but rather a rejiggered income tax scheme

which is designed to accomplish precisely the opposite, namely to build subsidies for exports and tariffs against imports into the US system of corporate business taxation.

In Canada, under the MST, a raw materials supplier sold his product to a manufacturer who produced goods that were then sold to wholesalers or distributors. If a manufacturer needed to purchase something from another manufacturer, because such inputs were tax exempt, he was given a licence to “quote” to his supplier which exempted him from the MST. Everyone else paid the applicable rate of tax which, at its demise, had risen to 13 percent.

The only problem was that as the economy became more complex, the structure began to produce anomalous results: manufacturers began buying things elsewhere than solely from other manufacturers or suppliers of raw materials. If a manufacturer acquired a computer at an office supply store or online, the tax that he never intended to pay became inextricably hidden in his inputs with no mechanism to remove it.

On the other hand, imports were being subsidized because the MST was assessed at the border, before significant costs for transportation, warehousing, marketing and distribution had been incurred, creating an advantage over Canadian-produced manufactured goods.

So Canada looked at what the European Union had done at the origins of its customs union and internal free trade zone: the elegantly simple solution was to require that every member state structure its consumption taxation in the VAT model, at a rate of no less than 15 percent. Free trade was facilitated by the principle that the exporting country's VAT came off at the border and the importing country's VAT was imposed when the article (or service) was sold within the borders of the importing state.

A Value Added Tax (VAT) is designed to tax consumption of goods and services while permitting producers and suppliers to claim credits for taxes paid on their inputs, thus passing the effective tax burden on to their customers, and, ultimately, the final consumer. In the world of sales taxes, it has the distinct advantage of avoiding complex mechanisms to relieve businesses of unintended taxation of their inputs while targeting the act of consumption as the source of the intended revenue. As long as the rate of taxation is appropriately fixed and the VAT operates in conjunction with an income tax regime which is used to raise the bulk of the government's budgetary resources, it can even be structured to be progressive in its application as between lower and higher income earners.

A VAT is different from a traditional sales tax because it is not imposed on a particular class of goods or services and operates best when there are no, or very few, exceptions to or exemptions from its application. In short, it enables the legislator to ensure that the tax burden is borne precisely where it was intended to be borne with no unintended consequences.

The United States of America does not have a VAT system for consumption taxation. US sales taxes are a hodgepodge of national sales taxes on particular goods and services, while all but five states operate general sales

Adjustment Tax that would change how profits are calculated. Firms would no longer be able to deduct imports as costs while exports would no longer be included in the calculation of revenues. Imported goods purchased and consumed domestically would be subject to the tax while goods produced domestically and sold internationally would be exempt.

The proponents of this system plan to couple it with a reduction in the rate of taxation applicable to corporate profits from 35 percent to 20 percent. This feature will be important when we come to analyze the



Prior to the GST/HST, we had a massively outdated form of federal sales tax known as the MST.

taxes at differing rates and, in some cases, permit municipalities and counties to add on their own sales taxes.

This is important when analyzing the rationale being offered by American commentators in defence of the so-called Border Adjustment Tax. Several notables on the Republican side of the Senate and House of Representatives appear to be angered by what they see as a significant disadvantage for the US in its various trade agreements. They are advocating what appear to be isolationist and protectionist, beggar thy neighbour, policy stances. And they have argued for a taxation system that penalizes imports and rewards exports to improve the balance of trade position of their country.

Originally developed by academics, notably Alan J. Auerbach at the University of California, Berkeley, and included in the policy paper prepared by the leadership of Republican Party in 2016 titled "A Better Way – Our Vision for a Confident America", the "destination-based cash flow tax" (DBCFT) is a form of Border

legality of the proposal under international trade law and its impact on businesses and consumers.

But it is important to note that, while the DBCFT is said to be modeled after the pure VAT systems operated currently by all OECD countries and some 160 other nations, it is in fact no such thing. Apart from the feature of taxes coming on at the border for imports and off for exports, it would be misleading in the extreme to compare the DBCFT to a traditional VAT. It does not propose to emulate the cascading of taxes imposed, billed and collected on and by businesses, matched by credits claimed for taxes paid on inputs until the good or service reaches the ultimate consumer.

Most importantly, there is no relationship between how imported goods and services would be taxed compared with goods and services produced and consumed domestically. Under the EU VAT tax system, the removal of an exporting country's consumption tax at the border is a simple matter of parity – the good or service arrives in the importing country

free of tax from the exporting country so that the importing country's own rate of tax on goods and services of the same description can be imposed instead, thus creating a level playing field for competitors regardless of where the goods or services were produced.

The effects of the DBCFT look more like a combination of an import tariff with an export subsidy, both of which elements would violate the international trading arrangements binding on the US. Moreover, it is not only protectionist but also discriminatory – not all classes of goods and services

It is hard to believe that the US considers itself to be comparatively disadvantaged when it is the locale of most breakthrough and innovative technologies. Being self-sufficient does not produce more economic welfare for anyone, even a fortress America hiding behind bad analogies with how the rest of the developed international community deals with commodity taxation issues.

Some of the vehemence behind the DBCFT proposals arose from the spate of “tax inversion” transactions where American companies merged with foreign

While there is no doubt that the dollar would strengthen as a result of this tariff cum subsidy regime, there can be no guarantee that the forces at play would drive the currency to this new equilibrium either swiftly or ever. Trade and investment forces are not the only factors which influence the exchange rate. Any failure of the predicted increase to materialize in the short term could materially hurt low income households disproportionately by raising the cost of the things they buy.

Most importantly, it is astonishing how little reaction the DBCFT proposals have generated among business leaders in the US's largest trading partners, in order to condemn this contortion of how a VAT operates into a justification for a “Buy America” infringement of the basic principles of established international trade law.

Think tanks and observers have indeed taken issue with the self-serving structures endorsed by the adherents of the DBCFT, but many business leaders have been noteworthy not only for their silence in railing against such an initiative but in adjusting their business plans to take account of the possibility that it might actually happen. In this era, where foreign political leaders appear to be playing toady to the bullying tactics of President Trump, lest they offend the new international Sheriff in town, it is time that someone stood up and called this Border Adjustment Tax out for what it is.

Hopefully, Canada will be wise and strong enough to do so in the context of the recently announced renegotiation of NAFTA which the US, Mexico and Canada have undertaken. ♦

It is hard to believe that the US considers itself to be comparatively disadvantaged when it is the locale of most breakthrough and innovative technologies.

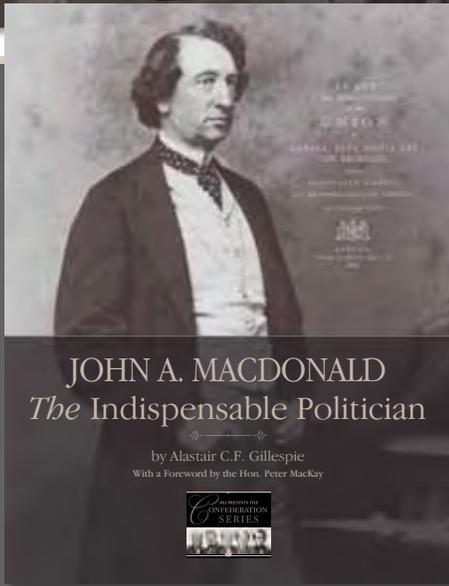
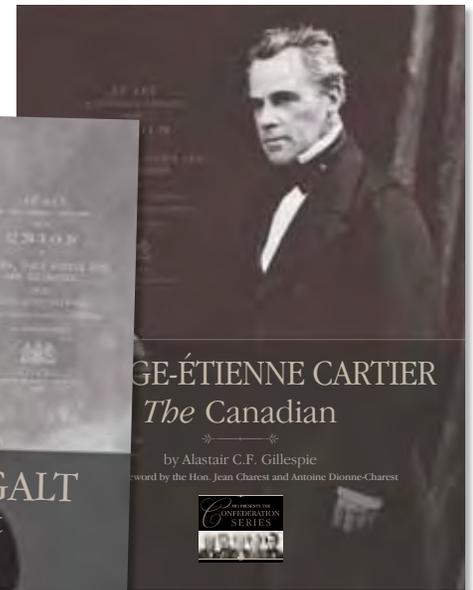
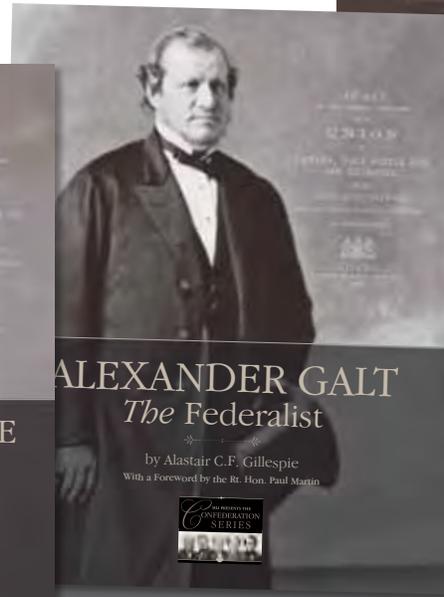
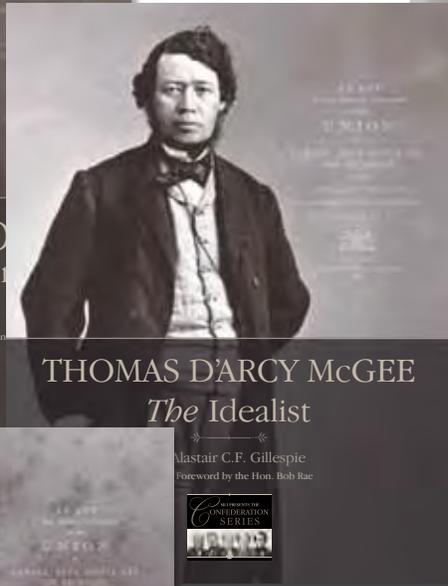
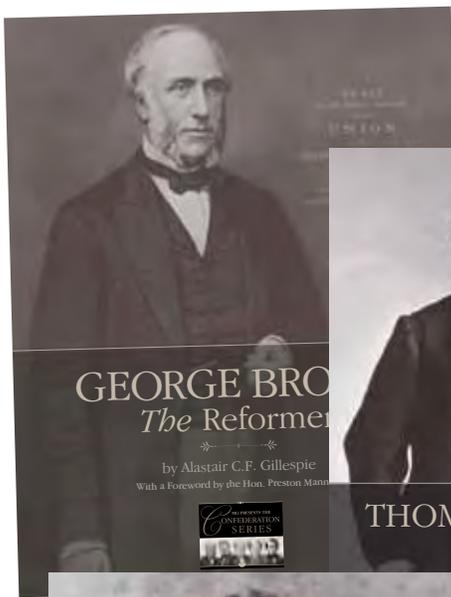
would be treated the same way: industries with multinational markets for proprietary products would be massively subsidized while industries that rely on imported inputs would be hurt, perhaps irreparably, by this structure.

The proponents unabashedly defend the DBCFT by arguing that these discriminatory impacts are intentional, that the US has for too long been willing to sign and live with trade agreements that condemn it to procuring needed goods and services from abroad instead of encouraging their production at home. This ignores the very purpose of free trade arrangements which is to increase the standards of living of the populations of all trading partners through the operation of the theory of comparative advantage, namely to allow production to take place where any particular article of commerce can be produced more efficiently and to trade for what the other economies can produce at less cost.

entities as a way to relocate their headquarters to foreign jurisdictions, beyond the reach of the US taxman. It may be a legitimate goal to find ways to moderate the number and size of those transactions, but violating international trade law is not a way to tackle that problem.

Perhaps most vexing is the argument used by Auerbach and others to defend against the distortions the DBCFT would cause in international trade. They argue that the border adjustment tax of 20 percent applied to imports, and the removal of exports from the corporate tax base, would cause the US dollar exchange rate with all trading partners to appreciate by some 25 percent. The stronger dollar would keep domestic consumer costs lower in spite of the 20 percent corporate income tax being applied to imported goods consumed domestically, effectively cancelling out the higher tax on imports and making the border-adjustment tax value-neutral.

Stanley Herbert Hartt, OC, QC is a lawyer, lecturer, businessman, and civil servant. He currently serves as counsel at Norton Rose Fulbright Canada. He has also served as chairman, president and CEO of Campeau Corporation, deputy minister at the Department of Finance and, in the late 1980s, as chief of staff in the Office of the Prime Minister.



Celebrating 150 Years of Confederation

The Macdonald-Laurier Institute is celebrating Canada's 150th birthday with the launch of a major project aimed at helping Canadians gain a new understanding of their country's founding. The Confederation Series takes a unique look at how five of our first-generation political leaders envisioned what it meant to be Canadian.



Alastair Gillespie
Brian Lee Crowley

Canada is celebrating 150 years of Confederation. As its contribution to this important national anniversary, the Macdonald-Laurier Institute is releasing a series of papers on five key Fathers of Confederation – George Brown, George-Étienne Cartier, Alexander Galt, Thomas D'Arcy McGee and

John A. Macdonald. Each is authored by MLI Munk Senior Fellow Alastair Gillespie, and introduced by a prominent Canadian political figure.

The Confederation Series traces how Canada was imagined by five of our first-generation political leaders, tracing their contribution to the idea of Canada, through speeches spanning their political careers. Our founders were not just pragmatists – they had principles and ideals. They were educated, erudite and thoughtful statesmen.

This is a fresh look at an old subject, told through the words of the participants themselves. Unlike histories that focus on the well-worn chronology of conferences, diplomacy and deals, the Confederation Series concentrates on ideas. Our founders spoke to a constant Canada, addressing persistent realities of diversity in Canadian national life. Taking this approach, we hope to shift how Canadians think about Confederation and do our part to give meaning to Canada's sesquicentennial.

Let us turn to some key findings.

One Canadian People

The first Canadians faced a startlingly modern question: how to form a country out of peoples of diverse origins, languages and religions. George-Étienne Cartier voiced only the best-known of these Canadian answers: "a political nationality with which neither the national origin, nor the religion of any individual would interfere." Other founders added their own gloss on this very Canadian alchemy suggesting diversity is the thread linking their Canada and our Canada, how to manage it the constant task of Canadian statecraft.

Federalism

Federalism was the indispensable catalyst of Canada's founding, the structural adjustment that brought Canada's people together. Our series tracks five founders' winding paths to federalism as the solution to Canada's pre-Confederation political problems. Federalism helped Canadians inoculate a bitter cultural, religious and linguistic conflict simmering before Confederation: the clashing popular wills of modern Ontario and Quebec, lashed together under a single government that could not reflect the electoral impulses of both. Unlike the dry bones of the constitutional division of powers, our founders' speeches bring federalism to life as a system of values, securing the unity of the whole and the liberties of the parts.



Parliament Hill: The original Centre Block (1859-1916)
(Photo: Public domain via Wikimedia Commons)

In a world where resurgent nationalism is causing other countries to turn inward, the Canadian model appears increasingly significant.

Unionism

With the Civil War raging to the south, our founders also wanted a real union, with a central government powerful enough to govern effectively and resist the centrifugal forces of state rights. But federalism was an indispensable pillar of Canadian unionism. The way was cleared for our new national politics by pushing contentious local issues down to the provinces, preserving provincial self-government within an ample sphere.

National Marketplace

Another central goal of the Fathers of Confederation was to establish a single national market, tearing down tariff barriers that stunted trade between the provinces. Advocates of a stronger economic union will find much to inspire within. Alexander Galt, Canada's first finance minister, argued trade and commerce was the natural purview of the federal government – free trade was one of the "chief benefits" of Confederation.

Freedom

Our founders also remind Canadians that Canada was born with free institutions, the rule of law and the broadest measure of self-government short of complete independence. After the rebellions of 1837, Canadian governments were made responsible to assemblies elected to represent the people – real freedom summed up in the textbook phrase "responsible government." Those freedoms required expansion in now obvious ways, leaving our founding "incomplete" in important respects, whether considering the electoral franchise or the exclusion of Canada's Indigenous peoples. Canadians should still take pride that our founders' speeches breathe an atmosphere of liberty, even if that liberty was not yet wholly realized.

Made in Canada

The Confederation Series presents Confederation as a Canadian achievement – whether considering the Charlottetown and Quebec



Parliament Hill: Celebrating all Canadians and their future
(Photo: Tony Webster via Wikimedia Commons)

conferences, the ratifying debates held in each provincial legislature, or the intellectual path followed by each founder as an advocate of Confederation. Self-governing in all but external affairs, Canada was more independent in 1867 than commonly appreciated.

Parliament and the People

At the centre of Confederation was Parliament itself, and we proudly declare this is a parliamentary history, set in Parliament and tracing developments from precedent to precedent in a parliamentary way. The extent to which Confederation and Canadian federalism were conceived in, debated in, and authorized by Parliament should never be overlooked. We believe Canada's political tradition is ripe for restoration – a monument every bit as rich as the splendid Victorian buildings under reconstruction on Parliament Hill. Parliament can put the people back into Confederation.

Diversity and Canadian Values

The Confederation Series is about Canadian values, arising in our founders' responses to Canada's early diversity. "How could someone possibly aspire to become a statesman worthy of the name, in our country," Cartier asks, "without being fully resolved beforehand to render equal justice

to all races and creeds?" We find Macdonald arguing, "This country is settled by several races, having various religions, and it is very important for the mutual inhabitants of Canada that we should agree as much as possible, and if so we should respect each other's religious principles and prejudices." Brown claims universal importance for Canada's unusual national project: "we are endeavouring to adjust harmoniously greater difficulties than have plunged other countries into all the horrors of civil war."

Confederation and the Future

In a world where resurgent nationalism is causing other countries to turn inward, the Canadian model appears increasingly significant. In a speech at London, Prime Minister Justin Trudeau attributed our success to Canadians' view that diversity "isn't a challenge to be overcome or a difficulty to be tolerated. Rather, it's a tremendous source of strength." We agree – and the Confederation Series helps explain why.

Our founders spoke constantly about diversity; how to make a people of Canadians, regardless of national origin, language or religion. Canadian nationality has always depended on bridging divides. How we did it is the subject of this series.

Too often, the Canadian founding has

been dismissed as an exercise in pragmatism. This might have been a plausible conclusion in the 1960s, when international politics was dominated by the ideological contest between the United States and the Soviet Union. New times present an opportunity to revisit a tired piece of conventional wisdom. Differences of national origin, language and religion continue to fuel human conflict between and within states. We argue Canada's founding was our precocious response to the most pressing problems of government today, and the intellectual underpinning of our later success.

Like our American neighbours, Canada is also a country of the New World, promising a better way of life, even as we have struggled to live up to those ideals. The present crucial effort for reconciliation with Canada's Indigenous peoples is the most striking example of how far we still have to go.

In this anniversary year, Canadians are conscious that Canada is stronger than ever, and for reasons that resonate with our times. As the prime minister recently wrote in *The Economist*, "diverse and resilient countries like Canada don't come about by accident." In this, he is resoundingly correct. Occasionally Canadians have been misled that our federalism and diversity were uniquely Canadian obstacles to national unity. If these arguments ever made sense, this is no longer the case today.

The Canadian way of life imposes duties of the highest order of citizenship – unwritten laws seen in shared values, peaceful cities and contented communities. Our country points the way to a better world. Its ideals are those of tomorrow, with the potential to revolutionize the human condition for the better.

Canadians have an uneasy relationship with exceptionalism, yet often say the world needs more Canada. It's 2017, and it's clearer than ever what that means. ✨

Alastair Gillespie is a Munk Senior Fellow at MLI.

Brian Lee Crowley is the Managing Director of MLI.

George Brown as a political pioneer and “Reformer”

In his 15-year campaign for constitutional change, George Brown proved to be a spirited partisan who sacrificed his own career, and laid partisanship aside, for Confederation.

Preston Manning

In the late 1990s, as Leader of the Reform Party of Canada and the Official Opposition in Ottawa, I once addressed a “reduce the taxes” rally held in Toronto’s St. Lawrence Hall – one of the oldest public meeting places in Ontario. After the meeting, one of the building custodians approached me, saying something about there being “nothing new under the sun.” He then showed me an old poster advertising a meeting in that same hall in the 1850s. The subject of the meeting? “The iniquitous state of taxation in the colony.” And the speaker? George Brown, Leader of the Reform Party of Upper Canada.

George Brown was an extraordinary political pioneer – a nation builder in the truest sense despite the accusations of his opponents that he was merely a “narrow sectionalist.” He vigorously championed many ideas and policies fundamental to the development and success of Canada as a democratic federation. He did so at a time when most of those ideas and policies were fiercely resisted by the political establishment of his day.

On the democratic front, George Brown famously championed “representation by population.” On the economic front, freer trade. On the religious front, separation of church and state. On the geographic front, Canada West. And on the constitutional front – George Brown eventually became one of the strongest champions of “Confederation.”

Canada today needs political people who will vigorously advocate conservation of the



George Brown, 1818-1880

(Photos: Courtesy Library and Archives Canada/C-26415; Preston Manning)



“On the democratic front, George Brown famously championed “representation by population.”

best elements of our past and present. But we also continue to need “reformers” – those who will vigorously pursue constructive changes to our economic, social, environmental, democratic, and constitutional arrangements and institutions. Let such reformers especially, draw inspiration and courage from the story of George Brown.

While he never became a Prime Minister or a Premier (other than for two days in 1858), George Brown richly deserves

his statue on Parliament Hill, recognizing him as one of the foremost of the Fathers of Confederation. He also richly deserves an honoured place in our minds and hearts as residents and citizens of the democratic federation he helped to create and build. ✦

The Hon. Preston Manning was the Founder and Former Leader of the Reform Party of Canada. This article originally appeared as the foreword to the MLI paper, titled George Brown: The Reformer.

Following in George-Étienne Cartier's footsteps

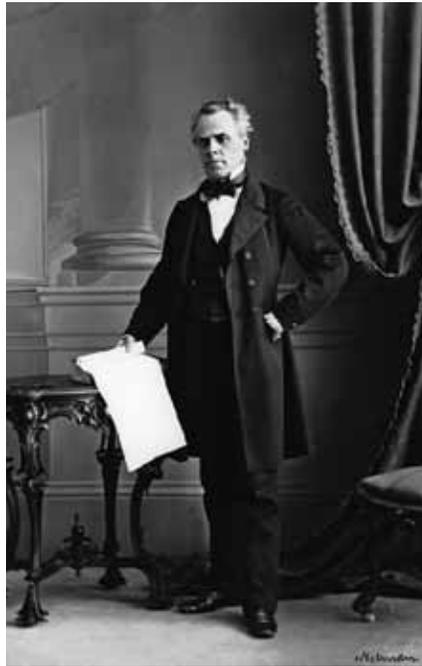
Cartier was a strong advocate for a federal solution to the challenges facing the union between Upper and Lower Canada.

Jean Charest
Antoine Dionne-Charest

Many men have left a mark on history. However, few can claim to have created a country. Yet George-Étienne Cartier was one such man. Canada's history is intimately linked to Cartier's story, so much so that it's impossible today to take interest in the latter without meeting at some point the former. Of this political life, three dimensions naturally come to mind.

Firstly, Cartier's approach to politics is one of healthy pragmatism: he conducts politics according to its practical consequences. He adheres to the principle of responsible government, according to which both the prime minister and his cabinet members are answerable to Parliament. He is one of the first politicians to defend such a principle and to put it into practice. His pragmatism is also supported by convictions. Cartier is a reformer in that he is always looking for a political middle ground. He opposes the *Rouges*, who advocate for Canada's annexation to the United States, as well as the *Ultramontains*, for whom political power must be subordinated to the Catholic clergy. He is a philosophical liberal in that he defends the right to property for all, because it confers a sense of dignity to all. Finally, as one of the Fathers of Confederation, he defends the idea that the Canadian political nationality is based on equality of the country's provinces and peoples.

Secondly, this equality is made possible by Cartier's political alliances, notably with



George-Étienne Cartier, 1814-1873
Photo: Public domain via Wikimedia Commons

Sir John A. Macdonald. The latter is crucial because it demonstrates that, regardless of linguistic, religious and regional differences, a federal union is possible. It also shows that both the French-Canadian nation and the English-Canadian nation can share the same political nationality. It goes without saying that, at the eve of Canada's 150th anniversary, this notion of duality must be interpreted in the most inclusive way possible. That being said, when Cartier puts in place the Council for Public Instruction, the Civil Code or when he opposes the unitary vision of the country, he is merely expressing this understanding of duality.

Thirdly, Cartier is a staunch advocate of economic development. One need

only think of railroad constructions, in particular those of the Grand Trunk Company, of which Cartier was both a political advocate and a legal advocate, which was common during that period. Moreover, it was largely due to Cartier that British Columbia and Manitoba joined the newly created federation, something that would have been unthinkable without the railroads. We should also add that economic development, like pragmatism, is supported by convictions. It allows provinces to be fully autonomous in their areas of jurisdictions, which is essential if Quebec wants to perpetuate its institutions, history and language.

Thus, if Canada remains today a contested ideal, this means that Canada's efforts at nation building are incomplete. We are a young nation. A nation that includes other nations. This multinational character is not an obstacle to the construction of our country, but a chance, even a form of strength. It will, however, only be a form of strength if we recognize such a form of diversity, by becoming aware that the country's unity lies not at the top, in the federal government, but at the bottom, that is, in the provinces, national minorities and citizens. It is them who maintain our unity, and it is thus up to them to follow in George-Étienne Cartier's footsteps by taking over Canada's nation building process. ✨

The Hon. Jean Charest is the former Premier of Quebec. Antoine Dionne-Charest is a PhD student in Philosophy at the Université de Montréal. This article originally appeared as the foreword to the MLI paper, titled George-Étienne Cartier: The Canadian.

Alexander Galt deserves celebration during Canada 150

As Canadians celebrate our sesquicentennial, they shouldn't forget the pivotal role Alexander Galt played in Confederation.

Paul Martin

Despite the century-and-a-half that separates us, Alexander Galt and I share a common background. We both live or lived in Quebec's Eastern Townships and we were both Canada's finance minister, albeit he was the first.

A pioneering figure in Canada's railways and the initiator of Canada's first tariff to encourage domestic industry, Galt played a pivotal role in Confederation as Canada's first federalist, every bit a fitting rival of better-known Fathers of Confederation. The time has come to rediscover Galt's federalist legacy: the ideas and institutions that continue to shape Canadian life today.

Nine years before Confederation, as an independent backbencher, Galt tabled the first resolutions proposing the federal union of all the provinces of British North America. He appealed to Canadian ambitions, calling for the expansion to the Pacific and a greater future as one united people. Just months later, he became a government minister, and the Scottish-Canadian businessman from Sherbrooke was on his way to England with his plan to unite the provinces to create a new federation in North America.

The reasons behind Galt's initiative will be of immense interest to Canadians who are proud of Canada's diversity.

Initially, what are now known as Ontario and Quebec were united under one government, and the distinct wills of the two increasingly came into conflict. Alarmed by the intensifying political battles, fuelled by bitter partisanship and cultural differences, some called for their complete separation



The reasons behind Galt's initiative will be of immense interest to Canadians who are proud of Canada's diversity.

from each other. Alexander Galt took a completely different tack.

