

country took steps to ensure that its delegations to the meetings of the organizations pursued co-ordinated and mutually consistent policies. Such co-ordination on the national level is all the more necessary as the activities of the United Nations and its Agencies cover practically every aspect of the modern state's preoccupations and therefore involve, directly or indirectly, almost every department of national governments.

The essence of the Canadian system of government is the responsibility of the Cabinet to Parliament — and through Parliament to the Canadian people — for the policies of the Government on all national and international issues. Thus a study of the machinery for formulating, implementing and co-ordinating Canadian policy on United Nations matters, or indeed on any subject, must begin by emphasizing the paramount importance of the Canadian Cabinet. It is the chief instrument of co-ordination because it bears the ultimate responsibility for co-ordination. This is not to say that Cabinet alone can propose policy, or that Cabinet unaided must co-ordinate policy. Broad responsibility for proposing, interpreting, implementing, and co-ordinating policy, through procedures which are described in detail in the following paragraphs, is vested in the different government departments. The task of Cabinet is facilitated to the extent that consultation takes place and agreement is reached between interested departments before a submission to Cabinet is made. Cabinet's final responsibility, however, cannot be delegated.

As the department of the Canadian Government entrusted with the conduct of foreign policy, the Department of External Affairs has general responsibility for Canadian relations with United Nations organizations. It exercises this responsibility in close co-operation with the other departments of the Canadian Government, the specialized functions and interests of which extend into the international field.

Allocation of Responsibility Among Departments

In respect of the recommendations of the United Nations on economic and social matters, the Department of External Affairs performs the following general functions:

- (a) it keeps the Government informed of major developments in the United Nations and the Specialized Agencies in order to enable it to assess the situation and determine the necessary action;
- (b) it formulates, either singly or with other departments, recom-

mendations on policy for consideration by the Government;

- (c) it makes recommendations, either singly or with other departments, to the Government for Canadian representation at international conferences and for the briefing of Canadian delegations;
- (d) it consults with the foreign ministries of other governments and with the Secretary-General on United Nations matters, through Canadian missions abroad and through the Canadian Permanent Delegations to the United Nations in New York and Geneva;
- (e) it provides general guidance and political advice to other departments and government agencies having special interest in specific aspects of the work of the United Nations, and acts as an agency co-ordinating their activities.

The Department of External Affairs has primary responsibility for advising the Government on international political questions and on the international political aspects of other questions discussed at meetings of United Nations bodies. It also deals in the first instance with a number of other questions which are not the direct concern of other departments, in particular constitutional and legal questions pertaining to United Nations bodies. The Department of External Affairs is also entrusted with making recommendations to the Government concerning Canadian relations with the United Nations Educational, Scientific and Cultural Organization. There is no department in the Canadian Government responsible for educational questions: provincial governments have sole jurisdiction in this field.

The Department of External Affairs usually assumes primary responsibility for consultation with other government departments, for the preparation of recommendations on policy, and for the subsequent interpretation and presentation of policy at international meetings. However, on matters of a technical or highly specialized nature falling directly within the jurisdiction of other departments, this responsibility may be shared with, or vested in, the interested departments. For example, the Minister of Finance, as Canadian member of the Boards of Governors of the International Bank and of the International Monetary Fund, is responsible for Canadian policies in these Agencies. The special interests of other departments or agencies of the Canadian Government are reflected by their participation in the formulation and presentation of Canadian policies in respect to the following United Nations bodies: