

ties in this field and, indeed, for significant numbers of Canadians to gain from personal exposure to developing countries and their citizens. At the same time, bilateral programmes permit the Government to maintain some detailed scrutiny of the effectiveness of aid expenditures. This scrutiny, while it should not impinge upon the rights and prerogatives of the partner-government, serves a legitimate and essential interest of the Canadian Government and its taxpayers. (Further discussion of performance and evaluation will be found in the final section of this report entitled "The Aid Relationship".)

62. A final point to be noted is that new channels of development assistance are emerging and appear very promising. The "consortium approach", for example, encourages the most effective utilization of the resources of a number of donors and the fullest coordination and consultation by the government of the developing country involved. In some cases, it has also been possible for Canada to offer assistance in the framework of schemes for regional economic integration among developing countries. Very often, these schemes offer the best long-term hope for progress and eventual economic viability in the developing world. Canadian support should be maintained and expanded wherever possible.

iii) The Content—

63. As in the matter of geographical distribution, the Policy Paper opts for a strategy of concentration in the selection of fields of aid activity. The Government states its intention "to specialize in assisting particular sectors . . . in which Canada has special competence." (p. 18-19) Canadian competence, of course, has always conditioned the types of request received for Canadian aid as well as the response given. It has been pointed out to the Subcommittee that the liberalization of procurement provisions on Canadian aid will be likely to broaden the range of activities involved, increasing the flexibility of the programme and the speed with which allocations can be disbursed.

64. While a measure of functional specialization is natural and desirable, the policy of concentration by field cannot be applied without some flexibility. As Mr. Gordon Goundrey of the Commonwealth Secretariat in London pointed out to the Subcommittee, certain recipient countries might (for various reasons) particularly want Canadian participation in fields where Canada's competence is not pre-eminent. The Subcommittee assumes that Canada will, therefore, be prepared to respond to requests in fields in which Canadian capabilities are modest, not only in those in which Canada is "best in the world."

65. Before proceeding to a discussion of its specific aspects, the Subcommittee must stress one general guideline regarding the "content" of the Canadian assistance programme. One of the main results of the

global re-assessment of development needs is the realization that the developing countries are confronted with a severe (and worsening) "employment crisis". Present unemployment statistics in many countries are intolerable, and a projected trend reveals appalling social and economic prospects. For this reason, the international development community has finally recognized as a major priority in itself "the importance of creating as many productive jobs as possible, rather than concentrating on more abstract figures of growth rates" (to use Mr. Strong's words). This priority, in the Subcommittee's view, must underlie and to some extent condition all other decisions as to fields of aid activity.

66. As the policy paper states, Canada has, in the past, placed "considerable emphasis on the provision of technical assistance to the developing countries as a means of transferring knowledge and expertise." The overall technical assistance programme, it is noted, includes the provision of Canadian advisors, teachers and expert consultants to developing countries, and brings students from those countries to Canada for enrolment in Canadian educational institutions.

67. Much of the Subcommittee's testimony has related to questions of technical assistance. On the whole, the Subcommittee has been impressed by the changing requirements of the developing countries and the need for Canadian programmes to keep pace.

68. Many of the developing countries have made great strides in developing their own human resources, and now have the capability to fill internally a great many manpower categories where foreign personnel were formerly required. The scope for foreign generalists and line teachers seems to be rapidly diminishing. With the increasing importance of highly-specialized experts, consultants and teacher-trainers, it is quite apparent that the whole technical assistance relationship is being transformed. Young "volunteers" will be less common and more experienced senior technical specialists will be more in demand. (A general trend away from all operational personnel toward more advisers is already in evidence.) It seems highly important that these changing conditions be recognized and that aid agencies be able to attract and utilize the best-qualified talent available in Canada to fill technical aid requests. This is likely to involve some re-thinking on matters such as remuneration, but also (and probably most importantly) on the flexibility of employment terms and conditions.

69. In some countries, of course, more junior personnel (particularly those with specialized training) will