Galt argued for more diversity, adding new provinces from sea to sea, not less. By enlarging the national stage, by building a national economy with a federal division of powers, Galt saw the way to a new structure. In his words, Canadians could "find in the diversities of race and religion an incentive to honourable rivalry in favour of our common country rather than to leave them, as now, the subjects by which any party leader may build up an evanescent and baneful popularity by arraying one class against another."

All Canadians will recognize Galt's vision that Canada's strength stems from its diversity, but Galt was its first and bravest pioneer. He stood for Confederation at a time when political realities discouraged vision, and when too many took the partisan road. Fortunately Macdonald, Cartier and others saw in Galt's 1858 initiative the origin of a greater country.

Confederation was the coming together of the descendants of European nations often at war with each other, and a scattering of religions that certainly had their differences. Yet, from this, or perhaps because of it, was created a new land that opened its doors to the world and which stands today as a

beacon of equality and freedom.

The paradox in all of this is that the First Peoples of this land, the First Nations, the Métis Nation and Inuit whose ancestors had been here since time immemorial, were not invited to the party. Yet they were major players.

Given this, it would have been understandable in both 1864 and 1867 had the representatives of Indigenous Canada asked: Why weren't we invited to your meetings? Just as their descendants a century and a half later are asking with rising impatience: What is our place in Confederation today?

I believe, were Galt alive today, he would answer that question by calling upon us to do justice to the Canadian dream by embodying a new relationship with the Indigenous peoples. This is because, as we have learned since Confederation, equity and mutual respect among all of us, without exception, are the essential conditions to the unity, strength and community of the whole. ✦

The Rt. Hon. Paul Martin was the 21st Prime Minister of Canada. This article originally appeared in the Ottawa Citizen and as the foreword to the MLI paper, titled Alexander Galt: The Federalist.

Canada's founding made us the diverse country we are today

It's time to recognize that the diversity and inclusiveness we are celebrating in 2017 is built on a foundation that was first laid 150 years ago.

Geoffrey Kellow

In the spring of 2016, the Liberal government announced that it was updating the focus of Canada's sesquicentennial celebration. To mark the anniversary, Heritage Minister Mélanie Joly promised a special focus on "diversity and inclusion, reconciliation with Indigenous peoples, the environment and youth."

Implicit in the announcement was the suggestion that the country's 150th birthday was an opportunity for the country to rededicate itself to these laudable goals. Indeed, anniversaries are often opportunities for just such acts of reflection and rejuvenation, both in the lives of individuals and nations.

But what does such a rededication require? At the very least, it requires a serious examination of the original dedication or commitment. To rededicate, we must first recollect. It is this remembrance that seems so strangely lacking in the current government's celebration plans.

To accentuate the strangeness of this Hamlet without the Prince, consider Canada's centennial celebrations. Then, the country combined perfectly, in countless projects, the notion of a new and forward-looking nation with the past that the celebrations marked. In the years leading up to the anniversary, monumental biographies of George Brown and John A. Macdonald appeared, concerts and compositions were commissioned, medals pressed, more than two dozen centennial arenas were constructed, and the main highway linking Ontario and Quebec, the two halves of the old Province of Canada,

*To rededicate,
we must first
recollect.*

was renamed the Macdonald-Cartier Freeway. In countless ways, then, Canadians populated the national horizon with signposts marking the path that the country had taken and indicating the direction it would go.

The best commemorations always do this. Consider Martin Luther King Jr.'s remarkable commemorations in the civil rights spring of 1963. In that extraordinary year, Dr. King set out to mark the 100th anniversary of the Emancipation Proclamation, the order that began the process of eliminating chattel slavery that concluded at Appomattox and in the thirteenth amendment to the U.S. Constitution.

In his iconic "I Have A Dream" speech Dr. King invoked implicitly and explicitly Lincoln's original promise and then, in a profound act of rededication, reformulated that century-old promise as a dream, a vision of the future. Writing months earlier, in his famous Letter from Birmingham Jail, Dr. King also connected the civil rights movement to the American Founding, which he described as one of the "deep wells of American democracy."

Dr. King understood the past as both the record of the road travelled and source of supplies for the journey to come. This is what our own celebrations appear to have missed, and for reasons that Dr. King would have both understood and rejected.

The focus for Canada 150 on diversity and inclusion appears, on the surface, to demand a turning away from Confederation itself. How can we both celebrate diversity and inclusion and lionize the literally monochrome Charlottetown photo of 25 middle-aged white men? By remembering not just what happened then, but what happened next.

The Fathers of Confederation left Charlottetown and almost immediately began a journey both political and practical towards something bigger. That journey continues. At the heart of Confederation was always an acknowledgement of the incredible diversity of the country. Admittedly, the Fathers did not think of inclusion and diversity, in terms of indigeneity, ethnicity, age or environment. Nevertheless, they introduced the principles as surely as the slaveholding Thomas Jefferson introduced to America the assertion of an inherent equality of all.

The Fathers of Confederation, in their legislative debates, introduced a vital resource and set a course. As we celebrate the sesquicentennial, we can rededicate ourselves to our Canadian principles of inclusion and diversity best by recollecting the context in which they first emerged. We can only track how far we have come and more importantly, how far we have yet to go, by marking the moment we started out. ✪

Geoffrey Kellow is an associate professor in the College of the Humanities at Carleton University. He is collaborating with the Macdonald-Laurier Institute on a major project celebrating the speeches and documents of Canada's founders. This article originally appeared in the Ottawa Citizen.

Why diversity isn't "Canada's strength"

Our country is strong because, despite our differences, we are united in our commitment to Canada's unifying ideas and values.

Philip Carl Salzman

According to Prime Minister Justin Trudeau, "Diversity is Canada's strength." This assertion is repeated by various Canadian sources, such as the *Latino Star* paper, and the Canadian Policy Research Networks conference "Diversity – Canada's Strength." In Canada's Liberal government and many other circles, the statement that "Diversity is Canada's Strength" has become a motto, and largely an unquestioned and unquestionable one.

Political slogans have their uses, usually to advance a policy position and claim the high moral ground. But they may also selectively draw on the facts of reality, and massage the truth so that it becomes unrecognizable. Whatever views Canadians may have about diversity, Canadians are independent citizens who often think critically rather than repeat ideas and slogans. In that spirit of critical consideration, this essay addresses the question whether diversity is Canada's strength. Let us begin by looking at diversity in sports.

The strength of world class sports is the uncompromising focus on the event. What people care about is how fast you can run, how far or high you can jump, or whether you can get the puck or ball into the net. In selecting team members, no one cares about race, religion, ethnicity, sexual preferences, or identity. The only pertinent question is the effectiveness of the athlete or player in the specified discipline.

In picking the Canadian Olympic Team, is any weight given to race, sexuality, and other extraneous characteristics? My impression is that team selection is based on performance.



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So too in the National Football League, which may be the closest that any human institution can get to a pure meritocracy. If you are competitive in speed, strength, skill, and determination, you will get a chance to show what you can do. The best of the college players are drafted, but other, non-drafted new players are frequently recruited from practice squads. Likewise veterans, even former stars, who aren't performing can quickly be out of a job. Performance in competition is the basis of selection.

An NFL team works as a collection of merit-based individuals because they have a common goal. Canada works in the

same way. We welcome people regardless of race, gender or sexuality, but we are not just a collection of diverse individuals. We expect all Canadians to share in our unifying ideas and values.

The "diversity" that is usually referred to in assertions that "diversity is our strength" includes such census factors as mentioned above: religion, race, origin, etc. The question that should be raised in response to such statements is exactly how such diversity contributes to economic performance and social and cultural strength. The virtues of census diversity are more often asserted than demonstrated.

One argument in favour of the value of diversity is that people of different races, religions, and origins have different perspectives and knowledge, which can be enriching. But there is a risk here in treating people like parts of ethnic blocs, and assuming that South Asians, or Muslims, or South Americans are representative of their cultures, have the same experience, and think the same way. Such a view of diversity could in fact undermine social and cultural strength.

resources: landscape, forests, cultivating lands, water, and carbon and rare metal deposits, among others.

Second, Canada has benefited from its double European heritage, from France and Britain, which has given the country the Parliamentary tradition, the distancing of church and state, and the idea of human rights, enshrined in the Canadian Charter of Rights and Freedoms. A strong work ethic is also part of Canada's European

Canada. My daughter, adopted in China, now fluent in French and English, says, "I'm a banana: yellow on the outside, Canadian on the inside."

How can we support Canada's strength? One way is by selecting newcomers from other lands who are willing to contribute their talents to Canadian unity and commonality. Here the question of Canadian immigration policy arises. Our immigration policy and procedures should ensure the compatibility of the views and objectives of newcomers with Canadian law, institutions, and values. The recruitment of outsiders with different priorities and goals, unwilling to respect Canadian law and values, would be a disservice to Canada and Canadians.

Canadians are tired of hearing news about attempts to institute foreign religious law in Canada, about Canadian girls and women who are abused or murdered because their families judge them to be "too Canadian," or because they married someone from the wrong religion or caste. Or news about Canadian police and soldiers being murdered by people angry at the West.

Canadian immigration policy and procedures should ensure the compatibility of the views and objectives of newcomers with Canadian law, institutions, and values. If we do, we will be reinforcing Canada's real strength, the unity of our common culture and shared institutions. ✿

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Our immigration policy and procedures should ensure the compatibility of the views and objectives of newcomers with Canadian law, institutions, and values.

There is another kind of diversity that is not celebrated today, and that is diversity of opinion. Diversity of opinion is often in our time seen as abuse, as hate speech, advanced only by racists, sexists, homophobes, Islamophobes, and whatever new -phobe is invented this week. Diversity of views about certain issues – such as those determined by social justice discourse, for example – is seen as a deviation that should be stopped and punished. This illiberal attitude goes directly counter to John Stuart Mill's argument in *On Liberty* that diversity of opinion not only offers alternative points of view, but gives proponents of particular views the beneficial opportunity through debate to defend and thus strengthen their own views, or else replace them.

So what is Canada's strength? To answer this we would have to take into account a wide range of factors:

First, geography. Canada is protected by vast oceans on three sides, and has a large, friendly country as a neighbour on the remaining side. Furthermore, Canada enjoys a rich and plentiful array of natural

culture. Immigrants to Canada have for the most part, and until recently, learned at least one of the official languages of French and English, and adopted to a significant degree Canada's Western European-based culture. This has led to a commonality of mainstream Canadian culture among Canadians, long term and recent.

Third, the Canadian mind-set and attitudes of respect, tolerance, and a talent for compromise have arisen to counter the deleterious effects of the foundational diversity of Canada's two charter cultures – French Catholic and British Protestant – that has been the source of repeated conflict and instability. A good example is Quebec's independence movement, which has threatened Canada's very existence.

This diversity is not the strength of Canada; it is the unity and commonality forged through respect and compromise among Canadians in spite of diversity, that is Canada's strength. This Canadian mind-set draws new Canadians from all around the world, most of whom willingly and enthusiastically enter into Canadian mainstream culture and thus strengthen

Our founders deserve much more credit

Canada's Fathers of Confederation carried out an impressive demonstration of how to solve constitutional and political problems.

Leonid Sirota

From a government that seems uninterested in celebrating Confederation in its sesquicentennial year to legal scholars that decry it as an undemocratic bargain struck by a bunch of white men, many in Canada denigrate the constitutional compromise that gave birth to this country. For instance, in an interview with the *Globe and Mail* given when he was about to retire from the Supreme Court, Justice Ian Binnie insisted that we could not possibly consider ourselves bound by the original meaning of the *Constitution Act, 1867* because – unlike Americans – “[w]e don’t have a Jefferson or an Alexander Hamilton or a Benjamin Franklin, for us to read their views on what the Constitution does or doesn’t mean. At the Quebec conference, Sir John A. Macdonald’s most memorable reflection was: ‘Too much whisky is just enough.’ That was the guidance we got as to our Constitution.”

Actually, the Quebec conference was held behind closed doors, so we don’t actually know, except in outline, what memorable reflections were made there. But we have plenty of other sources to consult, if we take an interest in the thought of the Fathers of Confederation. (Many of these sources are now easily available on the Macdonald-Laurier Institute’s Confederation Project’s website, thanks to the hard work of my friend, MLI Munk Senior Fellow Alastair Gillespie.)

Now, I think it’s fair to say that, on the whole, the Fathers of Confederation did not quite have the philosophical depth or literary talent of Alexander Hamilton and

James Madison. But that is a rather absurd standard by which to measure any group of statesmen. Considered in their own right, they were much more serious thinkers, not to mention better expositors of their ideas, than they are usually given credit for. Their constitutional endeavours involved a great deal of compromise and concession, as they openly acknowledged (in contrast, perhaps, to the self-assured Publius). But if failing to meditate on the meaning of separation of powers, or advance theories of federalism, or leave cryptic thoughts on judicial review for us to decipher, they carried out a practical demonstration of

tion plan have been receiving wide popular support in recent elections, Brown goes on to argue that people outside Canada – which is to say, mostly, in the United Kingdom and in the United States – have been noticing too:

“And well, Mr. Speaker, might our present attitude in Canada arrest the earnest attention of other countries. Here is a people composed of two distinct races, speaking different languages, with religious and social and municipal and educational institutions totally different; with sectional hostilities of such a character as to render government for many years well-nigh

Their constitutional endeavours involved a great deal of compromise and concession, as they openly acknowledged.

how to solve constitutional and political problems that was, in its own way, no less impressive – and has arguably better stood the test of time, for now anyway.

