

doc  
CA1  
EA933  
C17  
ENG  
1973  
May/June

# Canada Today

LIBRARY DEPT. OF EXTERNAL AFFAIRS  
MINISTÈRE DES AFFAIRES EXTERIEURES  
REFERENCE

Volume 1 No. 1  
May/June 1973



AUG 10 1973

LIBRARY E A / BIBLIOTHÈQUE A E

3 5036 01029853 0

~~REFERENCE~~



60984 81800

AUG 10 1973

Information Canada Photothèque.



The Cover photograph shows the genius of architect Fuller's superbly constructed library in Ottawa. The marble statue of Queen Victoria is by Marshall Wood. see story on pages 4-5.

# Canada Today



Contents	Page
Canada wants Arctic energy and ecology too	2
World's largest Parks System	5
Canada's Parliament begins in London	8
Urban Profile: Ottawa	11
The Arts	14
Books	15
Economic Digest	15
News in brief	16

Views expressed are not necessarily those of the Canadian Government. Unless specifically noted, articles are not copyrighted and may be reproduced.

This is the first edition of a new publication from the Canadian High Commission in Britain. It will be published every two months.

The purpose of Canada Today is to make available to interested readers information about Canadian affairs. With this and future issues, an effort will be made to explain Canada and interpret Canadian values across the spectrum of a mature nation's activities, from politics and economics to arts and letters.

If you are not already on the mailing list and would like to receive Canada Today regularly (at no cost), please fill in the coupon and mail it to this address:

'Canada Today'  
Published by:  
The Counsellor (Press),  
Canadian High Commission,  
Canada House,  
Trafalgar Square,  
London SW1Y 5BJ

Design: Denis Fairey, F.R.S.A. N.D.D.  
Production: Osborne BC Public Relations  
Printed in England by:  
C. Nicholls & Company Ltd

## ECOLOGY

# Canada wants Arctic energy...

and ecology too



National Film Board

The petroleum industry has discovered the Canadian Arctic.

Within a few months applications are due to be made for the right to build a natural gas pipeline, and possibly one for oil as well, from the Arctic Ocean up the Mackenzie River valley into southern Canada.

What has the coming of the oilmen meant to the North? To the Arctic ecology and environment? And to its native people, the Eskimos, the Indians and the Métis?

The Canadian North is all that area of the country lying north of the 60th parallel of latitude. It includes a northern tip of Quebec, the surrounding seas, and the two northern territories still under federal government responsibility, though they have their own regional governments. These are the Yukon (of past gold fevers), an area the size of France along the westernmost edge, and the Northwest Territories, the size of India. The area on which most attention is currently focussed is the Mackenzie River valley, which winds 1,000 miles through the N.W.T. from Great Slave Lake to the Arctic Ocean, and islands northeast of the Mackenzie's marshy delta.

Archeological sites in the Yukon in-

dicating the first humans in Canada were located in that region at least 7,000 years ago. For several thousand years prior to the white man's arrival, the Indians and Eskimos evolved and maintained successful cultures of seasonal nomadism based on hunting and fishing. The Eskimos divided into small family groups and moved with the game resources of the region. They hunted mainly in the coastal areas, but occasionally made trips south to the treeline to cut wood for sledge runners, tools and implements. The Indians lived in small bands roaming the boreal forest and sub-Arctic forest regions for game and fish.

Some groups of Indians did travel northward into the tundra during the summer and autumn to hunt caribou, occasionally going as far as the Arctic coast. Although their hunting areas were adjacent and their ways of life similar, the Indians and Eskimos remained apart. There was little cultural exchange and no intermarriage between the two races.

Explorers from Europe in the 16th, 17th and 18th centuries were the first white men to contact the Indians and the Eskimos.



Of all who followed the explorers – whalers, prospectors, missionaries, pioneer settlers and detachments of what are now the Royal Canadian Mounted Police – the fur traders had the most early impact upon the native peoples' traditional ways of life. Whites did intermarry with the Indians, though scarcely ever with the Eskimos, and their descendants now comprise the Métis. Small settlements developed along the main waterways and a new way of life began to evolve in the Canadian North.

Today the combined population of the Yukon and Northwest Territories is 50,000, including about 10,000 Indians (most of them concentrated in the Yukon and the subarctic Mackenzie River Basin) and about 11,000 Eskimos (who are scattered in the Arctic regions where living can be very severe).

### The allure of the North

The North has always fired the imagination of the adventurous and the romantic alike. Both have had their impact on the way of life in the North in the past. But today the dominant impact comes from the growing economic activity spreading its influence through the area. Particularly during the 1960s, this growth has been marked by increased exploration for and development of natural resources, minerals, oil and gas especially. At the start of the sixties, total mineral production in the two territories was valued at \$30 million annually and some \$10 million annually was being spent on oil and gas exploration, mainly in the southern regions of the North. Today mineral production is estimated at more than \$200 million annually and spending on the search for oil and gas in the vicinity of \$175 million, with prospects of a steady increase during the next decade.

The activity which has currently caught the imagination and interest of many people, and one which could have significant impact on the northern environment, is the preparation for the construction of oil-gas pipelines from the Arctic Coast to markets in the south, in Canada and the United States. This potential impact has aroused opposition from some conservationists. They are worried about the possible effects of pipeline construction on northern wildlife and fish, and on the traditional lifestyle of the native peoples.

Both the Canadian Government and the huge companies planning the pipelines have shown an unprecedented concern for these worries. It is perhaps no exaggeration to say that the approach being taken to pipeline construction in the Canadian North is as concerned with the human as with the economic values at stake. Writing about the challenge to the traditional way of life in the North raised by the intensive industrial utilization of its natural-resource base, an official of Canada's Northern Development Department, Mr. John K. Naysmith, invoked the famous essay on "Transhumanism" by British biologist Julian Huxley.

### An inescapable destiny

The new understanding of the universe acquired through the new knowledge amassed during the last hundred years, Huxley wrote, has confronted man inescapably with the primary responsibility for the direction of evolution on the earth. This, argued Huxley, is man's "inescapable destiny." Certainly there is evidence that this human responsibility has been recognized in planning to build pipelines across Canada's North to an unusual, if not unique, degree.

A background paper prepared by the Northern Development Department explains this concern by pointing out that the Yukon and Northwest Territories comprise one of the last wilderness areas in North America. "Moreover, much of the natural environment of this vast region is of a uniquely fragile nature and is particularly vulnerable to serious side effects resulting from man-made disturbances," the paper noted. Another factor in this concern by government and industry alike has been the changing public attitude toward northern development, an attitude now very much concerned with the non-economic effects.

In a statement of Canadian Government policy on northern development, made by the Northern Development Minister, Mr. Jean Chrétien, in March 1972, the role of man was clearly recognized. The statement rejected as inaccurate the view of some critics that the North is currently being exploited primarily for the advantage of people in the South, while the native peoples were largely spectators, wards of a paternalistic government. "It is a vision rejected by the native peoples, who are just beginning to voice their grievances and claims in an organized way," Mr. Chrétien said.

What the government wanted in northern development was to maintain the ecological balance. But this did not mean its policy must stand against change or development. "Maintenance of the ecological balance requires recognition of the total relationship of all the elements of nature," the statement said. "Man is included in this totality and his activities must be measured and in some instances regulated to ensure that the probability of imbalance is minimized."

"No challenge in the North today is more pressing," the statement said at another point, "than the need to create employment opportunities for native Northerners."

With the aim of providing a scientific base for administering northern development, the government initiated the Arctic Land Use Research Program (ALUR) in 1970. Most of the research is being done by scientists from Canadian universities. Their reports are made public as they become available and they have been used to develop a series of northern land use regulations which came into effect in November 1971.

The range of knowledge about northern ecology is still spreading as this research continues. But the reports have already helped to identify environmental sensitivities on a section-by-section basis, to obtain

baseline data so that actual impact on the environment can be measured, and to enable the drawing of maps which show what and where these sensitivities are located in the Mackenzie valley and northern Yukon where pipeline construction is most likely to take place.

### Government ready

In March of this year, Mr. Chrétien indicated that the government is ready to evaluate applications for the right to build pipelines in the North. There was no suggestion that scientists and technicians yet have all the information they would like to have; that could take ten years. But the government is confident that the research already done is sufficient to ensure that the impact on the ecology of the North, including the place of man in that ecology, now can be assessed within reasonable limits.

The government-backed research has covered a wide variety of subjects, including examinations of wildlife habitat, wildlife distribution and inventory, aquatic ecology, vegetation, terrain analysis, containment of mine wastes, effect of oil and gas exploration on the tundra environment, revegetation of disturbed areas and problems of erosion resulting from removal of forest cover in the boreal forest region. Research still going on includes how to handle Arctic oil spills and to dispose of waste from construction camps.

The government's social and environmental research program is now in its third year, at an expenditure rate of about \$5 million a year. But the companies that want to build the pipelines have also been active in this research area for several years. Their total spending on ecological and environmental research is expected to total up to \$20 million. Dozens of reports have already been issued, adding to the knowledge of the Arctic ecology, and at least 50 more are in progress.

