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CANADIAN GOVERNMENTAL INSTRUMENTS

FOR CONDUCTING RELATIONS WITH THE UNITED STATES

43-5-181

Dept. of External Affairs
Min. des Affaires extérieures
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Department of External Affairs,
OTTAWA, October 9, 1969.

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1. INTRODUCTION

The nature and climate of Canada's relations with the United States, the policies that guide the conduct of these relations and the objectives to be pursued are matters that are the subject of consideration by Parliament and decisions by Government. This paper describes the instruments used to forward the Government's expressed intentions.

Sharing as they do the continent north of the Rio Grande, the Governments of Canada and the United States have necessarily developed a whole complex of mechanisms to deal with the many aspects of their relationship. A sketch in chart form of the main lines of consultation is attached as Appendix "D". The Canadian Government's principal instrument for the formulation and execution of foreign policy is the Department of External Affairs, with, in the United States, the embassy and consular posts. As evidence of the importance of Canada-United States relations in every field, a number of joint Canada-U.S.A. entities have been established, some at the ministerial level and some at the official level. In addition, there is the Canada-U.S.A. Parliamentary Group which provides for consultation among federal legislators. Most departments of the Canadian Government have working contacts with their opposite members in the United States. A number of interdepartmental committees have been established by the Government to ensure that information is exchanged and effort co-ordinated.

The objective of the co-ordination arrangements that exist is not to subject all official dealings with the United States to detailed central control - which would be neither feasible nor desirable - but rather to ensure that there is adequate control of the main elements of the relationship, that established policy is implemented in a coherent manner, and that on any given issue adequate account is taken of the full range of official interests that may be involved.

Although this paper is primarily concerned with bilateral relationships between Canada and the United States, these relationships also have an important multilateral dimension. Canada and the United States are both members of a number of international bodies, including the United Nations and its specialized agencies, NATO, GATT, IMF, the World Bank and its related institutions, and the Geneva Disarmament Conference. Developments in these organizations can have direct effects on Canada and/or the United States, in some cases giving rise to bilateral discussions or negotiations between the two countries. In addition, because of the international importance of the United States, its policies and actions in any part of the world have an effect, direct or indirect, on the policies pursued in that part of the world by other countries, including Canada. Thus, if the United States decides to engage in strategic arms talks with the U.S.S.R., or if it decides not to, this represents a factor which Canadian policy must take into account. Similarly, steps taken by Canada to alter its participation in NATO or to extend diplomatic recognition to the Peking Government must be taken into account by the United States. In the economic field, a United States decision for or against restricting imports of textiles from low-cost producers has obvious consequences for the level of exports of such products which may be directed towards Canada. The general foreign policies pursued by the two countries, and the various ways in which these policies impinge on each other, are thus a major element in the overall Canada-United States relationship.

Where questions of an international political character are involved, primary responsibility for initiating policy recommendations and carrying out any discussions with the United States rests with the Department of External Affairs. Many of the Canada-U.S.A. questions that arise, however, actively engage the interests of several departments, and in these cases policy is formulated jointly.

One instrument of this process is the interdepartmental committee. (See Part 4). Formal meetings, however, represent only one element in the process and perhaps not the most important one. During the course of day-to-day operations, there are a variety of informal contacts, such as regular discussions by telephone, circulation of draft papers and discussions in small ad hoc groups. In addition, it is established practice for the originators of telegraphic reports to send copies to all departments and agencies having an interest in the subject matter. Those receiving such reports are often sufficiently familiar with each other's respective interests and views to be able to decide upon response or other action on the basis of brief discussions by telephone among those directly concerned. On more important subjects, the interdepartmental position would be developed through meetings, formal or informal, of the officials concerned. Where questions of Government policy arise the matter is referred for consideration by Ministers or by Cabinet.

Communications to the United States required during or after this process would normally be channelled through the Canadian Embassy in Washington or the United States Embassy in Ottawa. On occasion, Ministers or officials concerned may have direct discussions with their counterparts in Washington or Ottawa. A statistical summary of visits in 1968 and the first eight months of this year is attached as Appendix "B". An alternative course in some cases is to schedule the subject for examination by one of the joint Canada-United States organizations discussed later in this paper.

The foregoing provides a general picture of the way in which official business is conducted with the United States on the most important subjects and those that involve significant interests of more than one department. On subjects of narrower interest, it is accepted practice for Canadian departments and official agencies to deal directly with their counterparts abroad, and in the case of the United States the range of such dealings is very wide. Examples would include liaison on technical subjects between Canadian Forces Headquarters and the United States Armed Services, continuing contacts between officials of the Department of Industry, Trade and Commerce in Ottawa and the United States Department of Commerce, or procurement contracts regularly negotiated between the Canadian Department of Supply and the United States Government. In addition, Canadian Ministers and officials responsible for various fields that are primarily domestic in nature periodically exchange views with their U.S.A. counterparts.

Action by External Affairs in this category of relationships varies a good deal from case to case. In areas where relationships are largely technical, there may be no need for External Affairs to become involved at all. In other areas, External Affairs' role is limited to maintaining a watching brief or facilitating contacts between competent Canadian and U.S.A. representatives. An important consideration is that there be adequate co-ordination when questions of policy arise or when there is divergence in the interests of a number of Canadian departments

or agencies. Some subjects may require the attention of External Affairs and possibly other departments for only a limited period - e.g., when a new agreement is being negotiated - and then revert to being the direct concern of the responsible department.

