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North Atlantic Treaty Organization

MINISTERIAL MEETING, BRUSSELS, DECEMBER 1969

On December 3, 4 and 5, the foreign and defence ministers of the North Atlantic Treaty Organization met in Brussels for the customary winter sessions of the North Atlantic Council and the Defence Planning Committee. The Minister of National Defence, the Honorable Léo Cadieux, represented Canada on the Defence Planning Committee, which deals with military questions of concern to the alliance. The Secretary of State for External Affairs, the Honorable Mitchell Sharp, was the Canadian representative at the ministerial session of the North Atlantic Council, where the political discussion takes place.

At the conclusion of the meetings, a communiqué was issued with an attached declaration, the texts of which follow, as well as the texts of statements made by Mr. Sharp and Mr. Cadieux in the House of Commons on December 8, when they reported on the Brussels meetings.

Final Communiqué

1. The North Atlantic Council met in Ministerial Session at Brussels on 4th and 5th December, 1969. The meeting was attended by Foreign, Defence and Finance Ministers.

2. Since the signing of the North Atlantic Treaty twenty years ago, the members of the Alliance have dedicated their efforts to the preservation of their freedom and security and to the improvement of East-West relations in the aim of reaching an ultimate peaceful solution of outstanding problems in Europe. They will continue to do so.

3. By approving in December 1967 the Report on the Future Tasks of the Alliance, the Allied Governments resolved to maintain adequate military strength and political solidarity to deter aggression and other forms of pressure and to defend the territory of member countries if aggression should occur; and to examine suitable policies designed to achieve a just and stable order in Europe, to overcome the division of Germany and to foster European security.

4. On the basis of these two concepts of defence and the relaxation of tensions, the Ministers issued the Declaration attached to this Communiqué in which they set forth their views on the future development of relations between Eastern and Western countries.

5. Ministers welcomed the opening of Strategic Arms Limitation Talks. They acknowledged the work in progress with regard to arms control on the sea bed, as well as the interest shown both by the Conference of the Committee on Disarmament and the United Nations in measures to deal with chemical and

biological warfare. On all these questions the Council held detailed consultations which proved most useful in preparing the ground for the negotiations taking place elsewhere. The Ministers invited the Council in Permanent Session to continue to examine these problems, and reaffirmed the importance of any genuine disarmament measure, consistent with the security of all states and guaranteed by adequate international control, for the reduction of tension and the consolidation of peace in Europe and the world.

6. The Ministers also studied a report by the Secretary General on the situation in the Mediterranean. Recalling the Communiqués issued on 27th June, 1968, and 16th November, 1968, they expressed the concern of their governments with regard to the situation in that area. The Ministers reaffirmed the value of full consultations among the Allies on this question. Accordingly, they requested the Council in Permanent Session to pursue with the greatest attention its examination of the situation in the Mediterranean and to report to Ministers at their Spring Meeting.

7. In April 1969, Ministers called attention to the rôle the Alliance might play in tackling common environmental problems that could imperil the welfare and progress of modern societies. Consequently, the Council in Permanent Session established a Committee on the Challenges of Modern Society. The new Committee, beginning with its first meeting on 8th December, will address these urgent problems with the aim of stimulating action by members of the Alliance, either singly, jointly or in international organizations. The Ministers at their Spring Meeting will receive the Committee's first report on the newest task of the Alliance.

8. Ministers of countries participating in NATO's integrated defence programme met as the Defence Planning Committee on 3rd December, 1969. As an introduction to their discussions the Secretary General and the Chairman of the Military Committee gave overall appraisals of the state of defence planning within the Alliance. Ministers thereafter reviewed the work accomplished since their previous meeting on 28th May, 1969, and gave directions for future work.

9. They agreed that the effectiveness of NATO's defensive posture continues to be an essential stabilizing factor in support of the search for meaningful *détente*. Therefore, until agreement can be reached on East-West mutual force reductions, balanced in scope and timing so as to maintain the present degree of security, NATO will continue to ensure that there is no reduction in its overall military capability.

10. In reviewing Force Plans for 1970, Ministers were conscious of the necessity to maintain adequate and readily available forces both conventional and nuclear, in accordance with the NATO strategy for the defence of the mainland of Europe and the whole NATO area. They took note of the positive outcome of consultations with the Canadian Authorities, concerning their forces for NATO, which were initiated following the Defence Planning Committee of 28th May, 1969. Ministers committed forces for the year 1970

and endorsed a number of remedial measures necessary to maintain adequate forces in Central Europe; in addition further remedial measures are under consideration.

11. They discussed measures required to implement the NATO strategy of forward defence based on flexibility in response, and arrangements for the reinforcement, in times of tension, of NATO's ready forces. They also noted a preliminary report on a comprehensive study which is being undertaken of the relative capabilities of the forces of NATO and the Warsaw Pact and gave instructions for the continuance of the study. In addition, Ministers reviewed the status of other defence planning studies including those for improved defence of the flanks.