Canadian Arctic Gas Study Ltd. is a consortium of 25 companies that hopes to build a gas pipeline out of the Arctic at an anticipated cost of \$5 billion. The chairman and chief executive officer, Mr. William Wilder, recently told a reporter that Canadian Arctic Gas learned from the experience of companies which have, up to this writing, failed to win permission to build an oil pipeline across Alaska from Prudhoe Bay. Environmentalists have obtained court orders in the U.S. that have stalled the Alaska proposal for some two years.

### Environmental homework

When Canadian Arctic Gas applies for pipeline-building permission, Mr. Wilder said, "we'll have done much more work in terms of environmental studies. I think we'll have a good case against environmental criticism." The consortium has already spent several million dollars on ecology and environment research. This year 55 biologists and their technical assistants will continue collecting data on



wildlife population, migration patterns, habitats and other aspects. This, along with research on the safest methods of building pipelines across the Arctic tundra by Arctic Gas and other interests, comprises one of the most exhaustive industry-financed ecology research programs ever undertaken.

In Huxley's terms, more information now is available about the impact of man's economic development plans on the future evolution of the Canadian North than ever before. Perhaps no area on earth is being developed with greater concern for the human role in the maintenance of the area's ecological balance.

The studies by government and by the pipeline companies have all been directed at the same broad purpose. This (to put it in Huxley's terms again) is to improve the quality of evolution in the North over the whole balance of the ecology, including the human element in that ecology. "Originally the central issue of natural resource development was one of supply and production," the Northern Development Department's background paper on Arctic land use noted. But the issue today is "environmental disturbance such as pollution, erosion and disfigured landscape resulting from the use of the resource base."

The intention was not to prevent development but to minimize degradation of the environment as a result of "man-made disturbances on the natural environment."

If this goal seems idealistic, it is no less serious. The government has made clear it intends pipeline construction should provide a supplement to, not a substitute for, the traditional means of livelihood of the native peoples in the area. The environmental sensitivity maps now being drawn show where large concentrations of wildlife exist and the research behind these maps indicates how construction can be carried on with a minimum of disruption.

Arctic Gas studies have produced some previously unknown information, for instance, about the migratory habits of the caribou, which roam the western Arctic in herds up to 10,000 head and more. The caribou have been found to be largely indifferent to the presence of man or human activities, even at ancestral crossing points on the rivers in the area. But caribou have shown some liking for following cleared rights-of-way, and it is not uncommon for them to travel single-file. Researchers believe this represents a threat to buried pipeline. Experiments this summer will concentrate on finding ways to deflect caribou from future pipeline rights-of-way.

Construction will be planned for the convenience of wildlife. Caribou herd disruption will be minimized by working at times when they are not in the pipeline areas. Similar studies have been done to minimize disruption of the migratory and mating habits of Arctic fox, grizzly bears, Dall sheep, beaver, muskrat, wolves, fish, ducks, geese, falcons and other birds that summer in the Arctic. Spawning beds for fish are being pinpointed in the streams and rivers in the area so that use of gravel

from the beds in the construction process won't interfere.

Government guidelines for northern pipelines were issued in June 1972. They warn that specific restrictions will be imposed on pipeline construction in areas of specific environmental and social concern. "These concerns and restrictions will pertain to fishing, hunting, and trapping areas, potential recreation areas, ecologically sensitive areas, hazardous terrain conditions, construction material sources and other similar matters." The guidelines also provide that applicant companies must undertake "specific programs leading to the employment, at all occupational levels, of residents of the territories - and in particular native people, during the construction and operation of the pipeline." Provision is also made for on-the-job training and for giving native people priority in job placement.

### Eskimos find little joy around an icy seal hole

The approach Canada is taking to northern development today has been described by one Canadian official as perhaps the most advanced in the world in terms of protection of the land environment. The Assistant Deputy Minister of the Northern Development Department, Mr. A. D. Hunt, was speaking to the World Affairs Council in Boston several months ago.

"Some may say that all activity which tends to detract from the wilderness areas of the North should be discouraged if not entirely prohibited. These advocates forget the most important factor in the whole equation - people. There are northern people who depend on the land and its economic activity. Neither their land nor the use they make of it can be taken away from them." But the major challenge to northern

development, as the native peoples come more and more to want a share in the benefits, is how to ensure that they become full partners with the developers from the South.

"The majority of these people do not want to return to the harsh, primitive ways of their forefathers or even of their fathers," said Mr. Hunt. "There is very little joy to an Eskimo in having to sit out on the bare ice at a seal hole for hours on end with his very survival depending upon a seal surfacing." But if that should be an Eskimo's preference in future, it is the intention of Canada's northern development policy that it should remain available.

As Mr. Naysmith, an official quoted earlier, has put it: "The objective becomes one of developing a rational approach to land-use so that the introduction of technology will not impair the native peoples' ability to live in harmony with the land if that is their wish." In his statement on northern development in March of this year, Mr. Chrétien emphasized again, however, that the native peoples must be given the option of joining the technological age.

Applications for a pipeline right-of-way will be judged on their economic viability, he said. But they must also undergo public hearings, in the North as well as the South, on the ecological impact. "The purpose of this inquiry," said the Minister, "will be to assess the regional, socio-economic and environmental implications arising out of the construction and operation of a major pipeline in the territories." The applicants must show with precise information how they will resolve the sociological and environmental implications of the pipeline projects they propose. Proving a project will make its backers a tidy profit will also be important, but in itself not enough for approval. ❦



Caribou making tracks in the snow





EXTERNAL AFFAIRS  
CANADA

AUG 10 1973

LIBRARY

Canada has been called the blessed child of a bountiful nature. Its mineral riches, immense forests and enviable energy supplies are celebrated. What has been taken for granted at times is perhaps the most precious resource of all – Canada's natural beauty.

Now attitudes are changing. Canadians are becoming increasingly aware of the attractiveness and variety of their vast country, largest in the world after the Soviet Union. And they are determined to preserve their heritage.

They take pride in possessing the world's largest system of national parks, covering 32 million acres of which 38 per cent are in the lovely northlands. One set up last year on Baffin Island is the world's only national park above the Arctic Circle. It covers 8,290 square miles, with rugged mountains dominating a massive ice cap and a coastline fretted by fjords.

With its vast living space, 6,000 miles of coastline and the largest body of fresh water possessed by any country, Canada has always been admirably suited for a program of protecting and preserving the environment. Yet the national parks system began only in 1885, when the Canadian

### National Resources

# World's largest parks system preserves Canada's natural beauty

*The Prince of Wales Hotel on a hilltop in Waterton Lakes National Park, Alberta.*

government took over 10 square miles around the mineral hot springs at Banff, in the western province of Alberta, and dedicated the land to the people of Canada.

Now the total has grown to 29, and the government is setting its sights confidently on increasing the count to 60 by the year 2000. So swiftly has interest mounted that 11 new parks have been created since 1968, compared with only four in the preceding 30 years. Visitors to the parks trebled in a decade – from five million in 1962 to 15 million a decade later.

The basis for administration is the National Parks Act of 1930. It sets out the general aim as being a dedication of the parks to the people of Canada for their benefit, education and enjoyment, to be maintained and used in a way that would leave them unimpaired for future generations.

For the first time, every one of Canada's 10 provinces, the Yukon and the two northern territories are now represented in the parks system.



## Variety is the key

The sites encompass a wide variety of topography, including ice-capped mountains, plunging waterfalls, deep canyons, icefields, fjords and glaciers, boreal forests, sandstone cliffs, salt marshes, alpine lakes and spectacular vegetation. There are also waters alive with sea lions and flatlands where buffalo herds roam.

In a speech in the Canadian House of Commons in 1964, Hon. Arthur Laing, then Minister of Northern Affairs and National Resources, saw the national parks as giving the people of Canada "the opportunity to find some solitude and freedom from care, to rediscover an easy relationship with nature and to understand the beauty and significance of the natural features that express Canada's very individuality."

Parks should not attempt to meet every recreational need, the Minister said. "In future, only such activities as photography, sightseeing, hiking, swimming, riding, skiing, nature observation, fishing and boating will be encouraged." Parks would not be allowed to become private or commercial resorts. Government policy would eventually exclude private residential occupation of park land unless needed by persons who provided services to the park or its visitors.

A major expansion of the national and historic parks system was announced in Ottawa last October. Prime Minister Pierre Trudeau and the Minister of Northern Development and Indian Affairs the Hon. Jean Chretien, jointly unveiled a seven-point programme, including a nation-wide network of scenic and historic routes, which they called "byways," linking Canada by land and water.

The programme envisaged making use of historic overland trails first used by early settlers, canoe routes pioneered by Indians or French-Canadian *voyageurs*, and under-water marine parks. The government said the intention was to "reopen large parts of Canada for travel by boat or canoe, by bicycle or horseback, on foot or on snowshoes."

Byways were defined officially as "leisure routes for families, individuals and young and old alike, providing new pathways for travellers who otherwise are denied the pleasures of nature and history."

Other plans include wilderness parks formed round wild rivers, still flowing free. Eight historic and recreational canals in Eastern Canada are to be integrated into the programme. Small but noteworthy "wonders" of nature will be protected in miniature national parks.