As Mr. Gillespie’s work shows, the accomplishments of Confederation are perhaps best appreciated if presented in the words of those who made them possible. Consider, for example, the following excerpt from George Brown’s speech during the “Confederation Debates,” during which the legislature of the then-Province of Canada considered whether to support the plan developed at the Quebec Conference. Having noted that the candidates supporting the confeder-

ation plan have been receiving wide popular support in recent elections, Brown goes on to argue that people outside Canada – which is to say, mostly, in the United Kingdom and in the United States – have been noticing too:

We are endeavouring to adjust harmoniously greater difficulties than have plunged other countries into all the horrors of civil war. We are striving to do peacefully and satisfactorily what Holland and Belgium, after years of strife, were unable to accomplish. We are seeking by calm discussion to settle questions that Austria and Hungary, that Denmark

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Provincial trade deal betrays the promise of Confederation

Confederation was meant to free Canadians to carry on their profession or business across provincial boundaries.

The newly announced Canada Free Trade Agreement is a poor way to honour Canada's 150th.

Brian Lee Crowley

This is a big year for Canada. The country was founded 150 years ago in an act of supreme statesmanship. It is the 100th anniversary of the battle of Vimy Ridge, where we came of age in a sustained act of courage, heroism and determination. Governments in Canada are now claiming that their recently announced Canadian Free Trade Agreement (CFTA) deserves to keep such exalted company and will come into force on July 1, Canada's 150th birthday.

Does the CFTA deserve such hoopla? On the contrary. While it represents some modest incremental progress on creating a national market open to all Canadians on equal terms, this progress has much to be modest about. Moreover the sordid backroom horse-trading that gave rise to it, in which rent-seeking interests allied to various governments saw many of their unfair advantages maintained, was the very opposite of what the founders of Canada thought they were conferring on their posterity.

Yes, it's very nice that every field of economic activity is now covered by the CFTA, as opposed to the old dispensation where only those fields specifically included were covered. But the price the provinces exacted for this was well over 100 pages of exemptions and exceptions to the principle of free trade within Canada.

The really tough areas, such as liquor, financial services and regulatory harmonization? Well they have promised to study those some more. Don't try to sell milk or eggs or any other "supply-managed" product across provincial boundaries. The barriers that

forced Newfoundland and Labrador to sell their electricity to Quebec at a fraction of its value remain and nowhere can I find that the premiers promise to give up their latest fad: claiming the right to veto pipelines that cross their territory. Alberta is already considering creating a Crown corporation to handle government construction projects to escape the opening of government procurement they just agreed to.

Finally, on actually enforcing the rules of free trade our political leaders raised the monetary penalties for non-compliance. Again, very nice.

But they're hoping you won't notice they have essentially maintained their Rube Goldberg machine in which the complaints of businesses and individuals about unfair actions or practices will be the subject of endless intergovernmental consultations and panels whose decisions will come long after the original business opportunity has died from neglect, starvation and exposure. God help you if you want to get the courts to intervene to make governments follow their own rules, because the governments have made it clear they don't want those judges sticking their noses in the provinces' business.

It didn't have to be this way.

The very purpose of Confederation, we often forget, was in large part about freeing Canadians to carry on their profession or business across provincial boundaries. As George Brown famously described the vision its authors had of Confederation: "The proposal now before us is to throw down all barriers between the provinces – to make a citizen of one, citizen of the whole."

Such freedom was explicitly to be a matter of shared national citizenship.

Responsibility for achieving Mr. Brown's vision was granted to the national government in a broader federalist arrangement. The essence of federalism is, after all, the creation of a unified national economic space while buttressing local identities, be they linguistic, cultural, ethnic or religious.

“
Does the CFTA
deserve such hoopla?
On the contrary.”

Matters of nation-building or common interest – such as the functioning of the national economy – were thus to be entrusted to the newly created national government rather than provincial or parochial interests.

That's why it got jurisdiction over peace, order and good government, trade and commerce, and national infrastructure. That's why there is a national open-market clause (Section 121).

But that's not what happened with the CFTA. There the federal government continued the appalling tradition of its predecessors in neutering federal power in order to appease the provinces and territories. The result is not only another bad deal for Canadian businesses, workers and consumers, it's a disavowal of Confederation itself.

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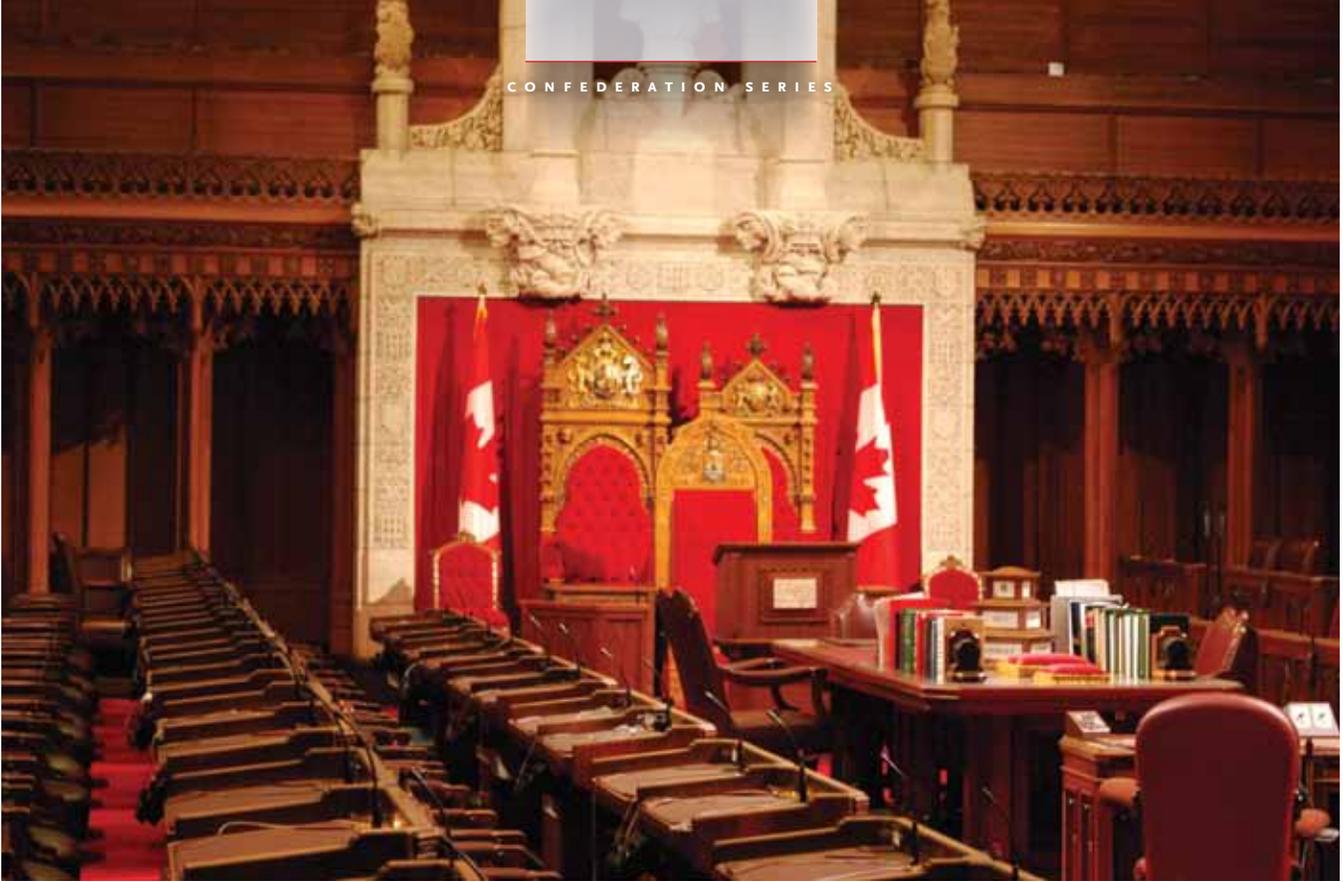


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The erosion of Canada's democratic traditions

Let's remember the impressive history of Canadian governance, beginning with the first parliamentary election 225 years ago, when we consider the current government's attempts to reform how we populate our Supreme Court, Senate and House of Commons.

Patrice Dutil

Prime Minister Justin Trudeau has spared few efforts in trying to transform Canada's fundamentally democratic institutions. He overhauled the appointments process for the Senate and the Supreme Court, but failed with electoral reform, his first major political disappointment. The entire reform agenda of the current government now requires some sober second thought.

It's been 225 years since the first election campaign to populate a parliament. Despite its flaws, that Parliament has served Canadians reasonably well. A partisan Senate is a fundamental part of a hard-won

bargain and a long parliamentary tradition; the process of selecting a Supreme Court justice with rigour, respect and confidentiality has also served Canadians well. Neither should be so easily cast aside.

Canada's politics are the product of generations of hard-won demands for effective, responsible government and for the people to be represented and heard in decision-making circles. It goes back to the Conquest of 1760. Indeed, it took little time for the *Canadiens* to demand the right to be represented in government decision-making and the *Royal Proclamation* of 1763 promised such an assembly. That promise was not kept, and the *Canadiens* were only granted an appointed governing council in

the *Quebec Act* of 1774. Fifteen years later, pushed by events and hard political realities, Prime Minister William Pitt (the younger) passed the *Constitutional Act* of 1791.

The new constitution provided both Upper and Lower Canada with a governance that had the look and feel of the British system. A governor would preside, representing the will of the monarch (read London). In Quebec City, the legislature was composed of two houses: a legislative council of 15 appointed representatives and a legislative assembly. The legislative council was selected by the Governor: eight Anglophones and seven francophones who would ensure that commerce, law, and international trade could thrive. Clearly, the governance was designed

to support the government, regardless of what the legislative assembly wished. The executive council, a small body that acted as a cabinet of advisors to the governor, was entirely Anglophone with the exception of Antoine-Louis Juchereau Duchesnay, who joined it years later.

The Council was hardly representative and needed counterbalance. The legislative assembly consisted of 51 representatives who would be elected in their ridings by a show of hands or by winning through petition. It represented a victory for *Canadiens* who had lobbied hard for the privilege to have a say in the affairs of the state and they constituted the majority of the assembly. The act gave Canada representative government; a franchise that was open to practically every adult, women included; and a first election campaign which took place in the early summer of 1792.

The system was not sustainable because the government was unaccountable. Still, the idea of a two-house parliament, where one was designed to balance the other, was retained. It was patently unfair and justifiably became the object of uprisings in Lower Canada and Upper Canada in the 1830s, but its structure survived remarkably well. The Senate – the successor to the legislative council after the disastrous United Province years – was created by the fathers of Confederation to give different sectors of society a say in Parliament. As in the United States, it meant giving a place to represent provinces, and within those provinces, social and political minorities.

Ideas for reforming the Senate, to change the appointment models for Supreme Court justices and for the House of Commons have made their way in and out of Canada's history. The Senate, often seen as an object of scorn, has probably attracted more attention than the others. Many want it to be more effective, more equal in terms of representation. Some want its members to be elected. Others would simply like to see it dissolved.

The Senate rarely lived up to its promise, but its nadir was surely in the Harper years. In hindsight, it was clear that Stephen Harper had decided he'd had enough of governing when he stopped naming people to the Senate in 2013. Until that time, most of his choices were uninspired. His objective was to force the provinces to come to the table to negotiate on the Senate by denying them representation in the upper house. He had no choice: the Constitution requires that all provinces as well as the Canadian Parliament approve of any structural change to the upper chamber.



The Senate, often seen as an object of scorn, has probably attracted more attention than the others.

The gambit failed. The provinces ignored him and the policy of demolition by abandonment continued. As senators retired over the following years, the newly elected Liberals found themselves with the opportunity to make 22 appointments as soon as they formed the government. It did not matter much. In opposition, Trudeau had officially removed the senators from the Liberal caucus. The rationale for that decision was never clear. Many thought it was a simple matter of general shame, others simply perceived it as a fear that spending scandals would splash on the Liberals. Few perceived it as a matter of principle.

Trudeau's depoliticisation plans became more apparent when his government announced that nominations to the Senate would be subject to a supposedly partisan-neutral application process. The prime minister's office kept the right to make the nomination, but new senators would be based on a competition of "merit," not democratic needs and or provincial quotas. As a result, it is not clear who or what the Senate represents. There are now 27 people

named by the current prime minister who sit as "non-affiliated" Senators. Among them are a former president of the Asia Pacific Foundation of Canada, an art historian long active in the governance of provincial and national museums, a former Secretary to cabinet of Ontario, the president of the Société Nationale de l'Acadie, former deputy ministers, police chiefs, some obscure CEOs, a few law professors, a few doctors. In brief, highly accomplished people of unquestionable abilities who have all been undeniably successful in their careers. Only a select few of the 27 have ever been elected to anything.

Who or what do these fine individuals represent, except technical expertise and successful professional (mostly salaried) lives? Under what banner could they be united to either uphold or upset the will of the elected members of the House of Commons? How could they effectively caucus in order to make their positions politically coherent? The answer is that we do not know, and Canadians don't know who rules the Senate. Senators are now utterly unaccountable and since they have no label, their teams cannot be punished for their acts by a vote in the next election. The situation is all the more troubling in that there is evidence that the so-called "independents" are actually caucusing. How can the Senate be accountable in such a situation?

The government's manipulation was certainly not one to advance democracy, accountability or transparency. By removing party labels, most Senators are all apparently free agents. The only Senator wearing a label is the government leader in the house, former mandarin Peter Harder,

who was partisan enough to lead the Liberal party's transition to government. They can decide to act, or not to act. Either they will vote with the government when pressed to do so or will decide to block the will of the democratically-elected House of Commons. Not surprisingly, lobbyists have suddenly rushed to the Senate. The attraction of being able to sway a vote here and there without fear of retribution is simply irresistible.

This was not a good reform for an Upper House. The idea of nominating the equivalent of the Order of Canada to the Senate, and giving winners a very generous salary to boot, until they retire, was never on the table. It was an answer to a non-problem. The Senate has always been an issue of representation, not one of expertise. The Senate has been reduced to a technocracy. At least for now.