The problem of ensuring effective co-ordination, which is in essence the problem of reconciling the requirement for centralized control with the need for practical arrangements that will permit business to be conducted expeditiously, is not one to which there are any final solutions. As new problems arise and as conditions and policies change, there is a continuous adjustment in procedures and institutions, with new ones coming into being as others gradually fall into disuse. The manner in which Canada carries out its diverse relations with the United States today is not precisely the same as it was five years ago or ten years ago.

To supplement the normal machinery for the conduct of relations between the two Governments, Canada and the United States have over the years established a variety of joint organizations of a continuing nature. The subject matter for which they are responsible ranges from major questions of economic policy to the rebuilding of boundary monuments. A complete list of joint organizations in existence at present, together with descriptions of their formal terms of reference, is set out in Appendix "A".

The Canada-U.S.A. Ministerial Committee on Trade and Economic Affairs was established in 1953 and has met twelve times since then, most recently in June 1969. Co-Chairmen are the United States Secretary of State and the Canadian Minister of External Affairs. Meetings are attended by Ministers directly concerned on both sides, together with Ambassadors of the two countries and other senior officials. This Committee is probably the most important of all the joint Canada-U.S.A. organizations in existence. It provides a forum in which four or five ministers on each side can meet periodically and review, over a period of several days, a wide range of current problems between the two countries. Although the discussions relate principally to economic subjects, they also cover political questions of mutual interest.

The principal continuing body in the defence field is the Permanent Joint Board on Defence. Canadian membership on the Board comprises representatives of External Affairs and the Canadian Forces. Representatives of the Departments of Supply and Services, Transport, and Industry, Trade and Commerce attend as observers. The secretaries of the Canadian and U.S.A. sections are from the Department of External Affairs and the State Department respectively. The Board normally meets three times a year, and provides a forum for the preliminary discussion of ideas at the official level, for negotiating defence matters in a setting where both military and diplomatic viewpoints are represented, and for collecting and exchanging information. The Board's activities are supplemented by a Military Co-operation Committee which meets several times a year and is concerned with military planning for the defence of North America.

One of the oldest-established Canada-U.S.A. bodies is the International Joint Commission, which came into being as a result of the Canada-U.S.A. Boundary Waters Treaty of 1908. It is composed of six Commissioners, three from each side. The Commission was originally established for the purpose of finding equitable solutions to a wide variety of problems arising along the Canada-U.S.A. boundary. However, over the years it has come to deal mainly with the regulation of the flows of boundary waters and with questions of air and water pollution in boundary areas.

Of particular interest is the Canada-United States Inter-parliamentary Group which was established in 1958 to provide a forum in which Canadian Parliamentarians and United States Congressmen can exchange views on matters of common concern to legislators in the two countries. Meetings are held yearly, alternating between Canada and the United States, with the host country providing the chairman. The group is divided into a Defence and Security Committee and a Trade and Economic Affairs Committee. Discussions are held in camera and a joint communiqué is issued at the close of each meeting giving a general outline of the discussions.

In addition to the various permanent organizations, joint ad hoc bodies are established from time to time in response to specific problems. A current example is the Canada-United States Working Party on Immigration which was set up following a meeting of the Ministerial Committee on Trade and Economic Affairs in June 1969 to consider the problems which have arisen as a result of the restriction of Canadian immigration into the United States.

2. THE DEPARTMENT OF EXTERNAL AFFAIRS

The relationship between Canada and the United States is of such central importance that it engages the direct attention of the Prime Minister's Office and the Privy Council Office as well as that of External Affairs and other Departments of Government. Effective co-ordination under the direction of the Cabinet, the Prime Minister and the Secretary of State for External Affairs, is vital to the orderly conduct of Canada-U.S.A. relations. The preponderant influence of the United States in world affairs, its geographical location and its position as Canada's principal trading partner require the Department of External Affairs to devote a great part of its personnel and effort to Canada-United States relations. There is no office or division in the Department that is not concerned to some degree with these relationships. In particular, the U.S.A. Division, the Office of Economic Affairs and the Office of Politico-Military Affairs devote a great part of their resources to these questions. In the Under-Secretary's office, the Deputy Under-Secretary and an Assistant Under-Secretary supervise all aspects of these relations. It is in this context of central engagement by the management of the Department that the work of various divisions and offices is carried on.

(i) The U.S.A. Division

This Division is concerned with the whole range of practical problems that arise between the two Governments. It has specific responsibility for matters of bilateral concern relating to the development of water resources, international bridges, international parks, water and air pollution, international fisheries commissions and fisheries conservation, shipping (including tolls and pilotage on the St. Lawrence Seaway system), and trans-border traffic and migration, in their international context. The Division works closely with the International Joint Commission, with the International Boundary Commission and with the St. Lawrence Seaway Authority and other international commissions and organizations concerned with Canada-United States matters. The Division is also responsible for co-ordinating interdepartmental views on the construction and maintenance of international bridges and on international transportation questions in Canada's Pacific Coast region. In close co-operation with the Embassy in Washington, it directs the activities of Canadian Consulates and Consulates-General in the United States.

(ii) The Office of Economic Affairs

This Office has responsibilities for the Department's activity in the implementation of Canada's trade and other economic policies. It co-operates closely with the Departments of Finance and Industry, Trade and Commerce and others where appropriate on imports, exports and other trade matters. It works with the Departments of Finance and National Revenue on tax agreements and tax problems. In co-operation with the Canadian Transportation Commission and the Department of Transport it deals with international air transport. It is concerned, together with CIDA, in the co-ordination of international development policy. With the Department of Energy, Mines and Resources and the National Energy Board it handles such vital matters as the movement of oil, natural gas and other energy resources across the United States border. While its sphere of responsibility is worldwide, the realities of our foreign trade, financial and other economic relations require that it focus much of its attention upon our relations with the United States. It maintains continuing contact with officials in all interested departments and agencies and convenes or participates in interdepartmental committees within which these international questions are considered.