Under what was described as a new concept of automobile travel, the government also spoke of rehabilitating out-of-the-way thoroughfares and building low-speed parkways along scenic routes designed for dawdling, sightseeing and exploring.

A government statement pointed out that these byways had, in the past, been Canada's only routes.

"Along the coasts, inland by lakes and

rivers, across the prairies and mountains, west to the Pacific and north to the Arctic — wherever and however man travelled, he left a network of land and water routes which time and technology have passed by — early Indian trails, explorer and fur trade routes, paths taken by settlers.

"It is these earlier routes that we propose to preserve and recreate as Canada's byways."

Increasingly, Canadians were seeking to escape the noise, congestion and tensions of city life. Superhighways for fast travel were already available. What the government had in mind were beckoning byways off the beaten track that would lure the tourist and enable him to move at his own pace through attractive and secluded places.

## Areas of peace

"These are the areas," a government statement said, "where an individual can gain a measure of peace and enjoyment of the natural environment, where one can sense through a personal presence the experience of the original inhabitants and first explorers of the land."

Among marvels of nature earmarked for special protection are the Chubb crater in northern Quebec, the frozen pingoes (ice mounds) of the Arctic, the eroded hills and

semi-desert areas of the prairie provinces and some mountain caves. Rivers are being surveyed for their potential as wilderness routes.

Possibilities for historic land trails are Indian footpaths, including the Blackfoot Trail, and others established by Royal Canadian Mounted Police, early immigrants, fur traders and *coureurs des bois*, the hardy adventurers who travelled by land and water in Canada's early days.

The historic Klondike Trail is being resurrected. This passes through Alaska, British Columbia and the Yukon: it was the route followed by thousands of gold-greedy seekers after fortunes struggling to reach the fabled riches of the Yukon in the gold rush of 80 years ago immortalized by poet Robert W. Service.

Leisure-oriented travel is one of the government's aims. It sees not only a chance to bring the sightseeing motorist in contact with routes long bypassed by main roads, but to introduce a new prosperity to neglected communities. This, the government hopes, will inject a new community spirit.

"These routes would provide access to

*A tree stands against the wind in Jasper National Park, one of 29 spread across Canada.*





nature trails, picnic sites, historic sites and buildings and wherever possible, to national and provincial parks . . . We are developing on the map of Canada new perspectives of our natural and human heritage . . . along the routes of history and to the special places which are so much a part of our inheritance."

### Quality of life . . . intangibles

Canadian officials feel that the program is in key with the mood of the Canadian people today. "Canadians no longer have a singleminded concern with economic development," an official statement said. "They are concerned with the quality of life, with intangibles not measured in purely concrete terms.

"They have a heritage which they seek to preserve, to understand and to experience."

In addition to parks, there are 42 developed National Historic Sites spanning 5,600 miles from Dawson City in the Yukon to St. Johns, Que. Four centuries of Canadian history are symbolized in the sites.

The fortress of Louisburg in Nova Scotia, famed in Canadian annals, is being restored at a cost already exceeding \$5,000,000. And negotiations are nearly complete to commemorate the only known Viking settlement in North America, at L'Anse-aux-Meadows, Newfoundland.

Preservation of Canada's national heritage is being fostered through Heritage Canada, an independent organization supported by a national trust funded initially by a \$12 million government endowment, supported later by private industry. The organization will acquire buildings and areas of historic or natural value through purchase, bequest or donation.

Under a 10-year program announced in June 1970, a coast-to-coast survey is being undertaken of Canada's old buildings. For the first time, data collected are being recorded on computers.

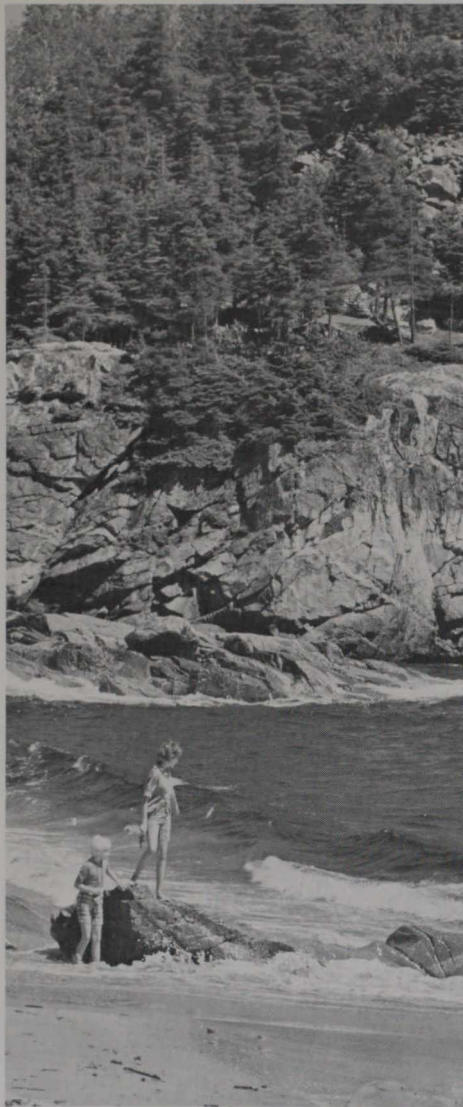
### The parks in brief

The national parks stretch from sea to sea. In the extreme west, on Vancouver Island, stands **Pacific Rim** park. At the other extremity, on the east coast of Newfoundland, is **Terra Nova** park.

Development is still going on at Pacific Rim, a 60-square-mile area including a remarkable beach, 95 islands and a 45-mile stretch of coastline. Terra Nova by contrast has a rugged coast broken by eye-catching inlets, boreal forests of spruce trees and bogs, with icebergs off shore. Area: 153 square miles.

Canada's largest national park, **Wood Buffalo**, straddles Alberta and the Northwest Territories. There are 17,300 square miles of forest and plain, including the home grounds of the largest remaining herd of bison in North America. Here is also the only known nesting ground of the rare whooping crane.

Also in the Northwest Territories is **Nahanni National Park**, covering 1,840



Scenics - A campsite in Highlands National Park, Cape Breton, Nova Scotia.

square miles. This includes the South Nahanni river, the most spectacular wild river in Canada; Virginia Falls, twice the height of Niagara Falls; three major canyons as deep as 4,000 feet; and numerous caves and sulphur hot springs.

(The BBC in March showed an hour-long television film shot during a trip that included a boat passage along the South Nahanni. Prime Minister Trudeau, accompanied by a few journalists and RCMP guides, made an uneventful journey by boat down the Nahanni in 1970).

High on the northwest shoulder of Canada is **Kluane Park**, covering an area of 8,500 square miles in the Yukon. Notable features include Mount Logan, at 19,850 feet Canada's highest peak, and glaciers among the world's largest outside polar regions.

Smallest of the parks, with a land area of 594 acres, is **St. Lawrence Islands** in the river of that name between Kingston and Brockville, Ontario. It consists of 17 islands and 80 inlets.

In British Columbia, apart from Pacific Rim, the parks are **Kootenay**, 543 square miles, a spectacular area in the Rocky Mountains with glaciers, canyons, valleys,

alpine lake and hot springs; **Mount Revelstoke**, 100 square miles, a rolling mountain-top plateau in Selkirk Mountains; **Yoho**, 507 square miles, west slope of Rockies with lofty peaks, glaciers and waterfalls and lakes; **Glacier**, 521 square miles, a rugged alpine region with more than 100 glaciers, rushing streams and avalanche slopes.

Alberta has **Banff**, with an area of 2,564 square miles, Canada's oldest national park with ice-capped peaks, valleys, glaciers and lakes; **Waterton Lakes**, 203 square miles, colorful mountain park with picture postcard lakes, mountains and grasslands; **Elk Island**, 75 square miles, with aspen and spruce forests set over flat farmlands; and **Jasper**, one of North America's largest parks with 4,200 square miles, possessing icefields, beautiful lakes, soaring peaks and steaming hot springs.

Saskatchewan's national park is **Prince Albert**, a heavily-forested area of 1,496 miles dotted with lakes and streams. Manitoba also has one park, called **Riding Mountain**, covering 1,148 square miles on the Manitoba escarpment and containing forests, lakes and grasslands.

As well as having Canada's smallest national park, **St. Lawrence Islands**, Ontario also is the home of:

**Point Pelee**. Area six square miles. A bird watchers' paradise beneath two migration "flyways." Fourteen miles of beach and unusual forest. One of the few remaining freshwater marshes in North America, and a small remnant of North American deciduous forest.

**Pukaskwa**. 725-square mile wilderness on north shore of Lake Superior. Abounds in wildlife.

**Georgian Bay Islands**. Six square miles in land area. Forty-two densely wooded islands with unusual geological formations, including Flowerpot Island, so named for vertical pillars of rocks eroded by the action of waves.

Quebec's national parks are **Forillon**; Area 90 square miles. Lies on scenic tip of Gaspé Peninsula in St. Lawrence, and **La Mauricie**: 210 square miles in the Laurentian Mountains. More than 50 Lakes.

In New Brunswick are **Kouchibouguac**: 90 square miles. Noted for sweep of offshore sandbars; and **Fundy**, 80 square miles. Rugged shorelines, steep cliffs and world's highest tides.