12. The Ministerial Meeting also provided the Defence Ministers comprising the Nuclear Defence Affairs Committee (Belgium, Canada, Denmark, Germany, Greece, Italy, Netherlands, Norway, Portugal, Turkey, the United Kingdom and the United States) with the occasion to review work in progress in the Nuclear Planning Group during the past year and planned for the future. The Nuclear Defence Affairs Committee agreed that Canada, Germany, Italy, Netherlands, Norway, Turkey, the United Kingdom and the United States will compose the Nuclear Planning Group starting 1st January, 1970.

13. Acting on the recommendation of the Nuclear Defence Affairs Committee, the Defence Planning Committee adopted two policy documents originated by the Nuclear Planning Group at their meeting in the United States last November concerning general guidelines for nuclear consultation procedure and for the possible tactical use of nuclear weapons in defence of the Treaty area. These documents are based upon NATO's strategy of flexibility in response which was adopted in December 1967 and which remains unchanged.

14. The next Ministerial Meeting of the Defence Planning Committee will take place in the Spring of 1970.

15. The Spring Ministerial Meeting of the Council will be held in Italy on 26th and 27th May, 1970.

Declaration of the North Atlantic Council

1. Meeting at Brussels on 4th and 5th December, 1969, the Ministers of the North Atlantic Alliance reaffirmed the commitment of their nations to pursue effective policies directed towards a greater relaxation of tensions in their continuing search for a just and durable peace.

2. Peace and security in Europe must rest upon universal respect for the principles of sovereign equality, political independence and the territorial integrity of each European state; the right of its peoples to shape their own destinies; the peaceful settlement of disputes; non-intervention in the internal affairs of any state by any other state, whatever their political or social system; and the renunciation of the use of the threat of force against any state. Past experience

has shown that there is, as yet, no common interpretation of these principles. The fundamental problems in Europe can be solved only on the basis of these principles and any real and lasting improvement of East-West relations presupposes respect for them without any conditions or reservations.

3. At their meeting in Washington in April 1969, Ministers had expressed the intention of their governments to explore with the Soviet Union and the other countries of Eastern Europe which concrete issues best lend themselves to fruitful negotiation and an early resolution. To this end, the Council has been engaged in a detailed study of various issues for exploration and possible negotiation. Ministers recognized that procedure merited closer examination and, accordingly, requested the Council in Permanent Session to report to the next Ministerial Meeting.

4. Ministers considered that, in an era of negotiation, it should be possible, by means of discussion of specific and well-defined subjects, progressively to reduce tensions. This would in itself facilitate discussion of the more fundamental questions.

Arms Control and Disarmament

5. Ministers again expressed the interest of the Alliance in arms control and disarmament and recalled the Declaration on mutual and balanced force reductions adopted at Reykjavik in 1968 and reaffirmed in Washington in 1969. The Members of the Alliance have noted that up to now this suggestion has led to no result. The Allies, nevertheless, have continued, and will continue, their studies in order to prepare a realistic basis for active exploration at an early date and thereby establish whether it could serve as a starting point for fruitful negotiations. They requested that a report of the Council in Permanent Session on the preparation of models for mutual and balanced force reductions be submitted as soon as possible.

6. Ministers of countries participating in NATO's integrated defence programme consider that the studies on mutual and balanced reductions have progressed sufficiently to permit the establishment of certain criteria which, in their view, such reductions should meet. Significant reductions under adequate verification and control would be envisaged under any agreement on mutual and balanced force reductions, which should also be consistent with the vital security interests of all parties. This would be another concrete step in advancing "along the road of ending the arms race and of general and complete disarmament, including nuclear disarmament".

7. These Ministers directed that further studies should be given to measures which could accompany or follow agreement on mutual and balanced force reductions. Such measures could include advance notification of military movements and manoeuvres, exchange of observers at military manoeuvres and possibly the establishment of observation posts. Examination of the techniques and methods of inspection should also be further developed.

Germany and Berlin

8. The Ministers welcome the efforts of the governments of the United States, Great Britain, and France, in the framework of their special responsibility for Berlin and Germany as a whole, to gain the co-operation of the Soviet Union in improving the situation with respect to Berlin and free access to the city. The elimination of difficulties created in the past with respect to Berlin, especially with regard to access, would increase the prospects for serious discussions on the other concrete issues which continue to divide East and West. Furthermore, Berlin could play a constructive role in the expansion of East-West economic relations if the city's trade with the East could be facilitated.

9. A just and lasting peace settlement for Germany must be based on the free decision of the German people and on the interests of European security. The Ministers are convinced that, pending such a settlement, the proposals of the Federal Republic for a modus vivendi between the two parts of Germany and for a bilateral exchange of declarations on the non-use of force or the threat of force would, if they receive a positive response, substantially facilitate co-operation between East and West on other problems. They consider that these efforts by the Federal Republic represent constructive steps toward relaxation of tension in Europe and express the hope that the governments will therefore take them into account in forming their own attitude toward the German question.

10. The Ministers would regard concrete progress in both these fields as an important contribution to peace in Europe. They are bound to attach great weight to the responses to these proposals in evaluating the prospects for negotiations looking toward improved relations and co-operation in Europe.