The Office is closely concerned with the activities of Canada's missions to OECD and to the GATT where policies, objectives and activities of the United States necessarily affect Canada's interests.

(iii) The Office of Politico-Military Affairs

National security is a main objective of Canada's foreign policy as well as of its defence policy. In formulating policy for presentation to Cabinet and in implementing policy as laid down by Cabinet, External Affairs and National Defence work in close concert. Within the Department of External Affairs the Office of Politico-Military Affairs is responsible to the Under-Secretary of State for External Affairs for advice on the foreign policy aspects of defence problems and for continuing liaison with the Department of National Defence. As a consequence of the United States being a leading Western nuclear power and a most important member of the NATO Alliance, the nature and direction of its defence policy is of vital interest to Canada. Moreover, our joint responsibility with the United States for continental defence has widespread implications for Canada in both military and non-military fields. This means that the task of co-ordinating Canadian defence and foreign policies as they relate to the United States is particularly important and complex.

(iv) Other Divisions in the Department

It has already been noted that our common interests with the United States and its preponderance in world affairs are so great that in every aspect of its work the Department must have the best possible understanding of United States objectives, initiatives and activities. This applies not only to bilateral questions but also to the broader field of international affairs. Divisions as disparate as the Consular and United Nations Divisions are deeply involved in our relations with the United States - in the one case protection of Canadian consular interests and in the other the continuous dialogue the United Nations Division and our Permanent Mission to the United

Nations in New York carry on with their American counterparts. The same kind of considerations apply to the work of other Divisions. It is of interest to note that the Information Division devotes about one third of its resources to Canadian Information in the United States.

3. THE CANADIAN EMBASSY IN WASHINGTON

There is a staff of some 270 Canadian-based personnel in Washington, of whom 19 are officers of the Department of External Affairs. The Department also supplies 47 supporting staff, many of whom service the whole establishment. Other departments and agencies represented are: National Defence (162), Industry, Trade and Commerce (18) (includes three from the Canadian Government Travel Bureau), Energy, Mines and Resources (1), R.C.M.P. (4), Supply (4), Labour (3), National Research Council (7), Finance (2), and Canadian International Development Agency (1).

All Canadian officials in Washington come under the jurisdiction of the Ambassador. The Embassy itself consists of four sections: Political; Economic; Information and Cultural; Administrative and Consular. An organization chart is attached as Appendix "C".

The Ambassador is directly and personally involved in the work of all these sections. His jurisdiction over the work of other elements of the Canadian establishment may be less direct but they report to him regularly and are responsive to his advice and instructions.

(i) The Political Section

There are seven officers in this Section. They are concerned with the whole spectrum of bilateral and multi-lateral affairs. They maintain close and continuing contact with the officials of the State Department and other departments and agencies in the Executive Branch. The Political Section is also responsible for following the activities of the Senate, the House of Representatives and the Congressional Committees where these are of direct interest to Canada or, in the wider sphere, may have effects that will be felt in Canada.

(ii) The Economic Section

The Economic Section is an integrated group consisting of five officers from External Affairs, seven from Industry, Trade and Commerce, two from Finance, one from Energy, Mines and Resources, one from Labour and one from the Canadian International Development Agency. This integration, which goes farther than in any other Canadian post abroad, reflects the great importance of the economic links between the two countries. Although the Section is under the direct supervision of a Minister, the Ambassador is often personally involved since major dealings with the United States Government necessarily involve U.S. and Canadian personalities at the highest level. The Section works as a team and is fully integrated for policy purposes. The scope of the Section covers the whole range of Canadian bilateral economic, trade and energy interests with the United States and our shared interest in these matters on a world-wide basis.

(iii) The Information and Cultural Section

This Section has grown rapidly in the last few years reflecting the growing importance of information work as a support to foreign and trade policy. The Section consists of four External Affairs officers plus local supporting staff.

(iv) The Administrative and Consular Section

This Section comprises the essential infrastructure for the Washington establishment. Consular services are provided for the Washington area.

(v) Other Entities under the Direction of the Embassy

These range in size from the large National Defence establishment to much smaller elements.

(a) National Defence

Department of National Defence Personnel are located separately from the Embassy and are under the command of a general officer of two-star rank. This officer is the principal military adviser to the Ambassador and reports to the Ambassador on the activities of National Defence personnel. Liaison is also carried on by the Defence Counsellor in the Political Section of the Embassy. The National Defence establishment is divided into two sections, the Canadian Defence Liaison Staff and the Canadian Defence Research Staff.

The Canadian Defence Liaison Staff

The CDLS is responsible for maintaining liaison with United States Armed Services on questions of interest to Canadian Forces Headquarters. The Commander is accredited to the Joint Chiefs Organization and to the Civilian/Military Agencies comprising the Office of the Secretary of Defence. In practice, the bulk of CDLS activities relates to monitoring developments related to various lines of military equipment and to operational aspects of the United States Armed Forces. They report directly to Canadian Forces Headquarters. Where matters of defence and foreign policy are involved the Embassy and CDLS work jointly. In general, CDLS involvement in subjects having political content is fairly limited.