Nova Scotia's two parks are **Kejimikujik**: 145 square miles. Numerous lakes and islands; and **Cape Breton Highlands**: 367 square miles. Rugged coast, wooded hills and variety of wildlife.

In Prince Edward Island is the national park of the same name: seven square miles. Coastal strip of sand dunes, cliffs, marshes and beaches stretching 25 miles along gulf of St. Lawrence.

Newfoundland's other park is **Gros Morne**: 700 square miles. Mountains, fjord-like lakes and forests.



# Canadian Parliament begins in London

A study of Canada's Parliament might well begin in London. For Canada, in its evolution from British colony to independent nation, has produced a look-alike daughter of the Mother of Parliaments. The resemblance applies even to the legislatures of Canada's 10 provinces: on a visit to Halifax in 1842, Charles Dickens watched a session of the Nova Scotia legislature and felt, he said, as though he were watching his own Westminster in action.

The similarities that struck Dickens in Halifax can also be found in Ottawa. First of all in architecture: the Palace of Westminster in London, with its Gothic-style buildings, reminds many Canadian visitors of the neo-gothic structure on Ottawa's Parliament Hill. Inside, they would find that Ottawa has to a large extent modelled its procedures, traditions and rituals also on London.

As Canadian writer Wilfrid Eggleston notes in his book, *The Queen's Choice*, the very term House of Commons was taken over from Westminster and is "so rich in connotative associations that any change is inconceivable."

Even the debating chamber is physically much the same in the two cities. Both are rectangular, with government facing opposition across an open space, the Speaker sitting in dignity at one end of the chamber, with the historic Mace on a nearby table. The Speaker's Chair is an exact model of the one that, at Westminster, was destroyed in the bombing of the British Parliament in 1941.

Incorporated in the chair are portions of old oak from Lord Nelson's flagship, Victory, and from the hammer-beam roof of Westminster Hall, the lofty structure built in 1397 that is part of the complex of parliamentary buildings at Westminster. It was from the Speaker's Chair in the London chamber that the historic motion of March 1867 originated creating the British North America Act, which brought the Dominion of Canada into being.

There is thus justification for adapting to the evolution of Canada's Parliament a phrase used by British jurist Lord Sankey. He called the constitution of Canada a living tree whose roots, transplanted from the United Kingdom, are now nourished on Canadian soil.

## More elbow room

There are minor differences of detail between the two Parliaments. Canadian members have more elbow room. There are



The Parliament Buildings - Ottawa.

fewer members - 264 compared with 630 in London - and more floor space at 72 feet by 54 feet compared with 68 by 45½ feet for the British Commons.

In Ottawa, parliamentarians sit on chairs at separate desks, arranged in pairs. Each MP has his own regular desk. British lawmakers sit or crouch, often huddled together, on ascending rows of leather benches. On budget days and other big occasions, it's a case of standing-room-only for the British MPs. There are not enough places for all, no matter how tightly packed, and occasionally even ministers have to stand in the gangways or at either end of the chamber. The British like things cosy: the late Sir Winston Churchill, embodiment of eternal England and tenacious defender of its parliamentary institutions, said the close confines made for greater intimacy of debate.

As in London, so in Ottawa in many parliamentary spheres. At the opening of a session, in both Parliaments, there is the

same traditional ceremony of the Gentleman Usher of the Black Rod, making his appearance in the Commons after three knocks on the doors of the chamber to summon members to hear the Crown's representative deliver the Speech from the Throne, as the Queen's Speech is called in Canada. And on ordinary working days, in both places, the Speaker enters the Commons with the Sergeant-at-Arms before him carrying the Mace, the ancient symbol of power.

Another example of Canada's debt to Britain, the Mace - a goldplated war club - was adopted by Canadian legislatures as early as 1845. It was in its appointed place in November 1867 when the first Parliament of Canada convened in Ottawa.

An observant visitor might note one amusing difference relating to Mr. Speaker. The Canadian "Orateur," as the French-Canadians call him, is bareheaded; the British Speaker clings to his wig, as befits a Parliament that was in being centuries

before the first settlers reached Canada from Britain and France.

## Canada's experts

Today, in citing precedents, Canadian parliamentarians may invoke two noted British authorities, May or Campion. But there are more frequent references to such Canadian authorities as Arthur Beauséne and John Bourinot, former Clerks of the Commons in Ottawa.

British North America Act which stipulated that Canada was to have "a constitution similar in principle to that of the United Kingdom."

There was one notable difference in the constitutional setup. The United Kingdom is a unitary state in which the component local authorities are governed under legislation passed at Westminster. Before 1867, it appeared for a time that Canada might follow suit. This was because Ontario, one of the most influential provinces, favoured a unitary state, or what was then called a legislative union.

But it was soon clear that the Maritime provinces, and French-speaking Quebec, were opposed to giving blanket legislative jurisdiction to a central power. This left as the only practical solution the forging of a federal system, reserving to provincial legislatures law-making rights on questions of mainly local concern. As a result, a section of the British North America Act gave the provinces authority over administration of justice, municipal institutions, maintenance of prisons, hospitals, asylums and charitable institutions, among other things. The provinces were also empowered to impose their own direct taxes for provincial purposes and to look after education, subject to certain safeguards for Roman Catholic and Protestant minorities.

In legal theory, Canada's Parliament is a triumvirate composed of Monarchy, Senate and the House of Commons. Each Act of Parliament formally opens with the words: "Her Majesty, by and with the consent of the Senate and the House of Commons of Canada."

The Commons, in Canada, is a body elected by secret ballot from 262 electoral districts, two of them dual constituencies. Built of oak and limestone, the Commons Chamber is sometimes called the Green Chamber. The 102-seat Canadian Senate, corresponding to the House of Lords in Britain but regarded as having perhaps

slightly more power, has desks of black walnut in a magnificent setting of crimson and gold. The paintings on the walls are from a collection presented by the late Lord Beaverbrook, the Canadian-born British newspaper publisher, after the First World War.

Sir John A. Macdonald, Canada's first Prime Minister, called the Senate a "sober second thought" for legislation.

## Crown's role

The Monarch's powers are carried out in Canada by the sovereign's representative, the Governor-General. The powers are exercised on advice of Canadian ministers and appointments to the Governor-General's office, though nominally made by the sovereign, are always in accord with the Canadian government's wishes. Members of the Senate, too, are appointed by the Governor General - but always on the nomination of the Prime Minister.

The Crown no longer has more than a formal, traditional voice in Canadian legislation - as in Britain, the real political power has long reposed in the cabinet and the House of Commons. The Governor-General's theoretical right to withhold assent to legislation passed by the Canadian Parliament or to have it reserved "for the signification of the Royal Pleasure" has not been used for 50 years. But the symbolic ceremony of granting Royal Assent for each piece of legislation is still held regularly in the Senate chamber as part of the Canadian parliamentary process.

The person holding the office of Governor-General, once always chosen from British society, is now just as inevitably a respected Canadian citizen. The first Canadian to be appointed Governor-General was Mr. Vincent Massey, a former Canadian High Commissioner to Britain. He was appointed in February 1952.

The Canadian Parliament, like Britain's, has a legal life of five years but the habit

Parliament apart, Britain's influence as mother country has made itself strongly felt on the Canadian constitution.

In the words of E. Russell Hopkins, Law Clerk of the Canadian Senate, both the written and unwritten parts of Canada's constitution bear the unmistakable imprint of British ancestry. Constitutional conventions and traditions established in Britain over many centuries, and enjoyed by Canadian provinces even before Confederation in 1867, were made part of Canada's heritage by the preamble of the

## Right

Queen Elizabeth will stay in Rideau Hall, Government House, Ottawa, from 31 July until 4 August during the opening days of the first Commonwealth Heads of Government conference ever held in Canada.





is to hold a general election every four years, unless a government is defeated in the Commons, thereby precipitating an election earlier. When a Prime Minister decides to call a general election, it is done through the traditional formality of recommending dissolution of the existing Parliament to the Governor-General. Since the 1920s, no Governor-General has declined to follow the advice of the Prime Minister in this matter.

### Evolution goes on

Canadian Confederation has not ceased its evolution. The British Parliament passed the BNA Act in 1867 at the request of three separate colonies, Canada, Nova Scotia, and New Brunswick. The act "federally united" the three to form "one Dominion under the name of Canada." The pre-Confederation province of Canada became the provinces of Ontario and Quebec. The Parliament of Canada provided for the gradual expansion of the new country, accepting new provinces into the union beginning with Manitoba in 1870. The latest to enter was Newfoundland in 1949.

Not everything about the Canadian Parliament is precisely similar to Westminster. The Question Period is perhaps the most notable difference, being more open to exploitation by the Opposition and less formalized in Ottawa than in London. Written questions are usually employed to ask for detailed or technical information. But oral questions may be directed at ministers with or without notice, provided that they meet the main requirements of relevancy and urgency, as the Speaker interprets the rules. It is recognized on both sides of the House that the oral question period is a prime opportunity for the Opposition to ask questions which could potentially embarrass the government. A minister may "take as notice" any oral question directed to him without prior warning, but it is an important test of his mettle to be prepared to handle any spontaneous question with ready factual information or graceful evasion on a moment's notice.

