



Bulletin

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INTEGRATION OF SUPPORT SERVICES FOR FOREIGN OPERATIONS

The Secretary of State for External Affairs, Mr. Mitchell Sharp, announced on January 19, that effective April 1, responsibility for the provision of support services for most departments and agencies at all diplomatic and consular posts and in most Federal Government offices abroad would be assumed by the Department of External Affairs. This decision was forecast in the recent foreign policy review *Foreign Policy for Canadians* as a means of providing support services for foreign operations in the most effective way.

Such services include financial and personnel administration; the management of properties, supplies, equipment and *matériel*; travel arrangements, and the provision of clerical, stenographic and certain translation services. The staff of the integrated support-services system will include about 2,100 employees of the Department of External Affairs and some 1,000 employees of other departments and agencies who will be transferred on April 1 to the Department of External Affairs, together with budgetary resources totalling nearly \$10 million previously allocated for this purpose by the other

departments and agencies. Staff of the Department of Industry, Trade and Commerce, Manpower and Immigration, National Defence and National Health and Welfare are involved in the change.

The integration does not involve all the employees of the Canadian Government engaged in a supporting role in foreign operations. For example, the inclusion of persons employed in support of operational military formations is not considered practicable. In addition, the support services of agency corporations such as Atomic Energy of Canada Ltd. and proprietary corporations (Air Canada, the Canadian Broadcasting Corporation, and Polymer) have not been included.

Integration is under the supervision of the Interdepartmental Committee on External Relations (ICER), a committee of deputy ministers.

ORGANIZING FOR THE SEVENTIES

The following relevant extract is from *Foreign Policy for Canadians*, which was published on June 25, 1970:

"To meet the challenges of coming decades, to be equipped to take advantage of new opportunities, to keep abreast of the rapid evolution of events, the Government needs a strong and flexible organization for carrying out its reshaped foreign policy. The pace of change renders more complex and urgent the problems of planning and implementing a coherent policy aligned with national aims. New staffing structures and modern management techniques are called for.

"The Government has decided that there should be maximum integration in its foreign operations that will effectively contribute to the achievement of national objectives. An integrated management system cannot be established immediately or easily. Each theoretical step leading towards the goal of integration must be evaluated, tested and transformed into practical reality without impairing the quality

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of service available to the Government and the Canadian people from established foreign operations. The new system must be developed harmoniously and, above all, keep its capacity for adapting to an evolving international situation.

"As an important first step in the development of an integrated system, the Government has established a new Committee on External Relations at deputy minister level. This committee will have the responsibility for guiding the process of integration during its initial phases and for advising the Government on such matters as the formulation of broad policy on foreign operations, the harmonization of departmental planning with the Government's external interests, the conduct of foreign operations, the allocation of resources for those operations.

"At the same time the Government has established, as a sub-committee of the Committee on External Relations, a Personnel Management Committee. It will be charged with the responsibility for advising generally on the staffing of posts abroad and in particular for developing, to the greatest degree possible, co-ordinated and common policies of the recruitment of foreign service personnel, career development classification and evaluation standards. The Personnel Management Committee will also concern itself with the formulation of programs of rotation and secondment between the foreign service, on the one hand, and government departments, the business world, the academic community, on the other. Such a program will ensure that foreign service officers will be familiar and sympathetic with the viewpoints, concerns and interests of all government departments and private organizations operating abroad.

"A task force will report as soon as possible to the Committee on External Relations on the means necessary to integrate all the support services of the Government's foreign operations. As plans are developed they will be tested and put into effect, thereby enabling the Government to provide administrative support for foreign operations in a modern and realistic way.

"Finally, the Government has decided that heads of post abroad must be given clear authority over all operations at the post in accordance with approved operational plans; and that the head of post must represent and be accountable for all departments' interests in his area of jurisdiction. This implies, as regards the selection of heads of post, increasing emphasis in future on managerial capabilities and knowledge of the full range of government activities abroad.