Economic, technical and cultural exchanges

11. Allied governments consider that not only economic and technical but also cultural exchanges between interested countries can bring mutual benefit and understanding. In these fields more could be achieved by freer movement of people, ideas and information between the countries of East and West.

12. The benefit of the Alliance's work in the field of human environment would be enhanced if it were to become the basis of broader co-operation. This could, and should, be an early objective, being one in which the Warsaw Pact governments have indicated an interest. Further co-operation could also be undertaken, for example, in the more specialised field of oceanography. More intensive efforts in such fields should be pursued either bilaterally, multilaterally or in the framework of existing international bodies comprising interested countries.

Perspectives for negotiations

13. The Ministers considered that the concrete issues concerning European security and co-operation mentioned in this Declaration are subjects lending themselves to possible discussions or negotiations with the Soviet Union and the other countries of Eastern Europe. The Allied governments will continue and intensify their contacts, discussions or negotiations through all appropriate channels, bilateral or multilateral, believing that progress is most likely to be achieved by choosing in each instance the means most suitable for the subject. Ministers therefore expressed their support for bilateral initiatives undertaken by the German Federal Government with the Soviet Union and other countries of Eastern Europe, looking toward agreements on the renunciation of force and the threat of force. Ministers expressed the hope that existing contacts will be developed so as to enable all countries concerned to participate in discussions and negotiations on substantial problems of co-operation and security in Europe with real prospects of success.

14. The Members of the Alliance remain receptive to signs of willingness on the part of the Soviet Union and other Eastern European countries to discuss measures to reduce tension and promote co-operation in Europe and to take constructive actions to this end. They have noted in this connection references made by these countries to the possibility of holding an early conference on European security. Ministers agreed that careful advance preparation and prospects of concrete results would in any case be essential. Ministers consider that, as part of a comprehensive approach, progress in the bilateral and multilateral discussions and negotiations which have already begun, or could begin shortly, and which relate to fundamental problems of European security, would make a major contribution to improving the political atmosphere in Europe. Progress in these discussions and negotiations would help to ensure the success of any eventual conference in which, of course, the North American members of the Alliance would participate, to discuss and negotiate substantial problems of co-operation and security in Europe.

15. The Ministers affirmed that, in considering all constructive possibilities, including a general conference or conferences, they will wish to assure that any such meeting should not serve to ratify the present division of Europe and should be the result of a common effort among all interested countries to tackle the problems which separate them.

Report by Secretary of State for External Affairs

... I should like to report to the House on the NATO meeting from which the Minister of National Defence and I have just returned. I am tabling herewith the communiqué and the attaching declaration which were issued at the close of the meeting. Part of the communiqué deals with NATO's military affairs, and

the Minister of National Defence will be reporting to the House on these matters later this afternoon

There is a coming-together of events in Europe today that opens the way to profound change. Basic differences between East and West will not be resolved overnight, but there is reason to believe that a new era of genuine negotiation has begun.

Three new developments herald this era of change. The most important, which may well turn out to be a turning-point in postwar history, is the opening in Helsinki last month of preliminary discussions between the United States and the Soviet Union on the limitation of strategic nuclear weapons, the so-called SALT talks. The ground for these talks was prepared in NATO, and at last week's meeting Secretary of State Rogers gave us a confidential report on progress to date. The very fact that these talks have begun in a businesslike way has changed the East-West climate and brought a sense of cautious hope into East-West relations.

The second development of major importance is the manifest intention of West Germany to work out new relations with East Germany, Poland, the Soviet Union and other countries of Eastern Europe. This new West German policy has added new momentum to the search for negotiated settlements in Europe.

The third development of potentially historic significance was last week's summit meeting of the six Common Market countries at The Hague. The extent of agreement achieved at this meeting has created a new mood of optimism and co-operation in Western Europe, a development which will encourage new approaches to the problems of Europe as a whole.

It was in this atmosphere of movement and progress that the NATO ministers discussed and defined their common position. They did so in the knowledge that the outcome of their meeting, as made known to both East and West by the communiqué and declaration, and by less formal but still important press reports, would become part of the evolving discourse among the nations concerned with the future Europe and its people.

The NATO Council functions not only as an important point of exchange and consultation for the ideas and intentions of its members but also as a transmitting-station for signals to the other side. The issues before the recent meeting were, simply stated, what ideas and intentions should be conveyed to the countries of Eastern Europe, and in what ways they should be carried forward. All those present at the meeting had very much in mind that the ideas conveyed and the manner of their communication should be such as to make clear our desire to improve relations and negotiate outstanding issues. For our own part, in our contribution to the Brussels meeting we sought to advocate attitudes and measures which would be both realistic and conciliatory, to steer between the rigid "No" and the unthinking "Yes".