The Canadian Defence Research Staff

The Canadian Defence Research Staff (CDRS) reports to the Chairman of the Defence Research Board in Ottawa. They deal with the office of the Secretary of Defence and the research and development branches of the Departments of the Army, Navy and Air Force. To a lesser extent they also

deal (in co-operation with the Embassy Scientific Counsellor) in specific subjects with non-military organizations, such as the National Aeronautics and Space Administration and the Atomic Energy Commission. The Chief of the CDRS is designated Counsellor of Embassy and is principal adviser to the Ambassador on matters of defence research and defence science.

(b) Counsellor (Defence Production)

The Counsellor's field of activity is the Canada-United States defence production sharing programme and his main contacts are with the United States Department of Defence and defence-oriented industry in the United States and Canada. His reports are normally sent directly to Industry, Trade and Commerce. Local representatives of the Department of Supply and Services also come under him because of the close relationship between Canadian Government procurement in the United States and U.S.A. procurement from Canadian sources. He maintains regular liaison with the Embassy on questions that have policy implications.

(c) Canadian Government Travel Office

The Travel Office is located in a separate building on one of the principal commercial streets of Washington. Although a separate entity from the Embassy and responsible to the Canadian Government Travel Bureau in Ottawa, it maintains close and regular contact with the senior Industry, Trade and Commerce officer and the Information-Cultural Section.

(d) R.C.M.P. Attaché

The Attaché's main responsibilities are liaison with the Federal Bureau of Investigation, the Bureau of Narcotics, the Secret Service and related agencies. The Attaché and his staff communicate directly with R.C.M.P. Headquarters in Ottawa. As with other representatives in Washington, however, the R.C.M.P. Attaché is responsive to direction and requests for information from the Ambassador.

(vi) Embassy Contacts with Congress

One broad purpose that is served by the Embassy's relations with Congress is that of keeping informed about United States policies, legislation, and political trends. Material submitted to Congress by the Administration, voluminous records of debates and committee hearings and various reports and special studies are followed by the Embassy staff. Issues directly affecting Canada receive special attention and Embassy staff members attend committee hearings and maintain contact with committee staffs to obtain background information in such cases.

Another major purpose that is served by contacts with Congress is that of ensuring that influential members of the Legislative Branch are aware of and understand Canadian policies and

interests. The Ambassador maintains contact with leading Senators and members of the House of Representatives, particularly those having an interest in Canada.

In general, Canadian views about United States legislation affecting Canadian interests are made known to the Executive Branch through the State Department for consideration in formulating the Administration position on various pieces of legislation. At the same time, the separation of powers and responsibilities of the Legislative and Executive Branches of the Government of the United States lends particular importance to the following of activities of the Legislative Branch and their impact upon the direction of United States policy.

(vii) Canadian Consular Posts in the United States

Canada maintains Consulates-General in New York, Boston, New Orleans, Los Angeles, San Francisco, Seattle and Chicago, and Consulates in Philadelphia, Dallas, Detroit, Cleveland and San Juan, Puerto Rico. They provide normal consular services but their principal responsibilities are in the fields of trade promotion and information. The Consulate-General in New York, for example, maintains continuous contact with the investment community on Wall Street and with the headquarters of the principal news media. While these posts are not directly involved in relations between the Canadian and United States Governments, they perform essential representation functions vis-à-vis the State Governments and the administrations of the larger cities within their respective areas. They feed information to the Embassy and to the Department in Ottawa.

(viii) Channels of Communications with Ottawa

The physical channels of communication between Ottawa and Canadian personnel in Washington consist of telephone, telegraph, mail and courier services. There are fourteen telephone lines leased by the Government telephone agency for official use between Ottawa and Washington; eight of these are to the Chancery and six to Canadian Defence Liaison Staff Headquarters. For telegraph facilities, the Government has a leased duplex line (i.e., a line capable of both sending and receiving at the same time) to Washington and New York (the latter serving the Permanent Mission to the United Nations and the Consulate General). A courier service runs between the two capitals via New York three times a week.

4. INTERDEPARTMENTAL COMMITTEES

There are, at present, nine interdepartmental committees connected directly and specifically with matters which are of bilateral interest between Canada and the United States. They are:

- (a) Interdepartmental Committee on International Bridges;
- (b) Interdepartmental Committee on Pacific Coast Transportation;
- ✓(c) Interdepartmental Committee on St. Lawrence Seaway Expansion;
- ✓(d) Advisory Group on St. Lawrence Seaway Tolls;

- ✓(e) Interim Committee on Water;
- (f) Interdepartmental Committee on Civil Emergency Planning;
- ✓(g) Interdepartmental Committee on Energy Matters;
- (h) Nuclear Vessels Control, Co-ordinating Committee;
- ✓(i) Interdepartmental Committee on Resources Satellites and Remote Airborne Sensing.

The Interdepartmental Committee on International Bridges, for example, is concerned exclusively with matters of bilateral interest and is chaired by the Department of External Affairs; its membership includes representatives from the Departments of Finance, Justice, Manpower and Immigration, National Revenue, Public Works and Transport, and from the Canadian Transport Commission and the Privy Council Office. The chairman of the Interdepartmental Committee on Energy Matters is drawn from the Department of Energy, Mines and Resources. However, the current importance of energy - oil in particular - in Canada-U.S.A. relations requires major involvement in that Committee by the Department of External Affairs.

The Interdepartmental Committee on Territorial Waters is chiefly concerned with matters of bilateral interest. The Committee, which is chaired by External Affairs, has representation from the Departments of Energy, Mines and Resources, Fisheries and Forestry, Indian Affairs and Northern Development, Industry, Trade and Commerce, Manpower and Immigration, National Defence and Transport, and from the Privy Council Office.