"The Government's view is that, if its foreign policy is to be carried out effectively, the organization for doing so must be closely-knit, fully qualified and responsive to the changing demands that inevitably will be made on it. The steps taken towards the goal of integration will be systematically reviewed to ensure that they do continue to fulfil the merging needs of the future."

CANADA COUNCIL ARTS GRANTS

Among the recipients of a series of grants made in recent months by the Canada Council are the Festival Singers of Canada, who have received \$55,000 for the 1970-71 season and \$15,000 for a tour that will take them to Alberta and British Columbia late in March to present a number of concerts and organize choral workshops.

The National Youth Orchestra received \$35,000 for the 1971 summer session, and the Institut International de Musique du Canada, Montreal, \$32,000, for the 1971 International Music Competition to be held in Montreal, from May 29 to June 15. The Regina Symphony Orchestra received \$10,000, the Saskatoon Symphony \$10,000, and the Victoria Symphony \$22,000. The Toronto Symphony Orchestra was awarded \$5,000 to appoint Mr. Harry Freedman composer-in-residence during 1970-71.

Grants for chamber music are: \$25,000 to the Orford String Quartet and \$22,000 to the McGill Chamber Orchestra for their 1970-71 seasons; \$21,000 to the University of New Brunswick for the establishment of a string quartet in residence; \$8,000 to Lakehead University, Thunder Bay, Ontario, to engage a woodwind quarter as part of the Lakehead music program; \$5,000 to the University of Saskatchewan, Saskatoon, to appoint a violist as musician-in-residence; and \$10,000 to the St. Lawrence Centre, Toronto, for a three-week festival of chamber music to be held in April.

THEATRE

For the 1970-71 season Toronto Workshop Productions received \$55,000; the Centaur Theatre Company, Montreal, \$45,000; the Théâtre populaire du Québec, \$30,000; the Théâtre de Quat'Sous, Montreal, \$25,000; the Toronto Dance Theatre, \$15,000; the Young People's Theatre Toronto, \$10,000; and the Contemporary Dancers, Winnipeg, \$6,000. The National Arts Centre, Ottawa, was awarded \$50,000 for a season of theatre in its Studio in French and English.

A grant of \$13,500 went to the Theatre New Brunswick, Fredericton to enable Mr. Walter Learning to continue to develop theatre and audience, and the Arts and Culture Centre, St. John's, Newfoundland, received \$5,000 for the Grands Ballets Canadiens to visit Newfoundland in March for performances in St. John's, Cornerbrook and Grand Falls.

The Centre d'Essai des Auteurs Dramatique, Montreal, received \$13,955 for its 1970-71 activities, and Playwright's Workshop, also of Montreal, \$3,900. Both groups provide a number of services for their playwright members, including workshops, conferences, public readings and distribution of scripts. The Centre d'Essai also publishes plays in its periodical *Répertoire Québécois*.



CHURCHILL FALLS

Since 1967, Churchill Falls (Labrador) Corporation Limited has been working at the site of the 5,225,000-kilowatt Churchill Falls power-station in Labrador — the largest civil project under construction in the western hemisphere.

This giant power-plant is destined to replace the Gordon M. Shrum station of British Columbia Hydro as the largest underground station in the world. In 1972, it will begin generating power from its location 16 miles downstream from the Churchill Falls on the Churchill River (not to be confused with the better-known river of the same name in Manitoba), more than 700 miles northeast of Montreal. When it is completed in 1976, it will contain 11 units of 475,000 kilowatts each operating under a rated net head of 1,025 feet.

Harnessing of the great power potential of the Churchill River, which is the main stream draining the saucer-shaped Labrador plateau, has been a cherished dream of power-developers for many years. Before the dream could become a reality, however, the Quebec North Shore & Labrador Railway, providing access to within 113 miles of Churchill Falls, had to be built, remarkable progress had to occur in extra-high-voltage transmission technology, and Eastern Canada's need for power had to increase enormously.