At the meeting, I put forward the view that NATO should seize the

initiative by showing a clear willingness to start discussion of specific issues. The inclusion in the declaration of a proposal for early discussions on mutual and balanced force reductions in Europe is one example of this, in the sensitive but vital field of arms control. This proposal is an advance on the previous NATO position and one that we actively promoted. We should have preferred a more precise formula, making clear, for instance, the regional limits and other detailed conditions which in the view of NATO members would govern any such force reductions. Others felt that such specifics should await some response from the nations of Eastern Europe, which up to now has not been forthcoming.

The declaration contains a section on Germany and Berlin which, among other things, gives support to the proposals of the West German Government for a *modus vivendi* between the two parts of Germany and for a related bilateral exchange of declarations on the non-use of force. I have no doubt of the firm resolve of Chancellor Willy Brandt's Government to break new ground in searching for solutions to the complex problems which have divided Europe for a generation. The response of the East to these overtures will be an important test of their intentions. The news this morning that negotiations have begun between the Soviet Union and the Federal German Republic on an exchange of declarations renouncing the use of force is a hopeful sign.

I also suggested that it would be useful to broaden the East-West dialogue to include discussion of non-political subjects such as the pollution of the environment, about which both sides are increasingly concerned, and the declaration also invites co-operation on this topic.

There has been much public discussion of the idea of a European security conference. I hope that such a conference will be held, at the right time and in the right circumstances. Such a conference is only one way of making progress toward the settlement of European problems, and for the time being it may not be the most effective

. . . I do not doubt that, if and when it appears that a full security conference would be productive of tangible results, it could be readily organized. I am equally certain that Canada would be among the participating nations. What does, however, concern many Western governments is that, if such a conference were held prematurely, it might prejudice the important progressive trends now so promising in Europe. Negotiations can make progress only when the other side displays a readiness to talk about something more than a mere freezing of the *status quo* in Europe. It would not make sense for the Western countries to be beguiled into a conference where the cards are stacked in advance against an outcome reasonably acceptable to both sides. The consensus emerging from the meeting reflects these factors, while keeping open the door to a conference.

The problem of procedures for organizing negotiations with the other side is a complex one. Bilateral contacts may be more suitable at present for some issues, limited multilateral discussions for others; and a general conference

including the neutral nations of Europe will probably become appropriate in due course. We proposed some weeks ago that there should now be a detailed alliance study of this question of procedures for negotiation, and I am very pleased to report that, following the Canadian suggestion, the declaration includes a specific request to have the NATO Council study this issue and report on it to our next ministerial meeting in May.

Discussions at NATO meetings are necessarily detailed and sometimes technical. It is not easy to get agreement when 15 governments, each with its own essential national interests and its own way of looking at things, are involved. I can tell the House, however, that some real progress was made last week. It was encouraging to me, and to all who were with me, to find a new and more hopeful atmosphere and a new resolve that the arid confrontation that has for too long characterized East-West relations should be brought to an end — not by any sudden dramatic initiative but by steady and careful negotiation of specific issues, starting with those that show the best chances for success.

We found a new climate in Europe, a new dynamic in the Common Market, that points the way to enlargement of the community and strengthening of ties between its members, a new German Government already working toward *modus vivendi* with East Germany. Above all, we found a new atmosphere of hope brought about by the promise of progress in the SALT talks. I was encouraged, as I know all Members of this House will be, to find NATO sensitive to the new trends, contributing to the great events that are taking place, and looking beyond its essential defence functions to the opportunities for a more positive role in securing the peace in Europe.

I took advantage of the NATO meetings to have individual talks with some of my NATO colleagues. I met with the Foreign Ministers of Italy and Turkey and had brief sessions with the German Foreign Minister and the United States Secretary of State. I also had a useful discussion with the French Foreign Minister of our bilateral relations and I am glad to say that there was mutual agreement that we should work out arrangements to avoid future incidents of the kind that have marred our relations in the recent past. I am hopeful that in this way we may be able to put our relations on a better footing.

Report by Minister of National Defence

... Members will recall that it is at the regular December ministerial meeting of the Defence Planning Committee that final undertakings are made on each nation's force contribution. Canada's contribution for 1970 is the reconstructed force for NATO Europe and the Supreme Allied Command Atlantic, announced in my statement of September 19 last.

In my remarks to the Defence Planning Committee, I referred to the Committee's meeting last May, at which I announced Canada's intention to

reduce the size of our military contribution to NATO. I then told the Committee that this change was occasioned, in part, by a requirement for budgetary restraints on all Canadian Government activities.

I reminded the meeting that, after full consultation, we had reached agreement on the final extent and timings of our proposed adjustment in Europe, and said that, as a result of consultation, we had modified considerably our original plan. These modifications were embodied in the force structure I announced on September 19.

The communiqué refers to the meaningful negotiations we carried out in Paragraph 10, which reads in part:

Ministers took note of the positive outcome of consultations with the Canadian authorities concerning their forces for NATO, which were initiated following the Defence Planning meeting of May 28, 1969.

I am happy to report that the European nations have initiated steps to adjust their forces to maintain the NATO force levels in Europe and, while their plans have not been finally completed, it appears that they will be shortly.