There are other interdepartmental committees which bear, at times, on certain aspects of Canada-U.S.A. relations. Examples of these are:

- ✓(a) Ad Hoc Interdepartmental Committee on Canadian Policy for Re-negotiating INTELSAT Agreements;
- ✓(b) Nuclear Energy Panel;
- ✓(c) Interdepartmental Committee on Water Transport;
- (d) Advisory Committee on Northern Development;
- (e) Interdepartmental Committee on Information Activities Abroad;
- (f) Interdepartmental Committee on Immigration Policy.

JOINT CANADA - UNITED STATES INSTITUTIONS1. The Canada-United States Inter-Parliamentary Group

This autonomous, non-governmental group was established in 1958 to provide a forum in which Canadian Parliamentarians and United States Congressmen could exchange views on matters of common concern to their countries. The Group consists of 24 Parliamentarians from each country with the Canada section being headed by the Speakers of the House of Commons and of the Senate and with the United States section being led by a Senator and a Representative. The host country provides the chairman of the meetings which take place once a year with the site alternating between Canada and the United States. The Group divides into a Defence and Security Committee and a Trade and Economic Affairs Committee and discussions are held in camera and off-the-record. A joint communiqué is issued at the close of each meeting outlining in a general way the course of the discussions.

2. Canada-U.S.A. Ministerial Committee on Trade and Economic Affairs

This Committee was established in 1953 by an exchange of notes which provided that the Canadian members would be the "Secretary of State for External Affairs and the Ministers of Finance, Trade and Commerce and either the Minister of Agriculture or the Minister of Fisheries, as appropriate" and for the United States of America "the Secretaries of State, the Treasury, Agriculture and Commerce, together with such other officials of Cabinet rank as either Government may designate from time to time, as the need arises." The notes further provided that the Committee's functions were to be:

- "(1) To consider matters affecting the harmonious economic relations between the two countries;
- (2) In particular, to exchange information and views on matters which might adversely affect the high level of mutually profitable trade which has been built up;
- (3) To report to the respective Governments on such discussions in order that consideration may be given to measures deemed appropriate and necessary to improve economic relations and to encourage the flow of trade;"

The most recent of the 12 meetings held to date, took place in June 1969. They alternate between Canada and the United States.

3. The Canada-United States Ministerial Committee on Joint Defence

The purposes and composition of this Committee are set out in the Exchange of Notes of September 1958, by which the Committee was established, as follows:

- "A) That there shall be established a Canada-United States Committee on Joint Defence to consist
 - For Canada, of the Secretary of State for External Affairs, the Minister of National Defence and the Minister of Finance;
 - and
 - For the United States, of the Secretary of State, the Secretary of Defence and the Secretary of the Treasury together with such other appropriate Cabinet Members as either Government may designate from time to time as the need arises;
- B) That the Committee's function shall be:
 - 1) To consult periodically on any matters affecting the joint defence of Canada and the United States;
 - 2) In particular, to exchange information and views at the Ministerial level on problems that may arise, with a view to strengthening further the close and intimate co-operation between the two Governments on joint defence matters;

- 3) To report to the respective Governments on such discussions in order that consideration may be given to measures deemed appropriate and necessary to improve defence co-operation;
- C) That the Committee shall meet once a year or more often as may be considered necessary by the two Governments;
- D) That the Committee shall meet alternatively in Washington, D.C., and Ottawa, the chairman to be a Canadian member when the meetings are held in Canada and a United States member when meetings are held in the United States."
This Committee has met four times: in 1958, 1959, 1960 and 1964.

4. The Permanent Joint Board on Defence

The Canada-United States Permanent Joint Board on Defence was established in August, 1940 by Prime Minister King and President Roosevelt when they met at Ogdensburg, New York, to discuss the problems of mutual defence. The conversations that took place resulted in the press release of August 18 known as the "Ogdensburg Declaration". The text was passed as an Order-in-Council and published in the Canada Treaty Series.

The Permanent Joint Board on Defence is established with a United States Section and a Canadian Section. Each Section has its own chairman (a civilian), 3 representatives from the armed services, and two civilian representatives, from the Department of External Affairs for Canada and from the State Department for the United States. During the last several years, it has become customary for representatives of the Canadian Departments of Transport and Supply and Services also to attend meetings of the Board as observers.

The Board was designed to be an advisory rather than an executive body, with the prime purpose of making recommendations to the respective governments on joint defence questions. At present, it normally meets three times a year at defence establishments in the two countries. No voting procedure is used and formal recommendations are passed unanimously. When a formal recommendation is approved by both governments, this approval becomes the executive directive to the government agencies concerned.

After the United States entered the war, in 1941, some of the Board's functions were taken over by the military departments of each government, but it has continued to be a particularly useful agency for the preliminary discussion of ideas at the official level, for negotiating defence matters in a setting where both military and diplomatic viewpoints are represented, for collecting and exchanging information, and for hastening executive action, smoothing out difficulties, eliminating delays, following up on decisions already taken and ensuring that important projects are not side-tracked in the press of departmental business.

5. Military Co-operation Committee

The MCC was established in 1946 to supplement the Permanent Joint Board on Defence. In 1949 it was separated from the PJBD and became directly subordinated to the Chief of Defence Staff for Canada and the Joint Chiefs of Staff for the United States. It is composed of two national sections, each chaired by an officer of Major-General rank. The MCC which meets several times a year is concerned with military planning for the defence of North America.

6. Regional Planning Group

This planning group is part of the NATO Command structure. The planning group covers the North American area and develops and recommends to the NATO Military Committee plans for the defence of the Canada/United States region. It meets alternately in the two countries.