The same process was used for the Supreme Court. Faced with a vacancy – another example of the Harper government's inattentive final two years – Trudeau announced a now familiar scheme. Henceforth, the government would hold an open competition for the position. The assumption was that surely any suitable, highly qualified lawyer would want to seek a position on the Supreme Court and run the risk of having that candidacy publicly turned down.

The government appointed Kim Campbell, a former minister of justice and prime minister, to sift through the nominations. She did this in secret, just like before. The first position to be filled was an "Atlantic Canada" seat, but such petty geographic concerns were not deemed to be important — at least not openly. In the end, a very good nominee was found from Newfoundland and Labrador but the Liberal government insisted that regional representation would be secondary, if not tertiary, to other criteria such as merit, gender, ethnic representativeness, etc. It was never revealed who else was in contention. For all

we know, there never was a "competition."

The point is that the same outcome could have been obtained by the traditional, more discretionary, and more honourable methods. The Trudeau habit of vaunting competitions and empanelling "objective" juries produces no better product than in the past in the case of the Supreme Court and a much worse product in the case of the Senate. What it has done is remove political geography and politics from the equation. It is a showy procedure of no substance, but with serious implications. The government has gotten away with it on two issues, but not on the third: electoral reform.



Nominations to the Senate should go to people who have experience in representing others.

During the 2015 election the Liberal party was very clear: The first-past-the-post method would be discarded, and legislation establishing a new method of voting would be submitted to parliament by mid-2017. There was speculation that Trudeau harboured the hope that a ranked voting method would be easily sanctioned, which would include a voter's level of preference for nominees. A Tory voter, for instance, would put a number 1 next to the Tory nominee, with a number 2 (and so on) going to any other nominee. The notion was that every ballot would "count" as less-popular candidates were eliminated, until the choices amounted to giving a winner enough votes to win more than a 50 percent majority. Gone would be the days when a party nominee could win with a small plurality of the vote. Based on past elections, most experts agreed that under this scheme the Liberals would

have won most of the time, or at least have sufficient seats to force themselves into a governing coalition. Finally, the Trudeau "reforms" attracted attention.

The government did not help itself. The first mistake was in insisting on carrying out the preposterous promise of determining the next election under a system different than the one used since 1792 after the idea had been dismissed four times provincially — it was also effectively dismissed for a fifth time in October 2016 in PEI. The second was in awarding the portfolio to the youngest possible minister whose shaky awareness of the subtleties of Canadian democracy only rivaled that of the Prime Minister's. The third was creating an unwieldy parliamentary committee and giving it the impossible job of delivering a consensus on a highly complicated topic in the shortest imaginable time. Consensus was not possible: two parties wanted a system of proportional representation; two parties did not seem to care either way. One party promised to make peace but only on the condition of a referendum. The government party caved, unable to make up its own mind.

The end result was a recommendation for proportional representation and a referendum on the issue: precisely the two options the prime minister did not want. Not surprisingly, Trudeau turned on his heels, swallowed hard, and decided that his government would not pursue electoral reform. The minister was dismissed, and the mandate to refresh democracy was handed over to one who was even younger and less experienced.

The prime minister has been rebuffed on his electoral reform plan. Now his actions on the Senate and the Supreme Court must be rejected as well for the same democratic reasons.

The Senate should be a house of politicians. Expertise has its place, and the argument here is not that the Senate be

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Great Canadian Debates: Canadian history is nothing to be ashamed of?

On March 28, 2017, Jack Granatstein and Noah Richler argued the resolution “Canadian history is nothing to be ashamed of” at a debate hosted by MLI in Ottawa. Granatstein argued in favour, while Richler argued against. Their respective arguments were later published in the Globe and Mail.

We should celebrate all of Canada’s past

Jack Granatstein

History matters. Canadian history matters. And certainly it matters to the industry that has sprung up in this sesquicentennial year of Confederation to those who have set out to dump on founders such as John A. Macdonald, Hector Langevin, and a host of others. Such men were racists, men who wanted to rid the land of Aboriginal peoples and bring in only Aryan immigrants. Or so we are told, as some historians and others shamelessly apply the ideas and attitudes of the present to the past.

But the past is a foreign country. Men and women were different then, and they held beliefs and biases that are not ours today. Women knew their place was in the kitchen, and men ruled. Children were kept in line at home and in school with corporal punishment. It was a given that the First Nations were a dying race, savages whose only hope was to adjust to life as farmers on reserves or to living in white society. It was a fixed belief that whites were superior to blacks and Asians, and that the British, Scandinavians, and Germans were by definition superior to Italians and other southern Europeans. Of course, Christianity was the only true religion, all others by definition almost unholy. Jesus Christ was certainly a superior being to Mohammed, or so my history teacher in Grade 11 told us with complete certainty.

We no longer share such beliefs (or, if we do, we do so in hushed whispers), but when we talk about Canada in the past, we must understand the context of those times. We believe our attitudes to be superior to those of our forefathers, but we cannot understand them unless we walk in their shoes. That is the first lesson that historians are supposed to learn but, for far too many students of the past, it is a lesson they are quick to forget.

We can’t ignore our history’s dark side

Noah Richler

It is consistent to love one’s country but also to find shame in its history. Moreover, the reconciling of pride and shame is a matter of necessity.

If, at its best, our history has led to “the fair country” and a consideration of the other that has vaulted forward Canadians’ excellence in the field of human rights, so does it have a dark side.

For alongside a history of negotiation and compromise that arose because the territory we call “Canada” was always too large and obdurate to conventionally conquer and manage, are acts of erasure and abuse inextricable from this country’s foundation.

I will not bore you. It is an achievement for Canadians (if not their senators) to be unaware of shameful chapters in our history, so among the several to choose from – the turning away of the Komagata Maru and then the MS St. Louis and these ships’ human cargoes of South Asian and Jewish refugees are a couple of others – I’ll mention three.

Shame is what the experience of Africadians, and the slaves and black United Empire Loyalists who preceded them, must engender. Shame is what the grand derangement or deportation, in 1755, of Acadians that was a first act of ethnic cleansing, should bring on. Shame is what the persistently criminal abuse, maltreatment and insufficient resourcing of First Nations has to prompt.

Jack Granatstein, who has written of his resentment of “the grievors among us, the present-day crusaders against public policy or discrimination” using our history “to teach a lesson about racism and sexism,” will urge you to consider the context and tell you that the prejudice against First Nations bequeathed by John A. Macdonald and his brethren (that’s the right word, women did not come into it – another source of shame) was typical of the times.

But this does not excuse it, not least because it is not true.

Granatstein (cont'd)

Imagine how some of our present attitudes might look in the 22nd century. Parents no longer spank their children and the strap has disappeared from the schoolroom. Has that improved discipline? We'll see what historians of childhood say in 2117. The best we can hope is that they will try to understand the beliefs and attitudes of Canadians in 2017.

Yes, there have been grave errors with prejudice, racism, exploitation, and bias occurring all too often. Is there any nation in which that was not so? Where is such a paradise? Canadians can say with a clear conscience that they have never fought a war of aggression, never sought territorial gain, never engaged in genocide or created concentration camps (the foolish comments of Chief Justice Beverley McLachlin notwithstanding). We were and are not all saints, but there are relatively few blots on our escutcheon. We have no reason to be ashamed of our history.

But we won't learn much about this as we mark Canada's 150th birthday. Our Minister of Canadian Heritage is forward-looking, telling us that the government plans to celebrate diversity, reconciliation and the environment, all worthy subjects. Yet she and her department apparently know nothing of heritage (what we wish had happened), let alone history (what did happen). There is nothing wrong with a celebration that looks forward, of course, but it would be much better if this anniversary were firmly based on knowledge of our history.

But that seems to be too much to ask of a nation whose Prime Minister believes that we have a "pan-cultural heritage." There is, he has said, "no core identity, no mainstream in Canada ... the first post-national state."

This, I suggest, is utter nonsense. Canada's success, Canada's glory, has come about because we remain firmly part of Western Civilization, because we have brought in peoples from all over the globe and made them part of us. We would be better Canadians if we taught our history to our newcomers and our native-born but, at the very least, we all absorb the tenets of freedom and democracy in the air we breathe. That matters, and Canadians who fought and died for those core attributes of our civilization left us a legacy of which we can and should be proud. ✱

Canadian historian J.L. Granatstein writes extensively on political, military, and diplomatic history.

Richler (cont'd)

Canada's neglect, and worse, of First Nations – their starvation upon the plains, their subjugation to the *Indian Act*, and then the criminal underfunding of residential schools designed to erase Indigenous identity and cultures – came three centuries after the human nature of Amerindians was argued by Bartolomé de las Casas in the Valladolid debate of 1550-51. The source of our shame took root, here, at a time when the sort of enlightened views it is utterly reasonable to expect of historical exemplars already existed.

It can be found, for instance, in debates that took place in the British Columbian legislature when, in 1870, that colony was considering joining Confederation. (Henry Holbrook and E.G. Alston were among legislators asking that members of First Nations to be accepted as equals.)

And if we find nothing in our history to be shameful of, then what point is there in it? Are we only to puff up with pride at battles we ourselves did not fight? If we're not to feel shame, what right do we have to be proud?

The historian Niall Ferguson, ever an acolyte of Empire, tells us to ask if there was "a better, plausible alternative" when assessing history's misdemeanours. In all the instances I mention, there were. The ransacking of Acadian homes, separation of families and then their dispersal was a quasi-scientific exercise perpetrated with

a view to the elimination of a culture – in reality, it enforced it – and was unnecessary. The racism black United Empire Loyalists experienced was so egregious that when John Clarkson arrived in Nova Scotia in 1791 looking for recruits to save Sierra Leone, the West African colony for freed slaves, the British abolitionist was quickly oversubscribed and cut his tour short. Mr. Clarkson was, in his very being, the symbol of "a better, plausible alternative."

As for Canada's relationship with First Nations, Inuit and Métis – well, we are only now in sight of that better, plausible alternative, and there is no doubting shame is the vehicle that has put us here.

The Ancient Greek word for shame is "*aidos*." It describes not just guilt but the humility and awe the conscientious person feels in the face of that which is belittling. Shame, a profoundly uncomfortable feeling, is also an edifying one that it's morally incumbent upon us to acknowledge. Shame is a positive force because coming to terms with it engenders change and the better.

The society that does not engage with the shame in its past cannot be progressive. ✱

Noah Richler is the author most recently of *The Candidate*, nominated for the 2016 Shaughnessy Cohen Prize.

We believe our attitudes to be superior to those of our forefathers, but we cannot understand them unless we walk in their shoes.

– Jack Granatstein

What does Putin want? And how can we stop him?

NATO countries, including Canada, need to increase their defence spending in order to demonstrate resolve in the face of the new Russian assertiveness.

Richard Cohen

Vladimir Putin is on a roll. He's annexed Crimea, created a Russian mini-state in Eastern Ukraine, and reasserted Russia's role as a regional and world power by his intervention in Syria and growing influence in the wider Middle East. He's frightened his neighbours and sent a chill through Europe and across the Atlantic. And, most recently, he's thrown the American electoral process into confusion as well as possibly those of some of its major allies. All this on the back of an economy one sixth the size of the US and with a declining population.

Putin's adventures have been achieved by the carefully targeted use of military power combined with a strong element of cyber and (dis)information warfare. Russian armed forces have been modernized and improved and sent into battle at a breathtaking pace. New tanks, aircraft and ships, state of the art anti-aircraft systems, new cruise and ballistic missiles, advanced submarines and world class electronic and cyber warfare capabilities have all been fielded in an incredibly short time. Russian long-range aircraft, ships and submarines patrol aggressively near NATO coasts. There are now reports that Russia is even planning to build a huge nuclear-powered aircraft carrier.

Most importantly, Putin has restructured the Russian armed forces and restored a sense of purpose and pride to a force that for years was written off as demoralized and incapable of effective operations. Russian defence spending is now reckoned to rank 3rd in the world behind the US and China. It's eerily reminiscent of the period from

1933-1939 during which Nazi Germany reconstituted its armed forces for war and overwhelmed continental Europe and a large part of the Soviet Union.



What does Putin want?

Putin's long term aim is clear. He has never accepted the post-Cold War order and certainly not that it marks the "end of history." His goal is to overturn the dominance of US power and to replace it with a multipolar system, if possible with Russia as a first amongst equals. To achieve this he is working to destabilize NATO and the EU, which are seen as major threats and obstacles to Russian influence in Europe and further afield.

Putin's mission is the restoration of Russian greatness and influence in the world, evaporated with the collapse of the Soviet Union – an event he's described as the greatest geopolitical tragedy of the 20th century.

In the years following the end of the Cold

War, I worked closely with senior military and civilian officials of nearly all the countries of the former Soviet bloc. Every one of them felt that they had achieved something hugely positive from the advent of the new world order. They yearned to be accepted into the fold of western democratic nations; all, that is, except the Russians. Almost every Russian parliamentarian, diplomat, military officer and academic I met, openly or more discreetly, resented the "victorious" West. They felt tricked and betrayed. As a relatively junior KGB officer stationed in East Germany, Vladimir Putin witnessed firsthand the disintegration of the Soviet Empire and there's no doubt that he harboured that same bitterness and resentment.

Putin's bottom line is also highly personal; he believes that he can reshape the world. To do so he must remain in power as long as possible. As a relatively youthful and vigorous man he looks forward to at least another decade as president, long enough perhaps to see Russia restored to its former "glory."

Strategist or Tactician?

It's not yet clear whether Putin is a master strategist or merely a skillful tactician. He may well be both. Does he have a detailed plan to achieve his goals or is he an agile opportunist prepared to exploit Western weakness when and where he finds it?