Until relatively recently, most of the legislative work in the Canadian Commons was done by the House sitting as a Committee of the Whole. But for the past four or five years especially, the trend has been in the opposite direction, to have most of the detailed legislative study carried on in House committees. The House handles the legislation through the stage of approval

in principle; then it is sent to the appropriate one of the 18 Standing Committees.

Political scientists have observed that this seems to result in less partisan debate and more attention to genuine improvements in legislation, the principle already having been decided upon in the Commons. All committee hearings are held in public and verbatim records of their deliberations are made. It is argued by some Canadian observers that this can contribute to a wider participation in the democratic process by interested citizens. In theory at least, anyone with an interest in a particular item of legislation can present his views before the committee examining the legislation.

### Wider participation

Another fairly recent new direction in the evolution of Canada's parliamentary system has been for Commons committees to make pre-legislative investigations of issues, to test policy proposals against public opinion before they become law. In this way, the committees can play a role at both the priority-setting and formulation stages of the policy process. Studies of this nature are also made by committees of the Senate and, in some cases, by joint committees of the Commons and Senate.

A committee carrying out such an assignment may travel across Canada hearing briefs and other comments on the issue under study. The information gathered in this way can then be an important part of the input in cabinet decisions, both on legislative priorities and the design of legislative proposals. This use of parliamentary committees is also seen as a promising way of stimulating wider public participation in the legislative process.

Another difference between Canada's Parliament and Westminster is the bilingual nature of the Ottawa institution. Because Quebec was considered vital to the union from the beginning, French and English have been the official languages of the Canadian Parliament since its creation. During the last couple of decades, the place of the French language in Canada's Parliament has been strengthened in several ways. A system of simultaneous translation is now used in both the Commons and the Senate for members and visitors to the public galleries. All documents used in Parliament are printed in both languages, and members may, of course, speak in either language in debates or question period or any other activities in Parliament.

It is an interesting footnote to parliamentary history to recall that the legislature of New France, as Quebec was known then, provided probably the first-ever French experience with parliamentary democracy. The Quebec legislature, modelled after Westminster, was established in 1792, giving the French Canadians their first experience with this system of government. In France they had known only the French-style absolute monarchy. ♦

### Impressions of Ottawa abound

As a capital city, Ottawa has commanded more affection for its cosiness and compactness than for rivalling the sophisticated attractions of such world centres as London or Paris. Its attractive site has been acknowledged and its surrounding countryside praised, but until recent years the city has been regarded as dull, small-town, provincial.

One famous Prime Minister, Sir Wilfrid Laurier, though he came to see Ottawa as "the Washington of the North," wrote in 1884 that Ottawa "is not a handsome city and does not appear to be destined to become one either."

Another well-known Premier, W. L. Mackenzie King, said of his first impressions in 1900: "The first glimpse was gloomy enough . . . the business part of the town is small and like that of a provincial town . . . Ottawa is not a pretty place save about the Parliament Buildings."

In contrast, Canadian author and poet Archibald Lampman found Ottawa a "most picturesque and wholesome foundation for the dwelling of men" and felt there was something about its atmosphere that reminded him of Italy's Florence — "an intellectual elixir, an oxygenic essence thrown off by immeasurable tracts of pine-clad mountain and crystal lake."

Another Canadian writer, Bruce Hutchison, looked upon the Peace Tower of the Parliament Building and said that in it had been grasped and materialised the "beauty of Canada, the vastness of its land, its loneliness, its youth and its hope."

Former British diplomat Malcolm MacDonald spent much of the Second World War in Ottawa as British High Commissioner. His official residence, Earnscliffe, overlooked the Ottawa River, and he delighted in rising early to paddle across the waters in summer, resorting to skis or snowshoes in winter. He wrote a book, *The Birds of Brewery Creek*, detailing some of the 170-odd species of birds found in the area.

MacDonald was a lover of bird life, and he found it charming that so close to Parliament the love life of spotted sandpipers was being enacted, warblers and finches held their own social gatherings while diplomats chatted at cocktail parties, and the sound of parliamentary debating was paralleled by the querulous scream of the yellow-bellied sapsucker. ♦



After a visit to Ottawa in 1861, the British novelist Anthony Trollope gave glowing approval to the site chosen four years earlier by Queen Victoria as Canada's seat of government.

"I know," he wrote, "of no site so happy as regards beauty and grandeur."

"I take it upon myself to say that for purity of art and manliness of conception, the work is entitled to the highest praise."

Trollope's testimonial, extolling the "truthful nobility of detail" of Ottawa's Parliament building, would be widely echoed today.

For the imposing cluster of neo-Gothic buildings, set on limestone cliffs high above the Ottawa river, over which in early days Algonquin Indians glided with their birch-bark canoes, is the true centrepiece of Canada's capital city, the core and symbol of Canadian unity.

And Ottawa itself, apart from its physical attractiveness, with its many amenities and outdoor sporting facilities within easy reach, is growing fast, spreading out to join with its sister community Hull across the river in a wider capital area.

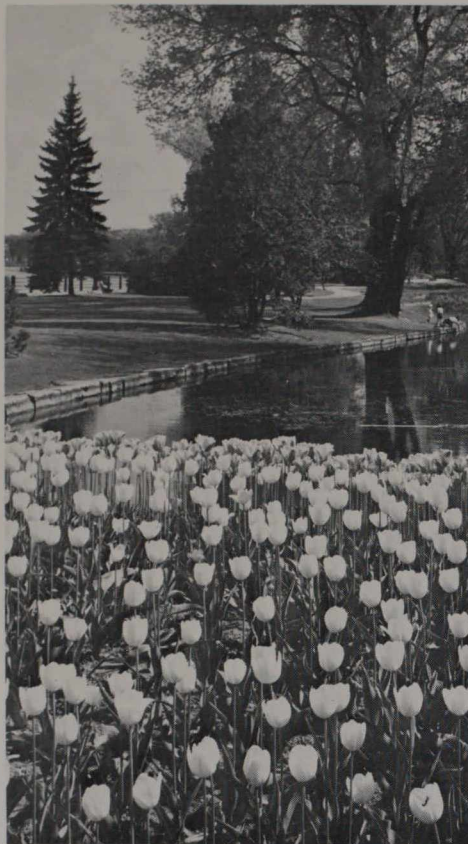
In its beginnings, Ottawa was a sawmill centre and valley market town, a place of lumber barons, merchants and farmers including many veterans of the Napoleonic wars. Here the explorer Samuel de Champlain had paused on his way west in 1613, here war parties of Iroquois gathered and fur traders passed by.

Here settlement began in the early 19th century. The community that became Ottawa was first called Bytown, a corruption of Colonel By's Town. Generally regarded as the founder of the city, Colonel By came from Frant near Tunbridge Wells; he was a member of the Royal Engineers posted to build the Rideau Canal which was opened in 1832 between Lake Ontario and the Ottawa River.

### An Indian name

Ottawa is the anglicised form of Outaouac or Outaouais, an Indian tribe which did a thriving fur trade with the French in the 17th century, carrying the skins over the river that bears their name. Parliament Hill today overlooks a network of waterways which the Indians called a grand "meeting place of the waters" — the Ottawa, Gatineau and the Rideau.

"Colonel By's Town" was not an easy choice as capital. In a vast country of nearly 4,000,000 square miles, extending



### Urban Profile: OTTAWA

# Canadian capital area has many amenities

3,223 miles from east to west, the question of siting a permanent capital was a burning issue for two decades, then in 1857 Queen Victoria in England, after considering the claims of Montreal, Quebec, Kingston and Toronto, chose Ottawa. She acted on the advice of her Governor-General, Sir Edmund Head, who recommended in a memorandum that he believed the "least objectionable" place was Ottawa.

Even then, the question was not settled. Further argument raged in the Canadian legislature before the Queen's decision was confirmed and plans made for the building on Parliament Hill that excited Trollope's admiration.

With a population today of 602,510, the Ottawa-Hull area is still growing as Canada is and striving to acquire the stature of a world capital.

Douglas H. Fullerton, chairman of Canada's National Capital Commission charged with developing amenities worthy of a national capital, has noted that some visitors in the past have been struck by the disparity between the two sides of the Ottawa river, between Hull in Quebec on the

north side and Ottawa in Ontario on the south.

"We must never again be placed in a position where a French Canadian or any other Canadian can come to the National Capital and feel like a stranger in a foreign country", he said.

Ottawa, he added, must be a national capital for French Canadians, for English Canadians and for all Canadians. The population of the national capital region, he added, exactly reflects the population of Canada, with Anglo-Saxon, French Canadians and people of other ethnic groups present in the same proportions as the population as a whole.

"I feel that the battle of Canada is really being fought in the National Capital," said Mr. Fullerton. "If we do not succeed in building a truly National Capital, we will fail in building a Canada."