During the ministerial meeting, the 12 ministers comprising the Nuclear Defence Affairs Committee reviewed the work of the smaller seven-member Nuclear Planning Group and considered two papers originated by the Planning Group and adopted by the Defence Planning Committee.

These papers dealt with procedures for political consultation on the possible use of nuclear weapons and guidance for commanders on drawing up their plans for the possible defensive tactical use of nuclear weapons in defence of the treaty area.

Speaking for Canada, I supported the adoption of these papers, which further define and restrict the circumstances under which nuclear weapons might be used, emphasizing the requirement for political consultation and control.

As Honorable Members may recall, the Nuclear Planning Group changes its membership on a rotation basis, so that the non-nuclear members have an opportunity, together with the nuclear powers, to participate in the planning for nuclear defence measures, including control and consultation procedures. Canada was a member from January 1967 to July 1968, and will become a member again starting January 1, 1970, for a period of 18 months.

In my further remarks, I felt it appropriate to deal with Canada's contribution, past and present, to the NATO alliance.

I reminded the Committee that 20 years ago Canada willingly helped to establish the North Atlantic Treaty Organization. Like the other members, we pledged ourselves to consider an armed attack against one or more of us, in Europe or in North America, as an attack against us all. We still hold that pledge.

I said that the long period of the NATO alliance had enabled European members to complete their postwar recovery and embark on a period of economic growth with peace and stability. Behind the NATO shield, Western Europe

has grown strong and prosperous. To be sure, the military threat has not diminished in Europe or in North America. I said that to help meet this threat, and to help build the NATO shield behind which Western Europe could continue its postwar recovery, Canada alone gave over \$1 billion in mutual aid in the first ten years of NATO. Every European NATO country has benefited from our mutual aid program.

Referring to other Canadian contributions, I said that during the first ten critical years of NATO Canada contributed over \$413 million toward NATO aircrew-training, and this has now risen to over \$446 million. Our NATO military budget contributions total over \$46 million, and our infrastructure contributions have amounted to over \$181 million. All in all, our total Canadian defence contributions to the European NATO countries amount to well over \$2 billion, and this figure does not include the cost of maintaining our forces in Europe.

I said that we were proud of our contributions and did not begrudge them; but I reminded the Committee that, in addition to our contribution to NATO Europe, Canada also contributed heavily to the defence of North America, and particularly to the defence of the United States deterrent which protected us all.

I reminded the meeting that we had not decreased our defence budget but that, like many NATO partners, we had had to absorb inflationary costs, which had meant a reduction in manpower and an adjustment in our force levels.

I said that in our defence review we had to look at all of these facts, which formed a very complex equation. On the one hand, we have made substantial defence contributions of well over \$2 billion to NATO Europe over and above the cost of stationing our forces there, while at the same time contributing to the defence of NATO North America. On the other hand, there is a growing belief in Canada that Europe is in a much better position now to absorb more of the costs than it was ten or 15 years ago. At the same time, we know that there is a continuing threat to NATO North America.

I said that one solution, as we saw it, was to show our European partners that we did recognize the continuing threat to NATO Europe. It was for this reason that we should continue to maintain forces in Europe. But, I said, our European partners must recognize all of the factors I listed and accept the fact that there were two sides to the equation.

I concluded my remarks by saying this:

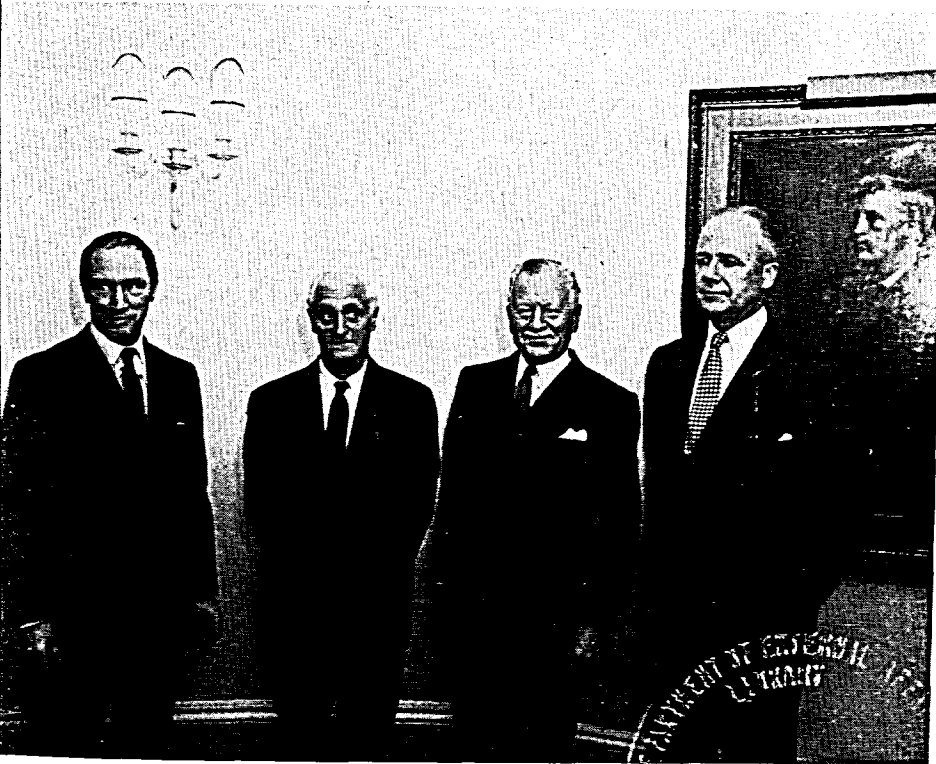
NATO is not Europe. NATO is not North America. NATO is the North Atlantic Treaty Organization — a group of nations banded together which are pledged to consider an attack against one or more of us in Europe or North America as an attack against all of us. We reaffirm that pledge.