The Obama administration gave Putin the opportunities he was looking for. When Obama ignored his own "red line" in Syria, Putin sensed an open door. He could make bold and aggressive moves in Crimea, Eastern Ukraine, and Syria with little risk of serious consequences. His

“victories” have earned him the respect of despots around the world, from Syria and Iran to North Korea and Venezuela. Would-be autocrats in Turkey, Hungary, and other places are scrambling to befriend him. Even the new US president expressed admiration of his leadership...although this may be changing!

What is clear is that Putin is a man of action, prepared to take risks in pursuit of his goals. He is not afraid to jump into a vacuum where he finds it. One such vacuum, of immediate concern to Canada, is the Arctic. There, Russia is quickly establishing a powerful military, scientific, and economic presence while other northern countries look on in fascinated but apparently helpless bewilderment.

How can he afford it?

Of course, a huge military buildup and ambitious foreign adventures come at a big financial cost. How can Russia afford it? The country has dwindling but still sizeable reserves of foreign currency and gold built up during the oil boom of 2009-2014. As these run down, Putin could also “borrow” funds from his oligarchs who are totally dependent on him for their continued prosperity, and perhaps more importantly, for their personal safety and well-being.

But Putin may well believe he has a limited window in which to achieve his aims. The Russian people are long suffering and at the moment seem prepared to support him on the back of his foreign policy “successes.” He’s restored the pride of Russians in their country but he’s not improved their standard of living. And the extreme wealth of Putin and his cronies (including most recently revealed, Prime Minister Medvedev’s accumulated billions) has not escaped notice. How long Putin’s popularity will last is anyone’s guess but he must realize that at some stage people will be demanding more at home in spite of the well-orchestrated adulation of the Russian media.

To keep public support, Putin may

indulge in even riskier foreign adventures which could push him into situations that he would otherwise rather avoid. This may be our biggest danger.

A potential flashpoint is the Baltic States with their sizeable Russian minorities. NATO’s “reassurance” mission in these countries is designed to deter Putin. But at the end of the day, if he feels compelled to act, he probably will. Will the NATO “tripwire” forces, including a Canadian contingent, really dissuade him? And if not, could we and other NATO troops become hostages, or worse, to hybrid warfare by Russia – perhaps followed by a massive military push across the Baltic frontiers? What would NATO’s Article 5 collective defence guarantee mean if Russian troops – or perhaps “little green men” – are walking down the streets of Tallinn, for example?

Tripwires are only effective if there is something serious to trip! At the moment, NATO has little military punch in Central Europe to react to a serious Russian incursion. Although the US certainly outguns Russia on a global basis, American and allied military power on the ground in Europe are not up to a large scale military clash in the Baltics, especially when Putin threatens to play the “nuclear card.” Would the US and NATO be prepared to call his bluff?

“If you Desire Peace, Prepare for War”

A much safer alternative to a dangerous military showdown is to pre-empt Russia with a demonstration of real Western resolve. At the end of the day, we can only persuade Putin that we are serious about defending ourselves and our allies if we implement our own military buildup. Until now NATO nations have been very slow to increase defence spending and to significantly strengthen their military capabilities, even in the face of the new Russian assertiveness.

Canada is one of the worst laggards in terms of defence spending. Neither Stephen Harper nor Justin Trudeau ever

had any intention of achieving the agreed NATO goal of 2 percent of GDP defence spending. A recent Senate of Canada Defence Committee report put our current number at 0.88 percent, above only Luxembourg in the NATO league table! As Andrew Coyne stated recently, “Canada’s history of welching on our NATO commitments [cannot] be anything but a source of national shame.”

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But a real hike in military spending will only happen if ordinary Canadians are persuaded that the safety of their country and their own personal well-being are at risk unless we’re prepared to make the necessary sacrifices. Concerned citizens groups, parliamentary committees, the media and other opinion makers can help but it’s the government that must lead a campaign to mobilize public support. So far there seems little hope of that.

Donald Trump will push and cajole us. But in the end it may be Vladimir Putin who finally shocks Canadians into taking the security and defence of our allies and of our own country seriously. And if and when that happens, it may be too late! ❄

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The Caucasus as a laboratory for Russian hybrid warfare

The Russian approach to hybrid warfare, which was applied successfully in Ukraine, was first tested in its 2008 conflict with Georgia.

Michael Lambert

Russia's return to the international scene is a recent phenomenon, evidenced by its annexation of the Crimea in 2014, emergence of the conflict in the Donbass in 2015, and intervention in Syria shortly thereafter. Prior to this period, the influence of Moscow with its "near abroad" seemed completely different, even endangered with the successive enlargements of NATO and of the European Union in post-Soviet space in 2004 and 2007, and on the other hand, the launch in 2009 of the Eastern partnership – an economic initiative that impinges directly on the Kremlin's "sphere of influence" in this area.

If Russian influence in its near abroad seems alive and well today, it is largely thanks to its new strategy that combines military and diplomatic approaches, which can be used to cleverly circumvent the application of Article 5 of the Washington Treaty. However, much less is known about the origins of this form of "hybrid warfare." In fact, it actually dates back to the conflict between Russia and Georgia in 2008, where the Kremlin was able to experiment with elements of hybrid warfare and learned basic lessons later applied in Ukraine.

Strategically, the 2008 Georgia conflict took place at a time of declining Russian influence and military power within Eastern Europe, including the Caucasus, which was cut off geographically from the rest of Europe by the Black Sea. At this time, the Kremlin faced two main threats – NATO and the EU. The first is military, in that member states of NATO gain the benefit

of Article 5 of the Washington Treaty in the event of conflict, which can include immediate response from allies, including several nuclear powers such as the United States, Great Britain, and France. Facing such a threat, Russia would then assuredly renounce any possible military intervention.

To the leaders in Moscow, however, there was a flaw in the underlying reasoning behind NATO. For one, Article 5 cannot be invoked unless an "aggressor" is legally identified, which means that a civil war in a member country of NATO would not qualify for an Article 5 intervention. Even with its limited military power, the Kremlin began to see opportunities in the weaknesses and internal divisions within NATO member states, which in turn opened up the possibility for a less costly, more subtle approach to counter the Alliance.

The second threat is embodied by the EU's Eastern partnership initiative. Launched in 2009, this program allows the EU to finance projects that favour the promotion of European values in countries that are not yet members, such as Ukraine and Georgia. This non-military influence turns out to be problematic for Moscow because it weakens Russia in its historic near abroad, which has traditionally served as a buffer between it and the Western world. If funding to Eastern Europe posed a problem, the prospect of a third major expansion to the East – that is to say Moldova, Ukraine, and Georgia – was seen as unacceptable. According to Moscow, that would mean the loss of control of the Black Sea, the presence of a European outpost in the Caucasus, and the possibly access to Azerbaijan's hydrocarbons for the EU.

In the face of these two threats, Russian leaders moved quickly to develop a response. When it comes to NATO, it showed a strong interest in exploiting the legal Article 5 loophole that required identifying a perpetrator. It did so by accentuating the development of cyber-war and raising the possibility of civil war in NATO members, for example, by using regional claims of some minorities like the Russian speakers in Estonia.

Moscow also sought to push back on the Eastern partnership by playing on its legal character. Integration of a new Member in the EU is based on the territorial control of the government in question, which must make their claim on the whole of its territory. Put simply, the European Union cannot share borders with "states that do not exist." As a result, countries that may wish to apply to join the EU cannot have questions on their territorial integrity. This helps to explain why, of the six Member States of the Eastern partnership, only Belarus has no territorial dispute.

"Divide and rule," which quickly became the leitmotif of the Kremlin's new military and diplomatic strategy, needed to be tested in real conditions. To do so, a territory or experiment needed to be selected for this approach. Knowing that all new members of the EU are also in NATO, it was useful to employ this strategy on a country that was part of the Eastern partnership. Belarus was a friendly country, and the same could be said for Ukraine at this time, Moldova was at the edge of a financial abyss, while Armenia and Azerbaijan were mired in the conflict of Nagorno-Karabakh. In contrast, Georgia was pro-Western, relatively modern,

supported militarily by the United States but not a member of NATO, and wishing to present its candidacy to join the European Union in the coming years.

Unlike what happened in Crimea in 2014 and the Donbass in 2015, there was no need for the Kremlin to create a separatist territory. Georgia already has two since 1992: Abkhazia and South Ossetia. It is more a question of strengthening these separatist trends, and pushing Georgia's government to make a strategic mistake by attacking these de facto states.

To strengthen separatist trends, the Russian government would use Abkhaz and Russian in Abkhazia media, as well as that of Sukhumi University. At this time, there was the highlighting of cultural traditions of Abkhazia in school curricula, including dances before the ceremony of graduation at the University, as well as the screening of films on the "ancestors" of the Abkhaz, whose origins seem to diverge from the rest of the Georgians. Sputnik-Abkhazia Russian media began to publish an increasing number of articles that presented the territory in a positive light, with the emphasis on friendship with the new Russia that brought protection by deploying troops in 1992, which remain there as "peacekeepers" to this day.

2008-2009 refined this idea of media manipulation in the separatist territories by Moscow. Today, more than 30 journalists from Sputnik can be found in the premises of a new business centre in the heart of Sukhumi – a large number compared to the relatively low priority accorded to the Abkhaz in the Russian media, even at the regional level. The presence of an unusual number of journalists could easily be explained by the possibility of using them in the event of recurrence of conflict with the Georgia to encourage the strengthening of regional identity.

Russia's divide-and-rule strategy culminated in its diplomatic recognition of Abkhazia in 2008, echoing that of Kosovo by the West a few months apart. The recognition of a separatist territory remains

The events in the Caucasus and in Abkhazia in 2008 mark a rupture in the hybrid war design of the Kremlin.

the fear of all states with territorial disputes. The events in the Caucasus and in Abkhazia in 2008 mark a rupture in the hybrid war design of the Kremlin, combining approaches that presaged what happened in Ukraine six years later with Crimea's annexation, and the instrumentalization of media in the southeast of the country.

From a military dimension, Russia faces both a limited budget and a strong demand for military modernization. It is therefore more advantageous to support separatists in the Donbass who are willing to fight in lieu of Russian soldiers. This utilitarian view is once again inherited from the war between the Russia and Georgia in 2008. At that time, the Kremlin pushed Georgians to attack Abkhazia. In so doing, the Kremlin was then able to justify its large-scale military intervention, its own casualties, and the illegal intrusion of Georgia on behalf of a territory under its protection. This constitutes, under Russian law, legitimate ground for interference and so war to occupy all the territory of Georgia in 2008. From that experience, we can easily imagine what would happen if Moldova tried to take back Transnistria or the Ukraine vis-à-vis Crimea. Therefore, the possible presence of Russian "peacekeepers" in the Donbass would mark a new stage and a danger to Ukraine.

However, the Kremlin also took several other lessons from its experience in Georgia, including the consequent financial cost owing to the deployment of fighter jets and ground vehicles to the Caucasus. Given this situation,

the Russian strategy is therefore focused primarily to arm separatists and to lead a more stationary, less costly conflict – in terms of manpower and material. It's also difficult for Russia to deploy sizable number of troops for a long period, given that that would risk pressure from the international community.

This lesson on the costs of a large-scale response rather than local action can be found in Ukraine in 2014-2015, where the Russian army intensified its presence only after the referendum in Crimea, and where separatists fuel the fighting in Donbass – a region to which the Russian military has not been legally or officially committed to this day. Instead of getting directly involved, Russia used a limited number of unofficial forces, such as the so-called "little green men," and relied on local mafias to provide weapons to the separatists, in order to make sure the country will not be identified as a foreign aggressor.

The Caucasus was, in many ways, a laboratory for experimenting with strategies of hybrid warfare, well before the events that took place in Ukraine. To this day, Georgia remains a diplomatic testing ground for the Kremlin – given the presence of the only two de facto states of its near abroad recognized by Moscow, Abkhazia and South Ossetia, and with Armenia now a member of the Eurasian Economic Union. There is no doubt this new Union could serve to increase the integration of Abkhazia and South Ossetia with Russia, without necessarily connecting them within the Federation as was the case of Crimea.

The Caucasus remains a laboratory open for Russian strategists and diplomats, in terms of war, diplomacy, and hybrid warfare. ✦

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The Defence Policy Review: *Déjà vu* all over again

The Defence Policy Review is not a break from past White Papers. It also contains problematic elements, not least a disconnect in how to deal with the United States.

James Fergusson

On the surface, the Defence Policy Review (DPR) document (a white paper by another name, but out of fashion because of the concept's British colonial legacy) has much to be applauded for. A long term plan, increased spending, detailed, costed procurement programs, and a commitment to people. In twenty years, all will be well.

But, twenty years is a very long time in politics. If history is a guide, one cannot help but recall the bold, detailed 1987 White Paper, gutted and obsolete in two years as a function of the new geo-strategic environment and national economic problems. Regardless, even if the Canadian economy remains relatively good over the next twenty, this is no guarantee that future governments, Liberal or not, will actually follow through on the DPR's commitment.

This, of course, is the easy criticism of the DPR. Indeed, one should not be surprised by the government's decision to push defence investment down the road, well after the next federal election. But then, by the next election, even if the Liberals are re-elected, the DPR will be long forgotten. The DPR in many respects is politically brilliant. It pleases the pro-defence attentive public (the optimism following its release is indicative), and directs attention away from key substantive issues facing National Defence and the Canadian Armed Forces to whether the government will actually follow through.

Moreover, it may be even more problematic if the government does follow through. Notwithstanding the thorough discussion



Canadian soldiers in Latvia, June 2017.

(MCpl True-dee McCarthy, Canadian Forces Combat Camera/ combatcamera.forces.gc.ca)

across every possible threat environment (and in the absence of any clear threat prioritization), the threat environment twenty or even ten years from now is anyone's guess, as is the real future requirements of the Canadian Armed Forces, future technological developments and the real costs of future equipment. In effect, the DPR proposes to acquire capabilities of significance for today, or the next five years, not for ten or twenty years down the road.