### Scenery everywhere

The Ottawa-Hull area has many living amenities to offer its residents, some of them the work of the Commission and others the work of nature. There are miles of scenic driveways along the Rideau canal and the rivers that come together in Ottawa near the official residence of Canadian Prime ministers, 24 Sussex Drive. There are many acres of neatly-cultivated parks within the twin cities themselves and hundreds of acres more in the Gatineau Hills to the north. In the countryside around the national capital area there are hundreds of clear-water lakes for swimming, fishing and canoeing. The Ottawa River is wide enough above the city for sailing races on summer weekends.

In winter several miles of Rideau canal ice surface are kept clear for open-air skating, a pastime the residents have begun to take up in the hundreds. The Gatineau Hills provide miles of ski trails within a half-hour drive. In summer the area has the most ambitious system of bicycle paths in the country. Begun in May 1971 the bicycle paths now wind through nearly 30 miles of city and countryside, all within easy reach of major residential areas.

For the sports-minded, the Ottawa Civic Centre, a \$10 million recreational complex, was built in the heart of the Capital in 1967. It includes a 27,000-seat stadium, home of Ottawa Rough Riders in the Canadian (Rugby) Football League, and an ice hockey arena. The other sports in the Centre are occasionally interrupted for the "sport" of politics when political parties hold conventions there.



# Canada's Sea Law Interests

Probably no country is more interested in the outcome of the third United Nations Conference on the Law of the Sea, scheduled for April 1974, than Canada.

The conference will present perhaps the most important stage thus far in an evolutionary process of developing international environmental law that had its beginnings at the first UN Conference on the Law of the Sea in 1958. The process moved a further step at the second conference in 1960. But although the third conference won't be held until next year, this does not mean the process has been in suspension since 1960. Not at all.

"The (third) Law of the Sea Conference has, in a sense, already begun," the Canadian delegate, Mr. J. A. Beesley, said last November during a session of the UN First Committee in New York on the subject of the law of the sea. He went on to explain.

"We have embarked upon a major restructuring of the Law of the Sea, not a mere codification exercise as was in large part the case in 1958. As a consequence, our task is more complex – the situation more fluid – and it is less easy to determine the precise extent of the progress on any single issue.

## Evidence of new trends

"A further complicating factor is that much of the substantive negotiations go on outside the Seabed Committee. I refer, for example, to the results of the Stockholm Environmental Conference, the Afro-Asian Consultative Committee meeting of last year, the Santo Domingo Conference of Caribbean States, the African States' Regional Seminar in Yaounde, the recently concluded London Conference on Ocean Dumping, and the preparatory meetings for the Inter-governmental Maritime Organisation Pollution Conference, as well as to the many proposals on specific issues advanced in many different fora, be they governmental or private.

"Taking all these developments into account it is clear that, while we do not have existing draft articles on all of the issues before us, nor even generally agreed draft articles on any single problem area, we do have clear evidence of developing trends on particular issues which provide us with what a number of delegations have termed a 'blueprint' for the future structure of the Law of the Sea."

## What are these trends?

In the view of the Canadian Delegation, the general willingness of states to reconsider their rights and obligations as they are affected by both new and traditional uses of the seas is the major development in the field of international law over recent years. Only developments in the law of outer space and of the environment can come close to ranking in importance with this trend.

The Law of the Sea has for centuries reflected the common interest in freedom of navigation. Only in the past two decades has it begin to reflect the common interest in the resources of the seabed, in conserving the living resources of the sea, and in the preservation of the marine environment itself. Only in the past few years have the nations begun to think of an international regime for the area of the seabed beyond national jurisdiction.

The law is, however, beginning to change. It has already been altered by state practice and it will be transformed further by any successful Law of the Sea Conference. No more radical nor more constructive concept can be found in international law than the principle of the "common heritage of mankind". Only in the field of outer space law can an analogous example be found of a common commitment to the negation of sovereignty in the common interest.

Only in the field of environmental law on such issues as the duty not to create environmental damage and the responsibility for such damage can examples be found of concepts having at once such

serious and yet encouraging implications for the development of a world order based on the rule of law.

Canada's general attitude toward the evolution of the Law of the Sea was spelled out during debate on Resolution 2750, adopted at the UN General Assembly's 25th session in 1970. The resolution comprised the UN decision to hold a third sea law conference. It was agreed in the resolution that among the subjects to be included on the third conference agenda were:

"The establishment of an equitable international regime – including an international machinery – for the area and the resources of the seabed and the ocean floor, and the subsoil thereof beyond the limits of national jurisdiction, a precise definition of the area, and a broad range of related issues including those concerning the regimes of the high seas, the continental shelf, the territorial sea (including the question of its breadth and the question of international straits) and contiguous zone, fishing and conservation of the living resources of the high seas (including the question of the preferential rights of coastal States), the preservation of the marine environment (including, inter alia, the prevention of pollution) and scientific research."

## Three issue limits

The decision was arrived at after many weeks of negotiation, with some countries arguing that all that was needed was a conference limited to three issues: breadth of



the territorial sea, passage through straits and coastal fishing rights. Others, including, in particular, Canada, argued that any approach to redeveloping the Law of the Sea must be comprehensive and must deal with the whole range of issues left unresolved or resolved imperfectly at the first conferences. The Canadian delegation played an active part in the negotiations and in fact chaired the final rounds of negotiations that reached agreement. As a consequence, it was the Canadian delegation that introduced the "compromise" resolution into the UN and read into the record a number of "understandings" relating to the decision.

Why Canada is continuing to take such an active interest in resolving the various contentious issues of the Law of the Sea and of the environment can be deduced in part simply by looking at a map of Canada.

### The key factors

Canada is obviously a coastal state. It has either the longest or the second-longest (next to the Soviet Union's) coastline in the world. That is one fact determining Canada's approach to any attempt to resolve Law of the Sea issues. A second fact is that Canada is not a major maritime power with an extensive shipping fleet, unlike many other Western states. A third important fact is that Canada is a coastal fishing nation interested in preserving the living resources in the waters adjacent to its coasts rather than a distant-water fishing nation.

These facts tend to group Canada with other coastal states, including, in particular, those of Latin America; but Canada is also one of the major trading nations of the world. As such Canada is interested as much as any state in maintaining freedom of commercial navigation.

Yet another factor influencing the Canadian position is that Canada has a huge continental shelf comprising an area amounting to almost 40 per cent of its land-mass. It is considered to be the second-largest continental shelf in the world, exceeded only by that of the U.S.S.R., and is said to comprise approximately two million square miles. Moreover Canada's continental shelf, like that of Argentina, is deeply glaciated, with the consequence that it extends to great depths at considerable distances off Canada's coast in the north and off its east coast, so that simple distance or depth formulas for defining the

outer limits of the continental shelf have little relevance to the Canadian situation.

Thus, not surprisingly, Canada continues to support the "exploitability test" laid down in the 1958 Geneva Convention, defining the outer edge of the continental shelf in terms of the limits of exploitability and the recent decision of the International Courts of Justice in the North Sea continental shelf case. This decision affirmed that the continental shelf was not some artificial, highly theoretical or abstract concept but the actual physical extension seaward of the submerged land-mass.

One of the most encouraging trends in the process of progressive development of international law is the increasing evidence that, for the first time in 300 years, large numbers of flag states on the one hand, and coastal states on the other, are prepared to accept limitations upon their pre-existing rights – and the corresponding duties. This is coupled with the recognition of a need to work out accommodations between their respective interests and those of the international community as a whole.

While there are those who lament the death of the traditional unrestricted freedoms of the high seas, there are more who rejoice that the traditional concept of freedom of the high seas can no longer be interpreted as a freedom to over-fish, a licence to pollute, a legal pretext for unilateral appropriation of seabed resources beyond national jurisdiction. No one has suggested an end to freedom of navigation on the high seas. No one has suggested an end to an innocent passage through international straits. No one has suggested an end to flag state jurisdiction. But no one can any longer seriously argue that these traditional rights can remain unrestricted by law and divorced from corresponding duties.

### No longer an arbitrary division

The emerging doctrines of international sea law illustrate clearly that ocean space will no longer be divided in an arbitrary fashion between two distinct zones, one under national sovereignty, the other belonging to no one. No longer will the Law of the Sea be based solely on conflicting rights. No longer will the high seas be subject only to the roving jurisdiction of flag states. The concept of management of ocean space reflected in the decisions at Stockholm, in the proposals in the Seabed Committee, and the Convention drafted at the London Ocean Dumping Conference

are a clear indication of the direction of the future Law of the Sea.

### One global settlement

The Third Law of the Sea Conference can build upon precedents already established in previous conferences. The challenge now is to harmonize all of these developments in one global settlement.

Canada considers, Mr. Beesley told the UN Second Committee last November, that the concept of "economic zone" is the keystone to any overall accommodation on the Law of the Sea. Differences of view may exist concerning the precise nature and extent of jurisdiction to be asserted. But it is evident that there can be no solution which is not based on the "economic zone" approach. This presupposes a willingness on the part of major maritime powers to acquiesce in new forms of jurisdiction by coastal states embodying both rights and obligations, elaborated in treaty form, and subject to third-party adjudication concerning the application of these rights and obligations.

The concepts that Canada has been suggesting are "delegation of powers" by the international community to coastal states and the acceptance of the duties of "custodianship" by coastal states in the interests of the international community as a whole.