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Public Service Honors Mr. Cadieux

ON DECEMBER 12, 1969, the Outstanding Achievement Award of the Public Service of Canada was conferred by the Governor General, the Right Honorable Roland Michener, on Mr. Marcel Cadieux, Under-Secretary of State for External Affairs. This annual award was inaugurated in 1966 by the Government of Canada "to honor persons in its employ for exceptional accomplishment which has been in the national interest and for the public good, and has brought distinction to the Public Service". The previous recipients had been: in 1966, Dr. W. B. Lewis, Senior Vice-President of Atomic Energy of Canada Limited; in 1967, Mr. R. B. Bryce, Deputy Minister of Finance; and in 1968, Mr. Louis Rasminsky, Governor of the Bank of Canada.

Mr. Cadieux was born in Montreal in June 1915. He was educated at André Grasset College, Montreal, the University of Montreal and McGill University. He joined the Department of External Affairs in 1941, and was



Mr. Marcel Cadieux, 1969 winner of the Outstanding Achievement Award of the Public Service of Canada (second from left), is shown with Prime Minister Trudeau (left), Governor-General Roland Michener (second from right) and Mr. J. R. Murray, Chairman of the Award Selection Committee.

assigned to London in 1944 as Third Secretary. He was transferred in 1945 to Brussels, and served as adviser to the Canadian delegation to the Paris Peace Conference in 1946. Returning to Ottawa in 1948, he became Head of the Personnel Division of the Department of External Affairs. In 1951, Mr. Cadieux attended the first course of the NATO Defence College in Paris, and he was appointed Counsellor to the Canadian delegation to the North Atlantic Council upon its establishment on a permanent basis in Paris in 1952. In 1954, when Canada agreed to serve with India and Poland on the Commissions set up in Indochina by the Geneva Conference, Mr. Cadieux became the senior political adviser to the Canadian Commissioner, International Supervisory Commission, Vietnam. He returned to Ottawa in the spring of 1955 to become Head of the United Nations Division. That year he was also an adviser to the Canadian delegation to the tenth session of the General Assembly of the United Nations. In December 1956, Mr. Cadieux was appointed Assistant Under-Secretary of State for External Affairs and Legal Adviser, and in July 1960 he was appointed Deputy Under-Secretary and Legal Adviser. He has been Under-Secretary since May 1964.

Mr. Cadieux will shortly become Canada's new Ambassador to the United States.

In a letter informing Mr. Cadieux of his selection as the 1969 winner of the Outstanding Achievement Award, the Prime Minister, the Right Honorable Pierre Elliott Trudeau, noted the "happy coincidence" that Mr. Cadieux has also received the Vanier Gold Medal awarded by the Institute of Public Administration of Canada.

The Outstanding Achievement Award of the Public Service of Canada consists of an illuminated citation and a \$5,000 honorarium. The program given to those in attendance at the presentation contained the following tribute to Mr. Cadieux:

Through this Award the Canadian Government recognizes the distinction that Marcel Cadieux has brought to Canadian diplomacy.

As lawyer, scholar, writer and diplomat, he has set for himself the highest standards of intellectual excellence. His lucidity of mind has been a constant stimulus to his colleagues and has contributed invaluable to the wise conduct and formulation of Canadian foreign policy.

Throughout his career he has been a strong champion of bilingualism in the Public Service. Deeply aware of the cultural diversity of this country, he has been equally faithful to the traditions and aspirations of his own society and to the interests of Canada as a whole.

Canada's Relations With Europe

CANADA'S relations with Europe today and tomorrow formed the theme of a speech delivered by Mr. Jean-Pierre Goyer, Parliamentary Secretary to the Secretary of State for External Affairs, before the Consultative Assembly of the Western European Union (WEU) at Paris on December 10. Canada was invited by the President of the Assembly to send an observer to the December meeting of the seven-member Union, which includes Belgium, Britain, France, Luxembourg, the Netherlands, Italy and the Federal German Republic.

The meeting attended by Mr. Goyer was devoted to the question of Europe's relations with the U.S.A., with two dominant topics — European-U.S. co-operation and the related topic of European security. Mr. Goyer commenced his address by indicating that Canada offered a "supplementary dimension" to the subjects under discussion, and that it was in this spirit he would address the delegates.

