

used. But it is important to use them sparingly, since excessive use can give an impression of pettiness and prevent the kind of dealings which should go on between governments in their own interests.

The act of entering into relations with a new regime is also an indication of what exactly is meant by continuing relations. When the decision is taken by the Canadian Government to continue relations with a new government of a state where there has been a violent change of regime, this is sometimes done by finding some very routine matter and writing a note to the new incumbents. It may be no more than a simple acknowledgement of a circular note from the foreign ministry informing, for instance, that the foreign ministry would be closed on such a date for some local holiday. No fulsome expression about continuing relations is involved -- only an indication that "we wish to continue to conduct official business with your country".

It is sometimes not appreciated that the alternative to not recognizing a regime is to pack up and leave. The interests-section approach may not always be accepted and, as I have said, it has many disadvantages.

It is my belief also that, through contact and dialogue, one is first of all in a better position to know what is really going on in a country and, secondly, one can sometimes have an influence on events. Sharp reactions often provoke obduracy rather than a desired result. Dialogue, although often a long, painful process, is, in my view, a more effective method of persuasion.

There is also the rather special case of a newly-emerged state. When a former colony achieves independence through negotiation with its former masters, there is no particular problem. It is when there is violence in the relationship and no clear-cut break that factors must be weighed. In such situations, Canada applies the basic legal test of control over territory: has, in fact, a new state emerged, with reasonable assurance of permanence? Is it in a position to assume international obligations? In a civil war or colonial war situation, the answers to these questions must be clear or one may find oneself having recognized a state which subsequently disappears.

There are currently three situations where there are rival claims of jurisdiction. In South Viet-Nam, in Cambodia and in Guinea Bissau or Portuguese Guinea. The latter case is perhaps the one over which there is most controversy, since it is a colonial situation. Canada's views on Portugal's African territories are