The Stockholm Environmental Conference affirmed the principle, for example, that no state has the right to damage the environment of other states nor the area beyond national jurisdiction. The London Ocean Dumping Conference translated this principle into binding treaty law.

The London Conference even translated into treaty form the controversial principle on the duty to consult, on which it had proven impossible to reach agreement at the Stockholm Conference. Article 5 of the London Convention makes clear that states wishing to avail themselves of the right to dump noxious wastes in an emergency situation must consult both with the proposed organization and with states likely to be affected by such action.

Similarly, the Stockholm principle on the duty of states to develop procedures for the determination of liability and compensation for such damage is translated into binding treaty form in the London Convention.



# The Arts

size of the multi-theatre building and even the shape of the concrete structure were also criticized. It wasn't completed in time for 1967. And the final cost was \$46 million (about £18 million).

Since its official opening in June 1969, however, the National Arts Centre has proven itself such a success with Canadians that today the politicians on Parliament Hill, just across Confederation Square, subsidize its activities with scarcely a whisper of objection. Earlier this year when the federal government announced it was increasing its grant for the performing arts at the centre by 20 per cent, no objection was raised in Parliament.

## The complete theatre complex

The most heavily subsidized arts centre in Canada, the National was granted

## Canada's Theatre Flourishes



Canada's National Arts Centre on the banks of the Rideau Canal in Ottawa.

The theatre is alive and well and flourishing in Canada, often with help from British talent. Not flourishing with profits necessarily (more often that side of the business is subsidized by government), but flourishing with activity and even audiences.

The success-story of the decade seems to be the National Arts Centre in Ottawa. But there are others. For instance, the Citadel Theatre in Edmonton, where British actor-director John Neville recently became artistic director. And there was the rave-review performance of Siobhan McKenna at Toronto's Irish Arts Theatre during the past winter season, to mention another.

The National Arts Centre began as one of hundreds of projects intended to celebrate Canada's centennial in 1967. It soon became something of a political football. The cost kept escalating. There was controversy over its location, beside the Rideau Canal and bordering Confederation Square, in the centre of the national Capital. Some wanted it built in a more outlying area, for easier auto access. The

\$4.2 million in public funds for the current fiscal year, toward a total spending budget of \$8.8 million. What are Canadians getting for their money? From attendance at the centre, the answer seems to be "quite a bit."

There are an opera house, a theatre and an experimental studio-theatre in the centre complex, along with two restaurants, an underground parking garage and shops selling books, records, art and gifts.

The centre presents its own productions. But it also provides stages from which companies from other parts of Canada can offer their theatrical wares. By now virtually every company of standing across the country has made an appearance at the National, nearly always to substantial audiences. During a recent 12-month period, there were more than 700 performances in the centre. At least two of its three halls had something happening on stage every night of the year except Sundays. Seat sales in the theatre averaged 80 per cent.

But perhaps the most successful element in the centre's variety of activities is its

orchestra, under the direction of Mario Bernardi. He was music director of Sadler's Wells until he left in 1969 to direct the new orchestra formed for the Ottawa centre. Performances of the orchestra produced seat sales of 90 per cent over the 12 months already referred to. Further evidence of the quality of the Bernardi product can be gleaned from the pages of the *New York Times*. Of the orchestra's New York debut in February 1972, the *Times* wrote that it was "really first class."

This year Bernardi has put the orchestra to the test in a tour of five European countries during which it is giving 18 concerts. It opened the Bath Festival on May 25 and was playing at Queen Elizabeth Hall in London June 1 in the presence of Princess Alexandra and Mrs. Margaret Trudeau, wife of the Canadian Prime Minister. Back in Canada before departing on the tour, which included Moscow, Warsaw and the Versailles Festival, the orchestra had played in 35 cities and towns, from St. John's in Newfoundland in the east to Vancouver in British Columbia in the west.

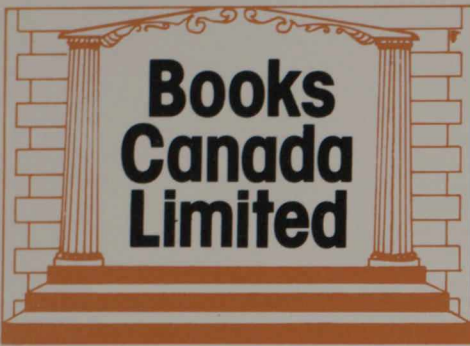
## Stratford Festival Theatre

A summer focal point in Canadian theatre is the Festival Theatre at Stratford, Ontario. The season opening June 4 features three plays by Shakespeare — *The Taming of the Shrew*, *Othello*, and *Pericles* — and Oliver Goldsmith's 18th-century comedy *She Stoops to Conquer*. But there seems to be no single season for Canadian theatre in its current lively condition, provided a person is willing to travel. Toronto is one of the liveliest theatre centres in Canada, particularly as a launching place for Canadian playwrights and avant-garde material. But smaller cities provide a string of theatres extending from the Neptune in Halifax, Nova Scotia, to the Greystone in Saskatoon, Saskatchewan. And there is, of course, a variety of work being produced in the French language in Montreal theatres.

Fairly typical of the theatres in smaller Canadian cities is the Citadel in Edmonton, now under the direction of John Neville. He went to Canada in October 1972 to direct *The Rivals* at the National Arts Centre, and hasn't been able to get away since. For six years artistic director of the New Nottingham Playhouse, Neville has seldom been busier. In addition to keeping productions rolling in Edmonton, he has been engaged to direct his first opera, Mozart's *Don Giovanni*, at the Ottawa centre in June and July, with Bernardi conducting. He will also appear in a production of Shaw's play *Mrs. Warren's Profession*.

The impact of British artists in Canadian theatre is, obviously, considerable, both as new residents in the country and as visitors. To go back to Siobhan McKenna, she did a solo performance at Toronto's Irish Arts Theatre last winter that included the Molly Bloom monologue from *Ulysses*. A Toronto critic seeing her show for the fourth time called her one of the greatest actresses. "Her very presence on the stage makes one feel humble and grateful for being there." ♦





The Canadian publishing industry has launched a major initiative to sell more books in Britain.

An office for a company to be called Books Canada Ltd. was opened at 17 Cockspur Street, London, just off Trafalgar Square, in March; by October the Managing Director, Mr. Sam Stewart, plans to have a bookshop ready for opening at 19 Cockspur Street, where virtually the entire Canadian publishing product with export potential will be on display.

Books Canada has been put together through joint efforts of the Canadian Government and the Canadian publishing industry. The Government in February 1972 offered \$500,000 (about £200,000) towards establishing a Canadian book centre in each of three markets – the United States, Britain and France. The idea was to stimulate Canadian publishers to get together and work out an export program with Government assistance – but a program which must be commercially viable and self-supporting.

Books Canada in London is one result. It is a consortium of 47 Canadian publishers which will promote, warehouse, distribute to British book stores, and sell directly from its own book store some 2,300 Canadian titles. A main effect will be to make Canadian books more easily obtainable in Britain than in the past.

Mr. Stewart says a canvas of opinion in the British book trade produced a belief that Canadian books have a market in Britain. But their sales have been hindered because they have not been actively promoted here before and were not stocked in Britain.

An arrangement has been made to have the Canadian books warehoused and distributed to retail outlets through the Book Centre Ltd. at Neasden. Virtually any publication produced in Canada can be ordered through the office at 17 Cockspur Street, London S.W.1. And of course when the retail store opens in October at 19 Cockspur Street, they can be purchased on the spot.

The Books Canada list includes textbooks for schools and universities and books for the general reader on subjects ranging from history and economics to geography, poetry and fiction. A catalogue of the titles can be obtained by writing the Books Canada London office. ♦

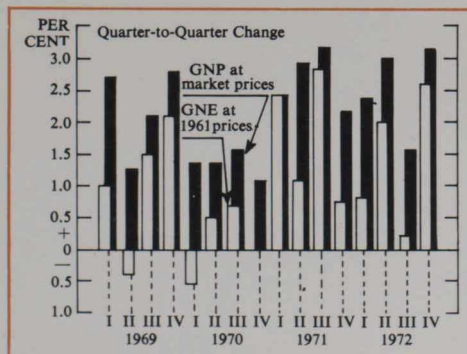
# Economic Digest

## Balance of payments

Canada recorded a current account deficit of \$584 million in 1972, Statistics Canada estimates. This was a downswing of almost \$1 billion from the 1971 surplus of about \$400 million. Almost all of the change resulted from a decline of over \$900 million in the merchandise trade surplus to \$1,386 million.

## Employment

For 1972 employment in Canada rose by 250,000 new jobs, an increase of 3.1 per cent from the previous year. At the same time the labor force increased by 260,000 or 3 per cent. As a result the unemployment rate for the year declined only marginally to 6.3 per cent from 6.4 per cent in 1971. The rate has continued to decline during the early months of 1972. Latest figures available were for March when the jobless rate had dropped to 5.5 per cent of the labor force from 5.9 in February. In numbers 608,000 persons were recorded as looking for work.