Mr. Goyer described Canada's special position in the world as follows:

"Geographical, historical and commercial factors, together with our political objectives, have created a broad variety of interests unique in the world for a country with Canada's population. Canada has access to three oceans: the Atlantic, the Pacific and the Arctic. We have a common border with the United States, and close relations with Europe; our acquaintance with Asian countries, especially Japan, and soon, perhaps, the People's Republic of China, is developing very rapidly. We are making our presence felt more and more in both English-speaking and French-speaking Africa, and we are in the process of rediscovering Latin America, whose peoples share the same hemisphere with us."

A Multitude of Links

Mr. Goyer thought that Canada's relations with Europe should be carefully re-examined, so that Canada-Europe co-operation would be based on the real needs and interests of both sides. Mr. Goyer cited Canada's constitutional, judicial and cultural links with Europe and the European ethnic background of the vast majority of its people. In foreign policy, he pointed out, Canada had been closely associated with Europe and the U.S. In two world wars and in an alliance that had lasted 20 years, Canada had been involved in European affairs. However, since the creation of NATO circumstances had altered for Europe as well as Canada. From these considerations, Mr. Goyer drew the following implications for Canada:

"Until recent years, Canada has concentrated on furthering its own development and fostering national unity and identity. From now on, Canada intends to regard its own development, taking account of all relevant factors,

including its pluralism and its linguistic duality — essential elements of the Canadian identity — as one of the foundations of its foreign policy. Canada wants to build a just society characterized by better distribution of the country's wealth and to contribute to a pursuit of the same objective on an international scale. It wants to continue to play an active role in the world, but a role better adapted to its means and resources.

"It was inevitable that new conditions in the world, in Europe and in Canada, should lead the Government and people of this country to wonder about its future, and to define the place it should occupy in the international community."

Military, Economic and Technical Relations

Concerning Canada's military participation in NATO, Mr. Goyer recalled a statement made by Prime Minister Trudeau last April, in which he had summarized Canadian policy thus:

"We feel that Europe, 20 years after the establishment of NATO, can defend itself better and we hope that NATO's European member countries, with the support of the United States and Canada, can reach some agreement with the Warsaw Pact countries to de-escalate the present tension. For our part, we are not now advocating a reduction of NATO's total military strength, although we hope that this may become possible, but a readjustment of commitments among NATO members."

Mr. Goyer then examined the question of Canada's economic and technological relations with Europe:

"Economically speaking, we feel the influence of economic and monetary circumstances in Europe. Our trade, our industries and our agriculture are affected. The search for European economic unity cannot be viewed with indifference by third countries. In truth, we are following the build-up of the European community with a great deal of interest. We are not opposing this movement towards unity; that would be fighting progress. Quite the contrary, we wish to contribute to that unity

"Nor is there any doubt that scientific and industrial co-operation between Canada and European countries could be increased. To date, Canada's technological co-operation with Europe has not been significant. No major joint project has been carried out. Nevertheless, Canadian scientists, individually or through international organizations, have established personal contacts with their European counterparts in most sectors of their scientific activities. Are such exchanges, however, the answer to-day to the growing importance of modern science and technology in our respective countries? We have all achieved sufficient progress in certain sectors that mutually profitable co-operation may henceforth materialize. In my opinion, such sectors are satellites and space research, atomic energy, transport and communications, oceanography and computers."

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In conclusion, Mr. Goyer emphasized that Canada's interest in Europe remained constant, though circumstances might alter the form it took:

"It is quite clear from the foregoing, I believe, that Europe ranks high in our foreign relations. The nature of our relations may have changed or evolved, our objectives may have been redefined, but this does not necessarily imply that our interest in European countries has diminished."



Speaker and Mrs. Lamoureux are greeted in the Berlin City Hall by Governing Mayor, Klaus Schutz, during a visit to the Federal Republic of Germany and West Berlin. The visit took place at the invitation of the Speaker of the German Parliament, Mr. Kai-Uwe von Hassel, from September 28 to October 3, 1969.

The Visit of the Apollo XI Astronauts

IT WAS undoubtedly the first time that the Dominion Carillonneur had ever played "Fly Me to the Moon" from the top of the Peace Tower. However, the occasion was unquestionably appropriate — the visit to Canada of the crew of the *Apollo XI* spacecraft.

On the brisk Ottawa morning of December 2, a U.S. Air Force plane carrying Mr. and Mrs. Neil Armstrong, Colonel and Mrs. Michael Collins and Colonel and Mrs. Edwin (Buzz) Aldrin, landed at the Uplands airport. On hand to greet them were the Honorable C. M. Drury, President of the Treasury Board, His Excellency A. W. Schmidt, the United States Ambassador, and Mrs. Schmidt, and Dr. W. G. Schneider, President of the National Research Council, and Mrs. Schneider. From the airport the official party travelled by car to Parliament Hill.