7. The Senior Committee on United States/Canadian Defence Production-Development Sharing Programme

Arrangements in this field date back to the Hyde Park Declaration of the war years. The Senior Committee was organized in 1958. It meets generally twice a year at the Deputy Minister/Assistant Secretary level.

Its objective is to co-ordinate the defence requirements, development, production and procurement for the two countries in order to achieve the best use of their respective production resources for common defence.

8. The United States-Canada Civil Emergency Planning Committee

Co-operation between Canada and the United States in the field of Civil Emergency Planning is governed by the Agreement effected in the Exchange of Notes of August 8, 1967. The United States-Canada Civil Emergency Planning Committee, which is dealt with in the Agreement, meets at the senior official level. The Agreement stipulates that the Committee will "meet at least once each year at such times and places to be agreed upon".

In this Committee the two countries co-operate on civil emergency planning (including civil defence) in order to achieve the maximum degree of compatibility feasible between emergency plans or systems within each of the two countries and to recommend to their respective governments co-operative arrangements for mutual assistance in the event of armed attack on either country in North America.

9. North American Air Defence Command

In 1957 the Minister of National Defence of Canada and the Secretary of Defence of the United States announced agreement to the setting up of a system of integrated operational control for the air defences "in continental United States, Canada and Alaska" under an integrated command responsible to the Chiefs of Staff of both countries. The understanding was finalized by an Exchange of Notes on May 12, 1958 which provided for the agreement to run to ten years. In May, 1968 it was renewed for a further five years, it being understood that a review of the Agreement may be undertaken at any time at the request of either Party and that the agreement may be terminated by either Government after such review following a period of notice of one year.

NORAD includes such combat units as are specifically assigned to it by the two governments. The appointments of the Commander and his deputy must be approved by both governments and both officers cannot be nationals of the same country.

10. International Joint Commission

The International Joint Commission was established in 1911 under Article VII of the 1909 Canada-United States Boundary Waters Treaty.

The Commission's functions encompass finding equitable solutions to a wide variety of problems arising along the Canada-United States boundary. However, over the years it has dealt mainly with questions involving the regulation of the flows of boundary waters and the abatement of boundary waters pollution and trans air pollution.

The Commission is composed of six commissioners, three appointed by the Government of the United States and three appointed by the Government of Canada. The Canadian section is responsible to the Secretary of State for External Affairs. The Commission meets semi-annually and alternates the site of its meetings between Canada and the United States.

11. International Boundary Commission

The International Boundary Commission was established under Article I of the Canada-United States 1908 International Boundary Demarcation Treaty. This treaty was later amended by the 1925 Canada-United States Boundary Demarcation Treaty.

The functions of the Commission include inspecting the boundary; repairing, relocating and rebuilding boundary monuments; keeping boundary vistas open; maintaining at all times an effective boundary line and determining the location of any point of the boundary which may become necessary in the settlement of any question between the two governments. In order to give appropriate support to the increasingly complicated problems stemming from the natural growth along the boundary line it was found necessary within Canada to enact the 1960 International Boundary Commission Act.

The Commission is composed of two commissioners, one appointed by each government. The staff of the Canadian section of the Commission is provided by the Department of Energy, Mines & Resources but the Canadian Commissioner reports to the Secretary of State for External Affairs. There is at least one meeting annually alternately in Ottawa and Washington.

12. Great Lakes Fisheries Commission

The Great Lakes Fisheries Convention which set up the Commission came into force in 1955 upon ratification. The Canadian Act to implement the convention was assented to on June 28, 1955. The Convention represented some 50 years of attempts by both countries to adopt a common approach to the conservation and development of the Great Lakes Fisheries. The Commission is divided into two national sections, each of three members. The Canadian agent for the Commission is the Department of Fisheries and Forestry and it works in close co-operation with the Government of Ontario for re-stocking the lakes as lamprey control becomes effective. The Commission has no regulatory powers; it can only make recommendations.

13. The International Pacific Halibut Commission

The Convention between Canada and the United States for the preservation of the halibut fishery in the North Pacific and Bering Sea was first negotiated in 1923. It was revised in 1930, 1937 and again in March, 1953. The original Convention set up the International Fisheries Commission, but in 1953, the name was changed to its present one.

Under the original treaty the Commission was divided into two national sections, with two Commissioners from each country. However, the present Convention increased the membership to 3 from each country. The Commission meets annually.

14. Pacific Salmon Commission

The original Convention between Canada and the United States for the protection, preservation and extension of the sockeye salmon fisheries in the Fraser River system was signed on May 26, 1930. A protocol signed December 28, 1956 extended the agreement to include pink salmon. The Commission is responsible for regulating the fisheries for sockeye and for pink salmon with a view, where feasible, to allowing equal catches by each country's fishermen. The cost of all improvements in spawning ground, the construction and maintenance of hatcheries, rearing ponds and other facilities for the propagation of salmon stocks and the cost of removal of obstructions is borne equally by the two governments on the basis of annual appropriations.

The Commission consists of six members with three members from each national unit. An advisory committee also exists, composed of various branches of industry to examine and comment on an informal basis on all proposed orders, regulations and recommendations.

There is an annual meeting. Interim meetings are held throughout the year when the situation requires them.

Each contracting party has agreed to enact and enforce such legislation as may be necessary to make effective provisions of the Convention and the orders and regulations adopted by the Commission.

15. Canada-U.S.A. Balance of Payments Committee

This Committee was established in 1963 in order to consider financial questions arising out of United States legislation designed to improve their balance of payment situation. Meetings are held semi-annually at the official level.

16. Canada-United States Technical Committee on Agricultural Marketing and Trade Problems

At the June, 1967 meeting of the Canada-United States Ministerial Committee on Trade and Economic Affairs, it was agreed to establish this Technical

Committee. Its first meeting was held in Ottawa in November of the same year. It normally meets in the spring and fall of each year to consider questions of trade in agricultural products between the two countries. The two governments are represented at meetings by senior officials in the agriculture and trade fields.

17. The Roosevelt Campobello International Park Commission

The agreement establishing the park was signed in January, 1964. Its establishment was prompted by the offer of the Hammer Family who donated the Roosevelt cottage and surrounding grounds on Campobello Island, New Brunswick to Canada and to the United States to commemorate President Franklin Roosevelt. The Commission is divided into two national sections, each with three members. The positions of chairman and vice-chairman alternate between the two countries every two years.

VISITS OF CANADIAN MINISTERS, HEADS OF AGENCIES
AND OFFICIALS TO THE UNITED STATES

<u>Department</u>	<u>1968</u>			<u>1969 (8 mos.)</u>		
	<u>Washington</u>	<u>Other Points in U.S.A.</u>	<u>Totals</u>	<u>Washington</u>	<u>Other Points in U.S.A.</u>	<u>Totals</u>
Agriculture	36	368	404	29	275	304
Communications	65	67	132	64	123	187
Communications (Post Office)	7	7	14	9	6	15
Consumer and Corporate Affairs	9	9	18	7	12	19
Energy, Mines and Resources	105	688	793	116	471	587
External Affairs	49	33	82	27	46	73
Finance	10	2	12	7	2	9
Fisheries and Forestry	27	376	403	25	242	267
Indian Affairs and Northern Development	21	117	138	26	116	142
Industry, Trade and Commerce	120	348	468	75	224	299
Justice	1	4	5	8	11	19
Labour	4	19	23	5	15	20
Manpower and Immigration	5	8	13	4	14	18
National Defence	2032	6281	8313	808	2019	2827
National Health and Welfare	29	94	123	25	88	113
National Revenue (Customs and Excise)	nil	nil	nil	1	nil	1
National Revenue (Taxation)	5	9	14	2	11	13
Public Works	4	15	19	1	10	11
Secretary of State	nil	nil	nil	nil	nil	nil

<u>Department</u>	<u>1968</u>			<u>1969 (8 mos.)</u>		
	<u>Washington</u>	<u>Other Points in U.S.A.</u>	<u>Totals</u>	<u>Washington</u>	<u>Other Points in U.S.A.</u>	<u>Totals</u>
Solicitor General	7	44	51	6	38	44
*Supply and Services	84	213	297	31	105	136
Transport	102	289	391	95	287	382
Veterans Affairs	nil	nil	nil	nil	nil	nil
Privy Council and Cabinet Secretariat	3	nil	3	3	nil	3
Treasury Board	10	30	40	6	10	16
<u>Agency</u>						
Atomic Energy Control Board	7	9	16	4	16	20
Bank of Canada	nil	nil	nil	nil	nil	nil
Canadian International Development Agency	34	14	48	29	9	38
Canadian Transport Commission	8	8	16	7	15	22
Dominion Bureau of Statistics	89	124	213	60	81	141
Export Credits Insurance Corporation	8	5	13	9	4	13
National Energy Board	9	14	23	7	16	23
National Film Board	22	141	163	6	128	134
National Research Council	113	498	611	71	334	405
Public Service Commission	8	32	40	5	21	26
St. Lawrence Seaway Authority	1	nil	1	110	75	185
<u>TOTALS</u>	3034	9866	12900	1688	4824	6512

*Supply and Services: These figures reflect responsibilities of the Department of Defence Production to March 31, 1969 and of the new Department of Supply and Services since April 1, 1969.