## Consumer Price Index

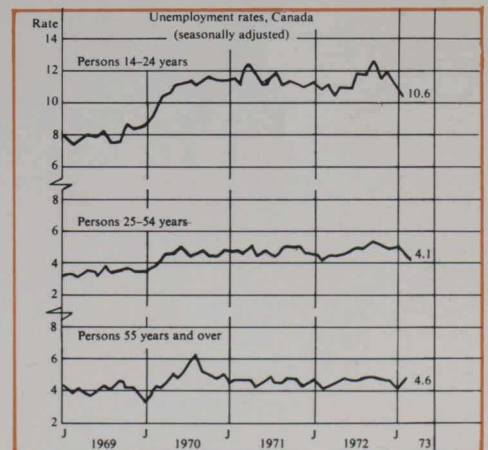
A jump in food prices of 2.6 per cent provided the main impetus for an increase in the Canadian consumer price index between March and April, Statistics Canada reports. The over-all rise in consumer prices was 1.1 per cent for the month and the index was 6.6 per cent above the level a year earlier. The index, based on 1961 prices equally 100, stood at 147.3 in April, up from 145.7 in March. Food prices had risen 12.9 per cent over the 12-month period and if the March-to-April rate were maintained, the annual rate of increase would be about 35 per cent. Housing prices were also slightly higher in April than in March and clothing prices, led by women's wear, also rose. The Minister of Consumer Affairs, Mr. Herb Gray, had earlier announced plans for a prices review board and a Commons committee was making a special study of rising food prices.

## Family Income

The average Canadian family, according to a study recently issued by Statistics Canada, had an income in 1969 of \$8,827 (about £3,500), assets worth \$20,747 (about £8,000) and debts of \$4,161 (about £1,600). Distribution of debts varied considerably. On average families with low incomes had few assets and few debts. Families with incomes in the top fifth of the scale collectively had two-fifths of all assets. Family assets, again on average, comprised 57 per cent investment in a freehold-owned home, 28 per cent financial investment in bank savings accounts and bonds or stocks, eight per cent in other real estate investments, five per cent in automobiles and two per cent in a second home for vacation purposes. Average assets varied from a low of \$11,245 in the Atlantic region to a high of \$22,369 in British Columbia. The Quebec average was \$12,720, Ontario \$21,165 and the Prairie region \$17,680.

## Gross National Product

The Minister of Finance, Mr. John Turner, estimated in his Economic Review in April that the Canadian economy will expand during 1973 at a real rate of 7 per cent, and that as a result the employment rate will increase by 300,000 new jobs. The Gross National Product during the first quarter of 1973 was running at a rate of \$102 billion annually.



## Bank Rate

The Bank of Canada announced May 11 that the Bank Rate was being increased by  $\frac{1}{2}$  per cent to  $5\frac{3}{4}$  per cent effective May 14. The Bank Rate was set at  $4\frac{3}{4}$  per cent on October 25, 1971, and first raised to  $5\frac{1}{4}$  per cent on April 9. In commenting on the change the Governor of the Bank of Canada, Mr. Gerald K. Bouey, stressed that monetary policy in Canada will continue to be expansionary. The Bank remains firmly committed to maintaining rates of monetary growth high enough to support a strong expansion of Canadian output and employment. Mr. Bouey said that the reasons for the increase in the Bank Rate relate to the recent substantial increases in short-term interest rates in the United States and overseas, and to the recent very rapid rates of bank credit expansion and monetary growth in Canada. ♦



## Cattle grading system

A new system of grading beef is bringing more lean meat into the Canadian marketplace and helping buyers to specify exactly what kind of meat they want. The new guidelines are based on maturity, meat and fat colouring, and marbling. Under the old system, choice cattle were bought at a "package" price averaging out the costs of lean and fat beef. Now wholesale buyers can purchase according to degree of carcass fat, paying higher prices for leaner carcasses, and consumers get more precisely what they prefer. For the producer, the new grading means shorter feeding periods and lower feed and labour costs.

## The North west cuts forest fires

A new native (Eskimo and Indian) fire-fighting service in the Northwest Territories is given much of the credit for reducing losses caused by forest fires during 1972. The 72-man fire service was set up in June 1972 after disastrous experiences in 1971, the worst year on record for forest fires when six lives were lost. During 1972, no lives were lost and only 410,000 acres of woodlands in the Northwest Territories were destroyed by flames, compared with 2,000,000 acres the year before. The new service consists of nine eight-man crews, provided with helicopters and portable fire-fighting equipment. Stationed at key centres in the Mackenzie Valley and south of Great Slave Lake, the crews go on duty on a permanent basis through the summer and autumn forest fire season.

## Office hours to suit

Employees can have a big say in their own working hours under a programme adopted by a Canadian life insurance firm in Toronto. The name of the game is Optime. The idea is similar to Flextime in Britain. Under the Canadian system, employees have three options. They can work an eight-hour day any time between 7 a.m. and 6 p.m.; four days of 8½ hours and one of 4½ hours; or eight days of 8½ hours and one of 9¼ hours with an extra full day off every two weeks. "The staff knows what suits them best, and we're going to accommodate them as far as possible," says Bill Lomax, recruitment director for the Manufacturers Life Insurance Company. The plan was to go into effect this spring. Employers expect it will help relieve rush-hour congestion and enable workers to conduct much of their personal business outside office hours.

## Royal Visit

The Queen and Prince Philip are visiting Canada twice this summer.

They are scheduled to fly to Toronto on 25 June to begin an official visit that will take them to four provinces during a 10-day period. Between their arrival in Toronto and the end of June, they will tour ten communities in Ontario.

They fly then to Prince Edward Island to participate in its celebrations of the 100th anniversary of the province's entry into Canadian nationhood. The four days during which the Queen and the Duke of Edinburgh are in Prince Edward Island, Canada's smallest province just alongside the east coast, include a visit to an Acadian village.

From Prince Edward Island Her Majesty and His Royal Highness will fly to Regina, capital of the prairie province of Saskatchewan, to participate in a day of activities celebrating the 100th anniversary of the Royal Canadian Mounted Police, who brought British-style law and order to the Canadian West. They will also spend a day in Calgary, Alberta, to take part in further celebrations of the RCMT centennial. The Calgary Stampede is honouring the RCMP anniversary and the Queen and Prince Philip were invited to join in these activities.

But perhaps an even more significant aspect of the Queen's Canadian activities during the summer is her plan to be in Ottawa for the opening days of the Commonwealth Heads of Government Conference.

It is the first time the Queen will have been present for a Commonwealth conference outside of London. She and Prince Philip will be in Ottawa from 31 July until 4 August. While there they will stay in Rideau Hall on the grounds of Government House.

It will also be the first time a Commonwealth conference of this stature has been held in Ottawa.

## Igloolik research centre

A \$450,000 laboratory for scientific research is to be built in the heart of Canada's Eskimo country.

The circular structure, built round a 680-square-foot conference room, will be at Igloolik, the main Eskimo settlement in the eastern region of the Northwest Territories. The proposal for a research laboratory was approved by the Igloolik village council after discussions with the Canadian Government. All permanent posts except that of resident scientist are expected to be filled by local residents.

## Two course schools

Some high (secondary) schools in Winnipeg, Manitoba, are experimenting with a system which involves most students taking only two courses a term. The school year is organised in three 13-week terms. Each day there are three two-hour periods interspersed with half-hour breaks. Students take two or at the most three courses. Results at one Winnipeg school, show a decline in absenteeism and failure rate. Teachers said one of the principal benefits of the new system is that it tends to "humanise" education. A teacher taking six or seven classes daily under the traditional system would come in contact with 180 to 200 students. There are seldom more than 60 to deal with on a personal level in the new approach. Criticisms are that students spend less time in school, tend to shun non-academic, non-compulsory courses and have difficulty in case of transfers from one school to another.

## Natural gas conference

A total of 10 producing natural gas wells have been discovered in the Canadian Arctic islands and the search for more gas is continuing. The latest success was reported in May by the Northern Development Department, the arm of the Canadian Government that participates in Panarctic Oils Ltd. Panarctic is 45-per-cent owned by the Canadian Government; the other 55 per cent ownership is held by private companies in what is believed to be a relatively rare government-business partnership in natural resource development in an isolated and difficult area. The latest Panarctic well has a confirmed flow of 55 million cubic feet per day. It was drilled on Ellef Ringnes Island but at an angle that hit the gas reservoir about a half-mile offshore. It is the fifth significant gas field Panarctic has found thus far.

## Snowmobiles preferred

Some Eskimos in Canada's eastern Arctic are having second thoughts about hunting with snowmobiles. Since hunters in the Grise Fiord region started using snowmobiles, expenses have soared from £572 in 1967, when dog teams were last used, to £1,846 last winter. The estimates were made by Dr. Rick Riewie, a university teacher who lived at Grise Fiord on Ellesmere Island. The sledge dogs were fed on waste meat and also provided companionship for the hunters on long, lonely trips. When a snowmobile breaks down, it provides no warmth for a hunter stranded in Arctic cold. Still, word from Grise Fiord is that the Eskimos will likely stick to the machines. Dog-sledding may have been more romantic, but they say it also made for a far more rugged life than hunting by snowmobile - a ruggedness the hunters are just as happy to leave in the past.