

lished a branch to deal with international co-operation ventures.

Among the provinces, Quebec has, over the years, been involved (usually as executing agent) in by far the largest number (20-odd) of Canadian aid projects abroad, largely in *francophone* Africa and the countries of the Maghreb. That province has also provided the most significant number of technical advisers (*co-opérants*) to CIDA projects — their numbers running into the hundreds. Other provinces, however, have responded to similar requests in various ways with the active encouragement of the Federal Government.

In many cases, provincial government departments or agencies under contract with CIDA have undertaken the execution of projects and have directly staffed them. In other instances, provincial administrations have supplied consultants at the feasibility and planning stages in order to develop programs and projects already identified and agreed upon bilaterally — ie., between Canada and the recipient country. Thus provincial administrations themselves have added significantly to Canada's human-resources base in expertise and in the capacity to develop, undertake and execute aid projects and programs in the Third World. This has been specially true in education, public health and rural development, though the focus shifted in recent years towards more technical areas, such as natural-resource exploration and development, communications, hydro-electric construction and railroad-building, as well as other infrastructure projects in line with increasingly-sophisticated requirements.

Difficulties

Provincial involvement in the aid program has not been without administrative and other difficulties. But by and large, it can be argued that these have not been quantitatively or qualitatively of a different order from relations in this regard with the private sector. Special sensitivity has been required, however, to ensure that the implementation of aid projects was not affected by differing views in Canada on the role of the provinces in this field. It is beyond the scope of this article to consider this matter in any detail. (Readers who wish to pursue the question, however, might begin by looking at the article by Claude Morin, Quebec Minister of Intergovernmental Affairs, dealing with the Quebec viewpoint, which appeared in the November 1977 issue of *Jeune Afrique*, and at the March-April 1977 issue of *International Perspectives* for articles on the provinces and foreign affairs.)

Without entering into the constitutional "theology" of the matter, it is nevertheless instructive to review in greater depth Quebec's sustained efforts to establish an identifiable role within the framework of Canada's external-aid efforts. Quite apart from an evident and positive interest in aiding Third

World states, Quebec has in this way strengthened its international presence and experience.

This province's interest and involvement in aid matters also lent special impetus to the Federal Government's consideration of provincial interests in this area; and the direction given to federal actions to facilitate co-operation between the Central and provincial governments thus owes much to Quebec. Perhaps as a consequence, Canada, among the world's federal states, has the singular distinction of encouraging and facilitating the interest of its constituent entities in this way. CIDA has received the benefits of active co-operation, including access to provincial departments and agencies for special expertise in areas not under federal jurisdiction, such as education, and has been able to integrate and maximize the development impact of provincial contributions.

Human resources

Provincial contributions have, in the main, been in the realm of human resources. For example, over the years hundreds of provincial public servants have been made available for special studies, consultant work and roles in project execution. Quebec has supplied several hundred teachers and technical-assistance *co-opérants* for service abroad, normally in developing *francophone* states. Provincial governments have responded positively to such requests where this has been possible, recognizing, in part, the staff-development value inherent in such functions, as distinct from the important service provided in support of Canada's external-aid efforts. These services cannot readily have a dollar value assigned to them.

Other provincial governments, notably those of the four Western provinces, have provided funds to non-governmental organizations, including church groups, charitable institutions and voluntary bodies, to an approximate total in 1978 of some \$6 million. Late in April, Quebec announced a special grant of \$100,000 to the Office of the UN High Commissioner for Refugees to finance health and educational aid projects in Angola, Burundi and Zaire. The Atlantic Provinces have co-operated with CIDA in such ventures as an international small-farms conference and the training of fishermen from Belize and elsewhere. The provinces have co-operated in making universities and technical-training facilities available to Third World students and trainees. Ontario has on a number of occasions responded to requests for emergency food relief, and all provinces have participated over the past four years in the federal-provincial Voluntary Agricultural Development Aid Program. For 1979-80, VADA ventures are to receive \$1 million in federal funds, largely for the transport of goods and services donated by provincial governments. Proposals are under consideration to increase the scope and funding of this mechanism, which also provides a useful forum