VISITS OF UNITED STATES CABINET MEMBERS
AND OFFICIALS TO CANADA

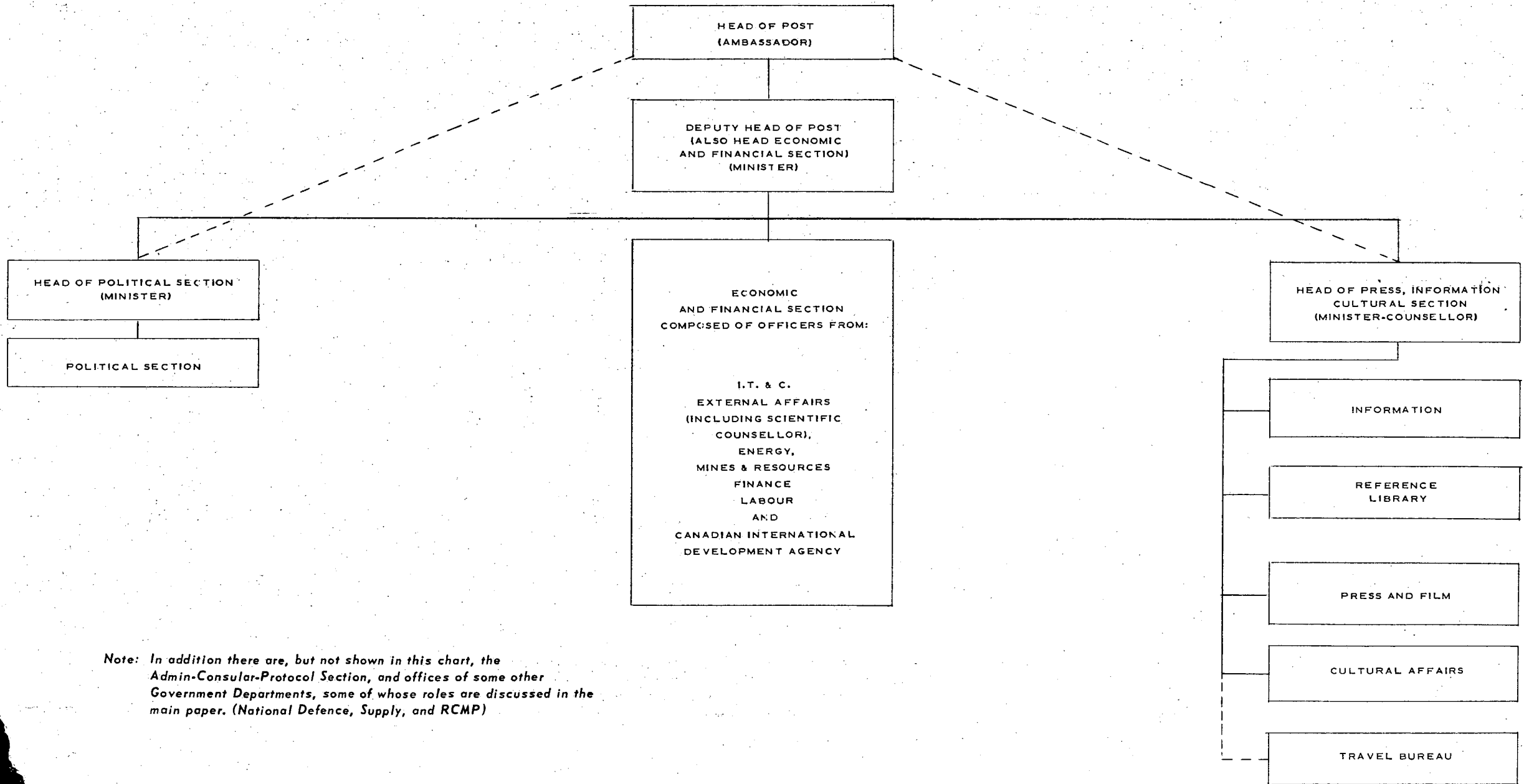
<u>Canadian Government Department to which Visit was Made</u>	<u>1968</u>			<u>1969 (8 mos.)</u>		
	<u>Ottawa</u>	<u>Other Points in Canada</u>	<u>Totals</u>	<u>Ottawa</u>	<u>Other Points in Canada</u>	<u>Totals</u>
Agriculture	28	168	196	12	125	137
Communications	120	17	137	71	31	102
Communications (Post Office)	nil	nil	nil	5	nil	5
Consumer and Corporate Affairs	4	nil	4	6	nil	6
Energy, Mines and Resources	85	81	166	57	111	168
External Affairs	37	20	57	19	35	54
Finance	4	nil	4	5	nil	5
Fisheries and Forestry	32	175	207	33	166	199
Indian Affairs and Northern Development	18	59	77	15	93	108
Industry, Trade and Commerce	67	12	79	40	15	55
Justice	nil	nil	nil	nil	nil	nil
Labour	nil	nil	nil	3	nil	3
Manpower and Immigration	6	9	15	2	3	5
*National Defence		3251	3251		2519	2519
National Health and Welfare	25	23	48	21	19	40
National Revenue (Customs and Excise)	nil	1	1	nil	nil	nil
National Revenue (Taxation)	nil	nil	nil	nil	nil	nil

*National Defence: Figures given under the "Other Points in Canada" columns apply to all of Canada, and include visits to Ottawa.

<u>Canadian Government Department to which Visit was Made</u>	<u>1968</u>			<u>1969 (8 mos.)</u>		
	<u>Ottawa</u>	<u>Other Points in Canada</u>	<u>Totals</u>	<u>Ottawa</u>	<u>Other Points in Canada</u>	<u>Totals</u>
Public Works	2	8	10	4	6	10
Secretary of State	nil	nil	nil	nil	nil	nil
Solicitor General	9	84	93	14	76	90
Supply and Services	70	30	100	50	23	73
Transport	72	145	217	63	154	217
Veterans Affairs	nil	nil	nil	nil	nil	nil
Privy Council Office and Cabinet Secretariat	1	nil	1	1	nil	1
Treasury Board	9	nil	9	5	1	6
<u>Agency</u>						
Atomic Energy Control Board	11	8	19	1	7	8
Bank of Canada	nil	nil	nil	nil	nil	nil
Canadian International Development Agency	6	nil	6	nil	nil	nil
Canadian Transport Commission	nil	nil	nil	2	nil	2
Dominion Bureau of Statistics	11	4	15	17	2	19
Export Credits Insurance Corporation	nil	nil	nil	nil	nil	nil
National Energy Board	1	nil	1	nil	nil	nil
National Film Board	8	40	48	2	10	12
National Research Council	307	9	316	224	54	278
Public Service Commission	nil	nil	nil	3	nil	3
St. Lawrence Seaway Authority	10	7	17	123	80	203
<u>TOTALS</u>	943	4151	5094	798	3530	4328

CANADIAN EMBASSY - WASHINGTON, D.C.

SIMPLIFIED ORGANIZATION CHART



Note: In addition there are, but not shown in this chart, the Admin-Consular-Protocol Section, and offices of some other Government Departments, some of whose roles are discussed in the main paper. (National Defence, Supply, and RCMP)

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