Naturally, no one can predict the future ten or twenty years out. Thus, the real assessment of the value and utility of the DPR is what is planned over the next five years, and the answer is not very much. In this regard, the DPR is very much the same old, same old. Despite its lovely rhetoric,

it doesn't truly represent a break from past White Papers.

Look, for example, at the proposals in the 1971 Defence White Paper, and the investments subsequently made over the following decade or so – two different beasts. Thus, what the government plans to do as detailed in the DPR is not likely to be what it does years from now. And, of course, if the Liberals win re-election, there will not be a new DPR (white paper), regardless of how much the world changes.

There are also other disconcerting elements. Generally, most observers believe that a DPR should follow, after a Foreign Affairs (now Global Affairs) policy review.

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China's newest aircraft carrier a sign of its naval ambitions

China's newest Indigenously built aircraft carrier is indicative of China's growing naval ambitions that need to be taken very seriously.

David McDonough

The world's attention has been rightly focused on North Korea. Yet, just as the USS *Carl Vinson* carrier strike group made its way across the western Pacific, China also made additional waves by launching its first Indigenously built aircraft carrier at a shipyard in Dalian – the second to join its fleet.

With this carrier, Beijing joins a small, very select group of countries, including the US, UK, and France, that have the means to construct aircraft carriers domestically.

It's important not to overstate the significance of this development. The nuclear-powered USS *Carl Vinson* has a fully loaded displacement of 100,000 tonnes – compared to the 70,000 tonnes for China's new Type 001A carrier. The Nimitz-class ship is armed with an array of anti-air and anti-ship weapons and countermeasures, to say nothing of a carrier air wing of fighters and support aircraft (normally 60-70) that can be launched using its catapult launch and arrested recovery system.

Both of China's carriers do have some important features, however. The *Liaoning* may be a refurbished Soviet Kuznetsov-class ship purchased from Ukraine, but it has been extensively outfitted with electronics, radar, and weapons systems. The Type 001A carrier, while based on this old Soviet design, also boasts some important design improvements, including more advanced radar, more space for its crew, and the capacity for a slightly larger air wing (32 versus 24 aircraft).

Still, even the larger Type 001A

carrier can, at best, only carry roughly half the aircraft of a Nimitz-class supercarrier. China is still limited by its reliance on the old Soviet Kuznetsov-class design. For instance, its carriers lack a steam-powered catapult to launch aircraft; instead using an older, inefficient ski-jump configuration, in which aircraft expend their own fuel for take-off. This reduces the operational range of its naval aviation and limits the size and weight (including payload) of the carrier-based aircraft.

The USS *Carl Vinson* is only one supercarrier of a US fleet of 10. Two new

carrier aviation.

In contrast, China has been using its first aircraft carrier, the *Liaoning*, largely to train its sailors and air crews to operate on a flat top. It will likely take many years to master the skills required for such operations, even if there is the possibility of leveraging US lessons here.

Therefore, the *Liaoning* should not be seen as an immediate game changer – and neither should its slightly larger sibling, the unnamed Type 001A. Both have the capabilities to undertake important missions, from providing air cover to other

“Beijing joins a small group of countries that have the means to construct aircraft carriers domestically.”

ships, of the more advanced Gerald R. Ford-class, are on their way. Importantly, these ships have an electrical generation capacity that dwarfs their predecessor – a feature helping to power its electro-magnetic catapult-launch system and which opens the way for direct energy weapons and electro-magnetic railguns.

All this is to say the US capability for blue-water power projection remains exceedingly strong. Indeed, supercarriers operate in formidable carrier strike groups involving guided-missile destroyers, cruisers, nuclear attack submarines (SSN), and other support vessels. The US military has decades of experience operating the complex system of systems required for

naval forces to a possible anti-submarine warfare role. They are “starter carriers,” to use scholar Andrew Erickson's term, rather than training vessels per se. But that is still a far cry from the fully operational and battle-tested supercarriers the US operates.

However, while not an immediate game changer vis-à-vis the US, these carriers do point to a worrisome trend – the accelerating growth in Chinese naval capabilities.

A good case in point is the number of ships being commissioned by the People's Liberation Army's Navy (PLAN). In 2016 alone, it commissioned 18 ships of various types, which in total tonnage displaced at 150,000 tonnes – or what the *China Daily* noted was half the entire British

naval fleet. From 2000-2016, the PLAN commissioned 19 destroyers, 29 frigates, 45 submarines and, since 2013, 30 corvettes, most of which are modern in their design and capabilities.

This does not mean the PLAN has grown in absolute terms, as older ships are being retired. But it does mean the PLAN's naval force is becoming increasingly modern. A good example is how its Luyang-III destroyer and Jiankei-II frigates are armed with vertical launch systems and phased-array radars that look remarkably like US Aegis systems – and which will provide an important area air defence (AAD) capability. Or the fact that the much smaller corvettes are geared towards anti-submarine warfare (ASW) – a traditional weakness of the PLAN.

China's naval forces would pose a particularly formidable challenge within the first island chain, connecting the islands of Japan, the Philippines, and Indonesia. Within this chain, China would benefit from a number of shore-based assets that would make unfettered access to this environment difficult, even for the US Navy (USN) – including advanced surface-to-air missile (SAM) systems, a growing fleet of fourth-generation aircraft (the largest after the US and Russia), land-attack cruise missiles and ballistic missiles, and a mobile anti-ship ballistic missile that could potentially hold at-risk targets even beyond the first island chain.

China's naval force is arguably one of the more potent examples of what Alfred Thayer Mahan called a fortress fleet – a force that uses shore-based assets as a protective cover. Of course, Mahan never envisioned that the reach of these shore-based assets would go so far beyond the immediate coastal littoral.

Yet, China's two aircraft carriers indicate even more ambitious plans for a blue-water naval force – one that isn't so reliant on coastal, shore-based systems for protection. That puts into perspective the PLAN's focus on AAD and potentially ASW. PLAN ships are already extensively armed with anti-ship

“China's naval force is arguably one of the more potent examples of what Alfred Thayer Mahan called a fortress fleet.”

missiles, giving them an important offensive means to deny the maritime domain from potential adversaries – or sea denial. But AAD and ASW are widely considered critical defensive capabilities necessary for the PLAN to protect its forward deployed naval forces, such as carrier strike groups, operating away from shore-based assets – helping to ensure that the more challenging goal of sea control is achieved.

A possible indicator on the extent of China's ambitions can be found in the words of an unnamed Chinese defence analyst, who told the *People's Daily* that China requires five to six aircraft carriers – for two carrier strike groups in the western Pacific and two for the Indian Ocean.

Irrespective of whether this is official government policy, China is moving to make this vision a reality. With the Luyang-III and Jiankei-II, China already has the initial elements of a surface escort for its carriers. Importantly, it is reportedly working on a guided-missile cruiser (Type 055) with a displacement of 10,000-12,000 tonnes. Larger than the USN's Arleigh Burke-class destroyer, the Type 055 is expected to have a long range and be multi-mission capable with anti-air, anti-surface, and anti-submarine capabilities – and likely to serve as the core of any PLAN carrier strike group.

China also appears to have plans for an expanded fleet of nuclear attack submarines, with the much quieter Type 095 expected to be constructed at its new advanced facility at Huludao, Liaoning Province.

Last, even as it launches its Type 001A, China is also currently constructing its third aircraft carrier at a shipyard in Shanghai. Notably, this is expected to be a much larger, possibly nuclear-powered vessel – with more room for aircraft than its predecessors. The Type 002 will actually use a catapult-launched and arrested recovery system, making it both a fundamental departure from China's reliance on old Soviet designs and much closer in appearance and function to US aircraft carriers.

US defence planners should be concerned by China's naval ambitions. The USN may enjoy a strong quantitative (in terms of modern ships) and qualitative advantage today. But the former is mitigated by the extent to which the USN is a globally deployed force compared to the regionally focused PLAN. The latter is being degraded by both asymmetrical measures geared to deny US access to the near seas, as well as more symmetrical efforts to turn the PLAN into a truly blue-water fleet.

China does have some important hurdles still to overcome, not least in its naval propulsion systems. Still, the trend lines here are especially worrisome – and not just to the USN, given the limits of Japan's power projection capabilities and structural weaknesses curtailing India's own naval ambitions. As Erickson notes, if it continues, China will have the second largest navy in the world by 2020 and a combat fleet that, in terms of hardware, “is quantitatively and even perhaps qualitatively on a par with that of the USN by 2030.”

If that comes to pass, then the arrival of the *Liaoning* and the Type 001A carriers would indeed be remembered as an inflection point – when US strategic predominance in the western Pacific began to give way to Chinese predominance. ✪

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The emerging Japan-India axis as counterweight to China

An emerging axis between two democratic great powers, Japan and India, could serve as the foundation for countering China.

Brian Lee Crowley

China may be eager to show itself as a major economic force and voice for trade openness. This was the face China's President Xi Jinping presented at this year's World Economic Forum in Davos.

It was also fully on display with China's recent Belt and Road Forum, where 29 leaders from across the Indo-Pacific came together to discuss China's ambitious One Belt One Road (OBOR) infrastructure initiative that will link Central and Southeast Asia to the Middle East and Europe.

Yet more uncertain is whether China can be brought to accept and support a liberal world order based on the rule of law and peaceful resolution of disputes.

There is perhaps no other file that encapsulates everything worrisome about China's behaviour than its current activities in the South China Sea, perhaps the pre-eminent route of maritime commerce in the world today.

China has claimed virtually all the land features and much of the waters of this "near sea," flouting all the rules to establish maritime boundaries and economic zones. Of particular concern has been China's dredging of waters around various uninhabitable atolls, reefs and rocks to build manmade islands. Three are near completion, likely for military use.

Even when China takes the lead in new initiatives like OBOR or creates new institutions like the Asian Infrastructure Investment Bank, it does so to expand its own geo-strategic influence and to counter the institutional order and influence of

perceived rivals, not least the United States.

This contrasts with US-led initiatives like the Trans-Pacific Partnership, where states would be free to work together to counter Chinese power. Indeed, beyond trade, the TPP represented the first tentative step towards a regional community of like-minded countries that could stand toe-to-toe with China on a wide variety of files.

A Japan-India axis is the first step to a larger Indo-Pacific grouping of like-minded states pursuing the rule of law, freedom of the seas and liberal international trade.

Yet, with Washington's abandonment of the TPP, many countries have come to question America's commitment to the Indo-Pacific.

Even the (in my view) likely resurrection of TPP, under another name and with further significant concessions to the US, will not erase the anxiety that America's weathervane-like shifts of policy have created in many minds.

With that in mind, we need to look towards the emerging axis between the region's two democratic great powers, Japan and India – an axis that can serve as the foundation for a larger grouping of like-minded states.

Both countries have an interest in counterbalancing China. The multi-faceted Sino-Indian rivalry is real. India's strategic focus on the Middle East, from energy trade

to a naval presence in the Indian Ocean, is largely a response to China's increasing leverage in the region. New Delhi's "Act East" policy extends this strategic focus to Southeast Asia.

Japan is also particularly wary of China's rise, especially given its continuing disputes with Beijing – from ownership over the disputed Senkaku islands to China's expansive Air Defence Identification Zone (ADIZ)

over the East China Sea. Japan must also contend with its very vulnerable geographic position, especially its reliance on sea lines of communication, including massive energy shipments from the Middle East.

Should the US fail to come back to the table for a renamed and revitalised TPP, Tokyo and New Delhi appear ready to lead the charge for open trade within the market-oriented economies of the Indo-Pacific. Early hints of such a vision can be found in Japan's refusal to accept that the TPP is dead, even in the absence of the United States.

Both Japan and India have also launched their own infrastructure initiatives in the region. With Japan's Partnership for Quality Infrastructure initiative and India's

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How to finally ignite Ontario's Ring of Fire

The potential of the Ring of Fire to bring prosperity to Indigenous communities remains trapped under a simmering conflict.

**Heather Hall
Ken Coates**

Premier Kathleen Wynne has jumped into the long-standing debate over the Ring of Fire in Northern Ontario. Recently, she called on northern chiefs to seize the province's offer to spend \$1 billion on crucial road development and to not "squander" the opportunity for economic development in an area desperate for work and social improvements. The premier's blunt intervention is a sign of the pent-up frustration among governments, companies and Indigenous communities about the slow progress and endless negotiations surrounding the region's vast deposits of chromite, nickel and other minerals.

While the premier may feel frustration, in Northern Ontario there is a widespread feeling in many Indigenous communities that the infrastructure needs of resource firms get more attention from government than the serious community infrastructure deficits that have existed for years. Many Indigenous communities in Northern Ontario, especially in the Far North, have to deal with a variety of deplorable conditions, including over-crowded housing, a lack of clean drinking water, limited or non-existent road access, and a myriad of social, economic and cultural challenges.

Within communities, Indigenous people debate the relative merits of development with great intensity and are divided over the balance between jobs, business opportunities and community benefits, and the environmental impacts and social disruptions that accompany mineral



development. While governments and the resource sector have made major improvements in recent decades with regard to assessing and mitigating environmental impacts, skepticism remains.

National experience with Indigenous involvement in the resource economy provides reasons for hope – and for caution. Many Indigenous communities have signed mutually beneficial impact and benefit agreements with mining and other resource companies. Several Canadian jurisdictions have encouraged Indigenous participation through a process of sharing government revenues from resource development. Many stakeholders have learned to work together effectively through sound and viable solutions that

support cautious and well-monitored development.

But this promising news comes with a caveat. The governments of Ontario and Canada cannot assume that resource development will miraculously bring opportunity and well-being to communities that have been marginalized for generations. At the same time, the mining sector cannot carry the financial burden of addressing long-term socio-economic dislocation.

