

unity, the themes could be ranked beginning with (i) Social Justice, (ii) Quality of Life, (iii) Sovereignty and Independence.

OR

—In order to meet growing environmental problems the emphasis could be (i) Harmonious Natural Environment; (ii) Quality of Life; (iii) Social Justice.

OR

—In order to deal with economic crises the policy emphasis could be: (i) Economic Growth; (ii) Social Justice.

After considering these and other alternatives, and having in mind its determination to emphasize what Canada can do best in order to promote its objectives abroad, the Government is of the view that the foreign policy pattern for the seventies should be based on a ranking of the six policy themes which gives highest priorities to Economic Growth, Social Justice and Quality of Life policies. In making this decision, the Government is fully aware that giving this kind of emphasis to those themes of policy does not mean that other policies and activities would, or indeed could, be neglected. Policies related to other themes (Peace and Security, Sovereignty and Independence) would merely be placed in a new pattern of emphasis. Emphasis on sovereignty and independence, in any event, primarily depends on the extent to which they are challenged or have to be used at any given time to safeguard national interests. Peace and Security depend mainly on external developments. On the other hand, the survival of Canada as a nation is being challenged internally by divisive forces. This underlines further the need for new emphasis on policies, domestic and external, that promote economic growth, social justice and an enhanced quality of life for all Canadians.

Inevitably, sudden developments, unanticipated and perhaps irrational, could require the Government to make urgent and radical readjustments of its policy positions and priorities, at least as long as the emergency might last. Flexibility is essential but so too is a sense of direction and purpose, so that Canada's foreign policy is not over-reactive but is oriented positively in the direction of national aims. This is one of the main conclusions of the policy review.

Emerging Policy

While the review was going on, while the conceptual framework was taking shape, the Government has been taking decisions and initiating action which reflect a changing emphasis of policy and Canada's changing outlook on the world: