

It was Canada that first proposed the establishment of the Commonwealth Scholarship and Fellowship Program, urged that women be equally represented among scholarship recipients, promoted the idea of an annual Commonwealth Day, and suggested that the Commonwealth Games be complemented with a parallel arts festival that was first held in Edmonton, a western Canadian city, in 1978.

The CHOGM: A Forum for Quiet Diplomacy

A key Canadian initiative was the introduction of a new style and format for Heads of Government Meetings that emphasizes the informal discussion and collegial decision-making that have been so important to the success of Common-

Prime Minister Brian Mulroney at the 1985 CHOGM in Nassau: "Nations acting together can always do much more than nations acting apart."

wealth summits. Participants gather in a relaxed, private atmosphere conducive to a forthright exchange of ideas. Much of the discussion takes place in executive sessions that are generally restricted to three delegates from each country, while difficult issues are left for a "retreat" away from the conference table in which only the Heads of Government themselves participate.

The Honest Broker

The structure of Heads of Government Meetings often enables Canada to pursue a role of "honest broker" between developing and developed nations — a function that is strongly reinforced by simultaneous membership in the Commonwealth, la Francophonie, and the Group of Seven. Canada has been a constant partner in Commonwealth efforts to promote "North-South" dialogue on issues affecting international economic development. The importance of Canada's diplo-

matic role was made clear at the 1986 "mini-CHOGM" in London, when Commonwealth leaders decided to take measures against the racist *apartheid* regime in South Africa and designated Prime Minister Mulroney to transmit their views to U.S. President Ronald Reagan and Japanese Prime Minister Yasuhiro Nakasone.

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Canada was able to build on its Commonwealth contacts in the developing world to encourage reform of the United Nations Educational, Scientific and Cultural Organization (UNESCO). Many developing nations had interpreted the United States' withdrawal from UNESCO as an attempt by Western countries to weaken an organization that had been a champion of Third World causes. Working behind the scenes, Canada was able to focus the debate on the need for UNESCO to control its spending and reflect the interests of all its members.

Canada and Apartheid: Commitment to Human Rights

Canada has long been one of the Commonwealth's most vigorous critics of the *apartheid* regime in South Africa. Former Prime Minister John Diefenbaker's staunch opposition to *apartheid* was a factor in South Africa's withdrawal from the Commonwealth in 1961. At the 1985 CHOGM in Nassau, Mr. Mulroney called upon other Heads of Government to

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Despite sharp differences at the beginning of the summit on the best way of ending *apartheid*, Commonwealth leaders agreed at the end. The Nassau Accord called for sanctions against South Africa and a suspension of violence on all sides. It also established a Group of Eminent Persons that included the former Anglican Primate of Canada, Abp. Edward Scott, to seek ways of dismantling *apartheid* and establishing a truly democratic government in its place. The group held numerous meetings with the South African government and with other leaders.

The group terminated their work following a series of raids by South Africa on some of its neighbouring states. This act had caused the group to question the South African government's sincerity and hence the usefulness of further discussions. In August 1986, Mr. Mulroney met leaders from Australia, the Bahamas, Britain, India, Zambia, and Zimbabwe at the Commonwealth Heads of Government Review Meeting in London. Most of the leaders present agreed on a series of measures against South Africa. These included bans on air links, new investment, new bank loans, tourism promotion, and the import of uranium, coal, iron, steel, and agricultural products.

Economic Co-operation in an Age of Interdependence

While *apartheid* will be an important topic of discussion at the Vancouver summit, participants are also expected to focus on the crushing debt loads facing