Governments must, therefore, work with Indigenous communities to develop viable and responsible plans for community development in Northern Ontario. Once this community renewal is underway – and

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A life in defence of free and independent thinking: Remembering Michael Bliss

*With the passing of Michael Bliss
we have lost one of the greats of Canadian history.*

Patrick Luciani

I came to know Michael Bliss after he retired as Professor Emeritus at the University of Toronto when we worked together, with his close friend Jack Granatstein, on a debate series called *History Wars*. I quickly came to like and respect Michael and often thought I had missed out not being one of his students.

Michael Bliss was an atheist. He had his anti-road-to-Damascus moment while showering one morning as a young man when he realized there was no god; he never doubted that flash of insight and never had second thoughts. An extraordinary moment given that he once planned to enter the ministry.

If you knew Michael, this wouldn't be surprising. He was a man of strong convictions once he came to them. That's probably what led him into a life of scholarship and the study of history. What he treasured most was free and independent thinking.

That's why Michael was deeply affected by an incident in the early 70s when his university failed to defend and protect a visiting professor from Harvard who, while attempting to give a talk, was shouted down and physically intimidated by a group of radical students who disagreed with his views. He saw how quickly an administration could be cowed into silence and retreat.

We have a similar situation today with the Jordan Peterson affair. Rather than



Michael Bliss
(Photo courtesy University of Toronto)

defend Professor Peterson's right to free speech, the university administration has pressured him to comply with an arbitrary Ontario Human Rights Commission code on the use of self-selected pronouns dictated by the LGTB community. Michael Bliss would have been appalled, especially with the professors who went along with the administration's threat to sanction Jordan rather than defend his right to express his opinions.

Michael brought another quality to his work, and that was a talent for writing clear, readable prose, a rare skill in modern academia. He never wrote the

kind of tortured academic jargon that is common in our post-structuralist world. He lamented that the study of history was becoming too parochial, centred on gender and power structures rather than political ideas that move the trajectory of civilizations. Canadian history, once a major focus and a centre of excellence at the University of Toronto, has been relegated to a sub-set of "cultural studies" that no longer attracts the best minds. Referring to his autobiography, it seems modern historians no longer want to study the Fathers of Confederation but rather the women who served them coffee.

Michael's first books centred on social history in business, books for which he won well-earned praise, but he is known mainly for his work in medical history with his famous book *The Discovery of Insulin* and biographies of William Osler and neurologist Harvey Cushing. These are classic books that will be read for years to come. With the passing years, it's important to remember the impact of his work on the discovery of insulin that led Michael to travel and lecture around the world telling the story of this miraculous Canadian discovery. However, a prophet is never accepted in his own town. Michael's work was appreciated abroad before attracting attention and awards in Canada.

Michael was a scholar and often said he was most content head down in front of his Apple computer in a library, fully engaged in his next book. But I came to know Michael as a public intellectual especially through

his writings in the *Globe and Mail*, *Toronto Star* and *Saturday Night* magazine. I believe his greatest impact as a public thinker was the position he took challenging both the Meech Lake and Charlottetown accords. Like a lot of Canadians, I believed we had to support Brian Mulroney's attempt to change the Constitution to buy political peace with Quebec. Bliss would have none of it and saw through the charade and attacked the political classes for betraying the country. He knew the accords were a disaster and wrote with force and logic against them. I was convinced and voted against Charlottetown

along with a majority of Canadians. Michael Bliss deserves our gratitude for playing a crucial role in saving this country from breaking up into petty provincial fiefdoms.

Michael ended his career as University Professor gaining awards and recognition along the way, including the Order of Canada. Growing up in a prominent upper-middle class family on the shores of Lake Erie excelling in school and ending up as captain of his high school football team and debating club, Michael had the makings of a classic insider. He wasn't, and I believe that's how he liked it.

I knew Michael was ailing over the last year before he died, but news of his death this May still arrived as a shock. Canada is diminished by Michael's death, and though he made a conscious decision to step aside from engaging in current political fights while urging younger thinkers to carry on, I can't see how any will ever take his place. ✦

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Constitutional moment (Sirota)

Continued from page 16

and Germany, that Russia and Poland, could only crush by the iron heel of armed force. We are seeking to do without foreign intervention that which deluged in blood the sunny plains of Italy.

We are striving to settle for ever issues hardly less momentous than those that have rent the neighbouring republic and are now exposing it to all the horrors of civil war. Have we not then, Mr. Speaker, great cause of thankfulness that we have found a better way for the solution of our troubles than that which has entailed on other countries such deplorable results?"

Now the last paragraph strikes me as an exaggeration. Were the differences between Upper and Lower Canada, British

and French Canadians, Protestants and Catholics, truly comparable the conflict over slavery that caused the American Civil War? But Brown was also in a self-congratulatory mood (and readers of Mr. Gillespie's paper on Brown will understand why he had cause for self-congratulation just then), and no doubt a boastful one, as any politician trying to sell others on his dearly held idea.

Yet despite his rhetorical excess, Brown was fundamentally right. It is true that the differences of religion, to say nothing of the forces of nationalism, had – and have since he spoke – often led to hatred, to open conflict, to outright war. The Fathers of Confederation found a way, not to sweep them away forever, admittedly, but to create a constitutional framework within which opposing forces could be accommodated,

and indeed made to work together, in a way that not only kept them at peace, but created one of the most successful polities of the last century and a half.

Contrary to what the denigrators like to say, the mid-1860s (and perhaps the longer period from the late 1850s to the mid-1870s) were a true "constitutional moment" in Canada. It deserves our respect, and our attention. We need not be uncritical of those who made this moment possible. But we profit, to this day, from their practical wisdom and political talents. We should not forget that. ✦

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Provincial trade (Crowley)

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The founders gave Ottawa responsibility for the national economy because they expected provincial governments to speak for provincial interests. That's precisely what happened. Someone needed to speak for Canada. Instead the silence was deafening.

The sheer number of CFTA exceptions

is a by-product of how ill-suited the provinces and territories are to protect and strengthen the economic union. Provincial and territorial ministers naturally care more about the interests of Ontario wineries, Quebec funeral directors, Nova Scotia fur harvesters and PEI architects than about the national interest.

The CFTA is not evidence, as its authors claimed, that "Canada works."

On the contrary, it is eloquent evidence of Ottawa's unwillingness to face down the provinces when the national interest requires it. Ottawa exists for a reason; that reason is not, as one former prime minister tartly observed, to be headwaiter to the provinces. ✦

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Canada's institutions (Dutil)

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the holdout of the ignorant. But there must be a place in our governance to parry the unbalanced representation of the House of Commons. Nominations to the Senate should go to people who have experience in representing others, either federally, provincially, municipally, or in tribal councils. It should go to representatives of peoples who are systematically underrepresented in the lower house: Women, Francophones outside Quebec, Anglophones inside Quebec, Indigenous people, and minorities of all sorts. Senators should caucus provincially as they are supposed to, as well as in party formations. In addition, I would argue that Senators should be retired from the workforce, and aged 65 and over, in order to ensure a steady turnover as they must end their mandate at age 75, so no Senator should serve more than a dozen years. No one deserves a sinecure in the Senate any sooner. Let it be indeed a "Council

of Elders," as Senator Murray Sinclair has wished it.

None of this requires a constitutional amendment; I merely call on prime ministers of today and tomorrow to make nominations to the Senate that will advance the spirit of democracy.

The House of Commons has served Canadians well, even with the often results-distorting electoral system used. Our electoral system has, by virtue of its structure, shaped a political tradition that encourages a healthy competition, both federally and provincially. It has delivered a healthy alternance of governments and a civilized system to debate ideas. The Senate should be used to honour political militants and to counterbalance the sometimes distorted results of an election. The Justices of the Supreme Court should be selected in a discreet manner, without grandstanding and proclamations of a new "fairness" and a new "transparency" simply because they are a sham.

There is much opportunity to help

restore politics in our civic life. Western European countries have been able to raise participation levels by holding elections on Sundays or on holidays. Their parties are better funded to carry out educational campaigns. These ideas were not considered by the parliamentary committee in the summer of 2016 because the resolve to actually improve our democracy was not there. While there is little hope that the current government is sufficiently creative to seriously address the problems that ail our politics, the experiments of the last 18 months should be sufficient to reinvigorate the debate about how to restore democracy to something that would at least approximate the high hopes and aspirations of those who demanded representation 225 years ago. ✱

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Defence Review (Fergusson)

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One may surmise that the speech of the Foreign Affairs Minister, Chrystia Freeland the day before the release of the DPR fits this bill. But, in it, she raised significant questions about Canada's ability to rely upon the United States for defence (it seems that no one can stop themselves from taking a shot at Trump).

Yet, the DPR, naturally, commits the government to rely upon the United States for the defence of North America (Canada). Without America's contribution to the modernization/replacement of the obsolete North Warning System (NWS), along with other core elements of the North American defence relationship, the cost of a truly national, unilateral approach to the defence of Canada is far beyond the

willingness of this or any government to pay for. Can you say disconnect!

In addition, the DPR, like the 2005 Defence Policy Statement of the Martin government and the 2008 Harper Canada First Defence Strategy, boldly asserts Canada's ability to lead international operations (engage à la the DPR). Yet, the reality of Canada's ability to sustain roughly 3,000 personnel in long term operations places Canadian leadership on the strategic margins, and likely engaged in operations of little, if any, direct relevance to Canadian defence and security. Even in these operations, Canada needs to rely, as do all NATO allies, on American capabilities and support. Canada goes nowhere, or should go nowhere without American support. Slamming the United States may be good politics in Canada for this government,

but it is divorced from Canadian strategic reality.

In addition, the DPR commits the government to maintain full spectrum forces. Before then, it was general-purpose forces, followed in the 1994 Defence White Paper by multi-purpose combat capable forces. What any of these concepts truly means for all the actors is an open question. Regardless, full spectrum forces will be whatever the Forces possess at the end of day.

Moreover, Canada has not truly had full spectrum forces largely since World War II. The gradual process of specialization has occurred in an ad hoc manner, driven primarily by the relationship between the life cycle of a capability and the budget situation. It is wonderful to have the government through the DPR

identify fifty plus capital programs over the next twenty years. But, there is no explicit priority set relative to the unpredictable future, notwithstanding the naval surface combatant investment to date. Nor should there be relative to an unpredictable future.

The fighter replacement is itself indicative of the problems associated with the DPR. Before one applauds the decision to acquire 88 fighters, with an operational date of roughly 2032 (regardless of the Super Hornet question, wisely avoided in the DPR), an increase of 23 fighters from the Harper F-35 decision, the timeline from today to requests for proposals (RFP), contract and acquisition is mind boggling. After nearly twenty years of involvement

in the replacement of the CF-18 Hornet, an RFP should be out the door in months, if not weeks or days.

By the time the new fighter is acquired, the CF-18s will be roughly fifty years old, and long out of date relative to allied fighter fleets, unless the government plans to invest significant amounts of money on upgrades. Furthermore, given the reality of the fighter market, the only choice will be the F-35. In other words, the government, which painted itself into a corner, is kicking the fighter down the road to avoid embarrassment. Even more, the reality of technological change means that the CF-18 (and Super Hornet) will likely be the last manned fighter in Canada. Multi-purpose drones are

the wave of the future – and perhaps this is what is truly meant by the somewhat vague commitment to procure armed drones.

In the end, the DPR is a policy document really about the here and now, with a timeline set far in the future. It has something for everyone, but whether everyone gets something remains to be seen. In this regard, the DPR will join the previous white papers in terms of their relevance. This should be no surprise – it is Canada, you know. ✱

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Japan-India (Crowley)

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Act East policy, billions will be invested in infrastructure development linking India's northeast to Southeast Asia.

India was noticeably absent from China's Belt and Road Forum. Instead, India and Japan will be discussing joint infrastructure development with African stakeholders at an African Development Bank meeting later this month. This might be the first step in both countries' plan for developing a Pacific-Indian Ocean Corridor, as a push back against China's OBOR.

A Japan-India axis is the first step to a larger Indo-Pacific grouping of like-minded states pursuing the rule of law, freedom of the seas and liberal international trade.

Such a grouping would not necessarily displace American leadership. But it could help entice the United States into being more engaged – by showing Washington that countries in the Indo-Pacific are taking greater responsibility and shouldering the burden of maintaining the liberal world order. ✱

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Northern Ontario (Hall, Coates)

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both the government of Canada and the government of Ontario are committed to major changes – the foundation for greater economic engagement will be much stronger.

As the broader social, cultural and infrastructure issues are being addressed, there are constructive steps that can be taken to improve the relationship between Aboriginal communities, the provincial and federal governments, and the mining industry.

First, Indigenous engagement cannot be forced. Strong-arm efforts by government, like Premier Wynne's recent letter, usually backfire. Companies have learned to move in smaller and more deliberate steps.

Second, appropriate infrastructure has to be in place, or in process, to meet the needs of Indigenous communities, and the Ontario government needs to take the lead on this file, which it hasn't to date.

Third, the Province of Ontario should adopt the approach of a growing number of provinces and develop a strategy on

government resource revenue sharing that ensures that a greater percentage of northern wealth stays in the North.

Perhaps most importantly, the Ring of Fire will not proceed, in the end, without substantial, clear and significant Indigenous engagement. There is ample evidence from across Canada – from the Yukon to Labrador and even beginning in some places in Northern Ontario – that Indigenous communities can collaborate effectively and to great mutual benefit with resource companies and governments to produce a viable resource economy.

A greater awareness of what has worked elsewhere in Canada, a focus on both short- and long-term benefits to Indigenous communities, and the active cultivation of Indigenous partnerships in resource development are required to unlock the economic potential of the Ring of Fire. ✱

Heather Hall and Ken S. Coates are authors of the new MLI paper, titled Missed Opportunities, Glimmers of Hope: Aboriginal communities and mineral development in Northern Ontario. This article originally appeared in the Chronicle Journal.

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