Underground power-house

Nearly all the power generated by Churchill Falls will be bought by Hydro-Quebec under a 65-year contract.

The Churchill Falls power-house will utilize a drop of more than 1,000 feet that occurs in a 20-mile stretch of the Churchill River in the vicinity of the falls. This drop includes 215 feet in rapids above the falls, the 245-foot cataract itself, and 580 feet in rapids below the falls. Some 40 miles of earth and rockfill dykes and six concrete control structures, including two spillways, will create reservoirs with usable storage of 1,100 billion cubic feet and a combined surface area of over 2,500 square miles, and will lead the water through a new channel to the power-house intake. At the intake, a control structure 670 feet long, the water will enter 11 penstocks and drop more than 1,000 feet to the power-house and its turbines. It will be discharged from the turbines into a combination manifold-surge chamber, and then return to the river through two 5,500-foot tailrace tunnels, each 45 feet wide and 60 feet high.



The lobster control structure, kingpin of the Churchill Falls hydro-electric power development's huge reservoir system, central Labrador, is one of six concrete structures that will regulate and control the flow of water to the 7-million horsepower underground power-house.

TOWARD A CLEANER WORLD

The conflict between the protection of Canada's environment and high economic growth-rates can be resolved, though not without considerable effort, according to Mr. James W. MacNeill, Director of the Policy Research and Co-ordination Branch of Canada's newly-created Department of the Environment, in an address to the international conference on the improvement of environmental quality, convened recently in Washington by the Atlantic Council of the United States. The chairman of the Council is Mr. Livingston T. Merchant, long-time U.S. Ambassador to Canada.

Mr. MacNeill said that municipalities and industries responsible for producing a given waste should be made to pay for rendering it harmless. They "must accept pollution-abatement as a cost of development and industries must accept it as a cost of production," he declared.

In outlining anti-pollution legislation enacted recently in Canada, Mr. MacNeill said that the market and the incentive system had failed to deal with waste residuals. He foresaw a gradual shift in the burden of proof that a new product or project was or was not harmful to the environment. Public and private enterprises would have to show in advance that a proposed product or activity would be acceptable. He drew an analogy with present controls of foods and drugs.

Referring to the necessity of Canada-U.S. collaboration in pollution abatement, Mr. MacNeill said that an "underlying assumption of Canadian environmental strategists is that the United States will meet its obligations for both boundary air and water quality".

CYPRUS TROOPS ROTATED

The 1st Battalion, Princess Patricia's Canadian Light Infantry, based in Calgary, Alberta, will replace the 3rd Battalion PPCLI in Cyprus in March. The troop rotation follows a recent announcement that the mandate for United Nations forces in Cyprus had been extended to June 15.

A total of 490 soldiers from Canadian Forces Base Calgary will fly to Cyprus aboard Yukon aircraft in March. Returning to Canadian Forces Base Esquimalt, British Columbia, will be members of the 3rd Battalion.

In March of last year, the Canadian contingent took over peacekeeping operations in and around the capital of Cyprus, Nicosia. Before this redeployment, they had been responsible for the Kyrenia district, an area of 550 square miles between Nicosia and the northwest coast of Cyprus.

Canadian troops have been in Cyprus since the UN contingent first went to the historic island in 1964, and have been rotated twice yearly since then.

ECONOMIC ANALYSIS OF ST. LAWRENCE SEAWAY

The report of an extensive study by a firm of consultants of the economic and financial aspects of the St. Lawrence Seaway Authority was tabled in the House of Commons recently by the Minister of Transport, Mr. Don C. Jamieson.

Volume I of this two-volume report, presenting a general analysis and conclusions, was submitted to the Government late in 1970 and is now available to the public in both English and French. Volume II, containing supporting detail, is expected to be completed in the near future.

The report envisages both an interim and a long-term approach to the Seaway's problems. Interim proposals include: (1) the removal of the Authority's liability to repay capital debt, with the retention of the obligation to pay interest on the investment; (2) the reduction of present capital loans to more appropriate levels; and (3) a 5 percent-a-year increase in tolls over five years on a unilateral basis.

The long-term approach involves the further development of certain basic principles of public investment in transportation set forth in the report, and looks toward the eventual rationalization of the recoverability aspect of investment in all transportation modes, including the Seaway. The achievement of this long-term objective would form part of the on-going study by the Ministry of Transport, which should contribute to the solution of the Seaway's problems.

RELATIVE CONTRIBUTIONS AND BENEFITS.

The consultants' study also examines the sharing of benefits and financial contributions by Canada and the United States on the St. Lawrence-Great Lakes waterway, and makes it clear that Canada bears a considerably larger burden of the costs than the U.S., though both countries share about equally in the benefits. According to the report, Canada provides about two-thirds of the total public investment in canals, locks and connecting channels. "On the lakes and rivers above Lake Erie," it states, "the United States provides most of the investment, but its use of those facilities is also quite predominant. On the waterway below Lake Erie, the United States provides about 11 per cent of the investment but has

a traffic usage of about 50 per cent on the Seaway and 33 per cent from Montreal downriver to the Atlantic. In annual expenditures, Canada provides an even larger share than it has in long-term total investments. On the Seaway alone, under conditions existing in 1969, though traffic was about evenly divided between the two countries, Canada carried about five-sixths of the investment costs and about six-sevenths of the deficits."

In the exchange of notes in 1967 that confirmed the agreement between Canada and the United States on the level and sharing of tolls on the St. Lawrence Seaway, it was agreed that the sufficiency and division of these tolls could, at the request of either, be subject to review at the end of the 1970 navigation season. In 1969, the St. Lawrence Seaway Authority asked the Ottawa firm of D. Wm. Carr and Associates to prepare a report on the outlook and potential for Seaway traffic and to assess the economic implications of tolls and possible changes in the level of tolls. Subsequently, Dr. Carr was asked to expand the project to include an appraisal of the Seaway financial structure, a comparison of Canada-United States use and expenditures on the waterway and an analysis of the competitive outlook for the Seaway.

FINDING FAVOURS SEAWAY

Volume I of the report concludes that the Seaway is an economically-viable transportation mode that should continue to enjoy traffic growth, though not, perhaps, at the rate that has characterized the first 12 years of its operation, during which cargo tonnage increased from 20 million tons in 1959 to a record 51 million in 1970. According to the report, "there is evidence of substantial savings in the costs of transportation (direct benefits) and major indirect benefits as a result of the public investments made in the St. Lawrence Seaway". The report goes on to say, on the question of responsiveness of traffic to tolls, that "most of the major commodity groups in Seaway traffic would not be significantly influenced in the long run by a moderate change in tolls and lockage fees".

CANADIAN EQUESTRIANS AT PAN-AM GAMES

Canada's equestrian team has received a financial boost from the Federal Government with the offer to help pay some of the transportation costs of sending the team to the Pan-American Games next August.

Despite repeated international successes by the jumping and dressage teams in recent years, the equestrians have been the only body that has not

received total assistance from the Fitness and Amateur Sports Directorate in Ottawa while attending Olympic and Pan-American Games.

Official policy has been to finance the riders only, not their mounts.

EXPENSIVE BAGGAGE

"We now look at horse and rider as an entity," said Lou Lefaive, director of the sports administration centre. "In the past, we regarded the horses as

baggage — and very expensive baggage at that. There has been a complete re-evaluation in our thinking now, and we have recommended that the Government pick up a major portion of the costs of shipping horses and equipment to South America for the Games in August."

The equestrians have long argued that the horse is not merely a piece of excess baggage but an integral part of the sport. While a skillful rider puts up 50 per cent of the battle, it is the athletic ability of a well-trained and disciplined horse that gets the pair over the fences — and wins the medals.

"There was no possible way we could have raised the money to attend the Pan-American Games next summer on our own," Denny Whitaker, chairman of the team, said. "The transportation tab alone was estimated at \$60,000."

In the last Pan-Am Games, Jim Day won for Canada the individual gold medal and the team won the bronze.

ONTARIO'S 100 PROVINCIAL PARKS

Ontario's 100 provincial parks total more than 13,000 square miles, an area equal to the combined size of the States of Connecticut and Massachusetts or almost equal to the area of the Netherlands.

In 1969, 1.5 million campers enjoyed the 18,000 camp-sites available in these parks, and Ontario has been a leader in accommodating the rapidly-growing ranks of outdoor vacationers.

In addition to the government-operated facilities, there are hundreds of privately-owned camping-grounds and trailer-sites throughout Ontario.

Ontario has an area of 412,500 square miles, 4.58 per cent of which is in national and provincial parks. This compares favourably with the other provinces of Canada, the percentages for which are: British Columbia, 3.27; Alberta, 9.15; Saskatchewan, 1.36; Manitoba, 1.77; Quebec, 9.35; New Brunswick, .57; Nova Scotia, 2.59; Prince Edward Island, .42; Newfoundland, 2.01; Yukon, .0024; Northwest Territories, .29.

The most famous of the Ontario parks is Algonquin, 2,910 square miles in area and only 140 miles north of Toronto. A network of rivers and lakes makes this park a fisherman's paradise, besides providing it with excellent canoe-routes. Camp-grounds are spread throughout the park, each on a separate lake and with trailer space available.

Besides its recreational use, Algonquin also makes a major contribution to the economy of Ontario through logging operations carried out under the multiple-use policy of the Ontario government, which

supply the wood raw material so vital to today's society.

LARGEST PARK

The biggest of all the parks is the 7,000-square-mile Polar Bear Park, extending along the western shores of Hudson and James Bays, about 250 miles north of Moosonee. It was established in 1968 as Ontario's first "primitive" park to preserve its natural state.

Polar Bear supports a large variety of wildlife, such as the polar bear after which it is named, black bear, caribou and moose. It is also the nesting site of hundreds of thousands of ducks and geese.

None of the facilities usually associated with Ontario's provincial parks will be developed in Polar Bear. Access is by aircraft, though the park can be reached by freighter canoe, with Indian guides from some points on Hudson and James Bays.

Though most of Ontario's parks have an area exceeding 200 acres, each has its peculiar appeal, facilities and dimensions.

CAMPING AND PICNICKING

Lake Superior Provincial Park stretches along the east shore of the world's largest lake. Its 526 square miles are a network of camping-sites and picnic areas set in hilly, wooded country.

It is one of the finest game areas in the province, and moose, deer, bear and beaver are common sights. During the spring run, there is excellent rainbow-trout fishing at the mouths of rivers and streams flowing into Lake Superior.

In the northwestern part of the province, Quetico Provincial Park's 1,750 square miles contain superb canoe country on a historic waterway along which *voyageurs*, explorers and missionaries paddled to the west.

PARK FACILITIES

Nearly all Ontario camp-sites have swimming areas, many of them supervised, and all bathing waters are tested regularly for cleanliness. Some sites offer fishing and all are set in fine scenery, usually in wooded areas for privacy and cool surroundings. Boating, nature hikes and many other outdoor activities are available. All camp-sites have some form of supervised sanitary arrangements, and a great many provide covered cooking and dining pavilions, as well as free wood.

In addition to the provincial parks, the Ontario government maintains other recreational areas, notably the St. Lawrence Park's Commission's 6,000-acre, 170-mile chain of parks, camping and trailer sites extending along the St. Lawrence River from Quebec to the Bay of Quinte on Lake Ontario.