

*The Address—Mr. Goyer*

comply with the wishes expressed by the provinces as to treaties, the substance of which comes under their legislative jurisdiction.

Consultation may assume various forms. It may take the form of direct discussions between federal and provincial authorities; such discussions may begin before or during the negotiations on a proposed treaty, should questions related to the implementation of such a treaty require a federal-provincial co-operation.

On the other hand, various measures, such as master agreements, were already taken or will be later on by the federal government, to bring into force at the international level, agreements concerning provinces.

A number of international organizations, whose activities relate to questions that come partially under provincial jurisdiction, were established, especially after the war. All those organizations share a common basic objective, namely the drafting of international agreements, when general conferences are held. It is thus important that there should be close consultations with the provinces, in order to facilitate the ratification and implementation by Canada of the said conventions. Therefore, federal authorities have often consulted provincial authorities in the past few years, as to the contents of such agreements and the possibility of implementing them.

One of the most convenient means to implement this co-operation policy is to strengthen the provincial participation within the delegations sent by Canada to international conferences, in the activities of which the provinces show a special interest. This is what we have done for instance in the case of U.N.E.S.C.O., where provincial ministers of Education have been invited to participate in general conferences. Moreover, in the past provincial officials have been included in Canadian delegations. Such a system is perfectly adequate for the promotion of provincial interests, provided, of course, that we want to make use of it. This implies that the provinces in foreign countries make no desperate attempt to dissociate themselves from Canadian representatives. As if it were shameful to be a Canadian. As if it were ineffective to put forward, in one package, the interests of all.

Foreign aid is an integral part of the Canadian foreign policy and the federal authority is responsible for their co-ordination. On the other hand, considering the fields

where Canadian foreign aid is concentrated, it is obvious that the efficiency of the programs depends mostly on the co-operation of the provinces. This is true, of course, of the federal programs but even more of the provincial ones.

Thanks to an extensive network of consultations between federal and provincial authorities, the provinces have been able to contribute generously to the Canadian effort towards foreign aid both by recruiting teaching personnel and counsellors to serve abroad and by offering educational facilities and training in Canada.

In addition to their participation in federal programs, some provinces set up their own programs to assist developing countries. The federal government welcomes such provincial contributions. The only aim, in this regard, of the federal government is to see that the Canadian contribution is maintained and consistently developed as a whole, without breaking up the Canadian sovereignty abroad. Therefore, it is necessary to work together so that Canadian co-operation constitutes a whole that must be co-ordinated by the Canadian government, and in which the provincial contribution gets also the credit it deserves.

This formula, this process of consultation has the following merits: they are compatible with a viable federalism, they ensure the existence of a proper dialogue between Canada and the provinces in the fields of concern to them, in order to define a Canadian policy and to open the door to a provincial presence and action abroad, within a Canadian presence. This is a policy that is both constructive and consistent with the Canadian context. That is the policy of the federal government.

The constitution, and the very flexible way in which it is applied, guarantees the provinces representation, through and with the central government, in the field of external affairs. The system we have just outlined doubtless needs to be improved and developed. However, such improvements must be defined in Canada and by Canadians. Those matters are too complex and too important to us to be fought over abroad.

We are willing to talk with those who hold divergent opinions. We do not doubt their good faith. But that dialogue must take place in Canada, in a rational way, by means of agreements between governments, and constitutional discussions. We must find solutions that respect not only the rules of international law and modern day realities, but above all