Prime Minister Trudeau accepts from Mr. Neil J. Armstrong, commander of the spacecraft Apollo XI, a copy of the silicon disc left on the moon by himself and his fellow astronauts. To Mr. Armstrong's right is Colonel Edwin E. Aldrin, Jr., lunar module pilot, and to his left Colonel Michael Collins, command module pilot.

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On the Hill, in front of the Centre Block, the Prime Minister extended an official welcome to the three astronauts. Despite the chill in the air and a thin cover of snow on the ground, he was joined in his warm greetings by the children and the noonday crowds that had followed the sound of the carillon to the steps of the Peace Tower. During the short ceremony, the astronauts presented to the Prime Minister for the people of Canada a replica of the silicon disc left behind at Tranquility Base to commemorate man's first voyage to the moon. After the ceremony, the Prime Minister entertained the astronauts and their wives at lunch at his residence. There they were presented with Eskimo prints by the Cape Dorset artist Alashua and with copies of a book on Eskimo art by James Houston.

Parliamentary Ovation

In the afternoon, the House of Commons paid its tribute to the lunar pioneers. When the Prime Minister rose to call the attention of the Speaker and the House to the presence of "several distinguished visitors" in the Speaker's gallery, and the astronauts and their wives stood to acknowledge the recognition, from the floor and from the crowded galleries came a rare, thunderous ovation. Of the spacemen and their achievement, Mr. Trudeau said:

The venture of these three brave men into the unknown stirred the imagination and the pride of all Canadians. This country is not so old or so well explored that either the experience of the frontier or the taste of adventure is forgotten. We are close in time and in space to wilderness. In our blood — or perhaps just in our secret desires — is found the spirit of such men as Hudson and Cartier, Palliser and Steffanson. The exploits of our visitors today proved that the urge of exploration is not over, and we are glad. They proved too that there is new meaning in the heavens, and we are better for it. Mr. Speaker, we are delighted to have with us these brave, courageous men and their equally brave wives.

The leaders of the other parties in the House, the Honorable Robert Stanfield, Mr. T. C. Douglas and Mr. Réal Caouette, followed the Prime Minister with words of tribute for the *Apollo XI* crew.

Later, the distinguished visitors attended a press conference at the National Research Council on Sussex Drive, which was also attended by about 250 newsmen and scientists. It began with a screening of a film of the *Apollo XI* mission and the moonwalk, with narration by the astronauts. During the conference, as throughout the visit, they stressed the importance to the space effort of international co-operation and repeatedly paid tributes to Canadian technology, which had contributed both directly and indirectly to the success of their mission. The astronauts spoke not only of the Canadian-designed and -built legs of the LEM (lunar landing module) but also of Canada's participation in space exploration through the *Alouette* and *ISIS* programs. The National Research Council, which arranged the astronauts' visit to Canada and acted as their host, has made important technical contributions to both the *Apollo XI* and *Apollo XII* missions. Scientists from the NRC and from the Department of Energy, Mines and Resources are at present analyzing moonrock

samples collected by Mr. Armstrong and Colonel Aldrin.

Following the press conference, the astronauts and their wives were received at Government House by the Governor General and Mrs. Michener. In the evening, at the end of a busy day in Ottawa, they were guests at a dinner given by their official host, Mr. Drury. Mr. Drury presented the astronauts with specially bound and illuminated copies of *Hansard* recording the speeches of recognition and welcome in the House that afternoon. This honor had never before been accorded to visitors to Canada.

Montreal Welcome

The next day, December 3, accompanied by Mr. Drury and the United States Ambassador, the astronauts and their wives flew on to Dorval, where they were welcomed by Mayor Jean Drapeau of Montreal. They first attended a television press conference carried live from coast to coast on both Canadian national networks. Then, after a warm welcome from Montrealers in the wind and snow in the center of the city, they were guests of the Mayor at lunch on the Ile Ste. Hélène. Among the guests were workers from Héroux Ltd., the Longueuil firm which had designed and actually fabricated the legs for *Eagle*, the *Apollo XI* lunar landing craft. Mr. Armstrong, who led a standing ovation for the Longueuil workers, observed:

Many are interested in seeing the first feet to touch the moon — but the first feet weren't American, they were Canadian... We can safely say that the *Apollo XI* reached the moon with strong Canadian support... and we thank you for that.

He added:

The *Apollo* mission was built on a foundation of bricks from many nations, and glued together with the mortar of understanding. We all shared in the excitement of the moon landing, and now we hope the benefits of this adventure will be shared by people of all nations everywhere.

After lunch at the site of Man and His World, astronauts Armstrong, Collins, Aldrin and their wives left for the airport and for home. Their special visit to Canada had followed a 22-nation world tour.

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Unlawful Seizure of Aircraft - Hijacking

ON May 1, 1961, an aircraft of United States registry, while on a routine scheduled domestic flight, was diverted to Cuba by a person brandishing a firearm. This was the first episode of a new and highly dangerous chapter in the history of civil aviation. Since that time, there have been more than 135 incidents of aircraft hijacking, attempted hijacking or armed interference with scheduled civil air transport — over 70 in 1969 alone. These activities have involved some 50 states or territories in North and South America, Eastern and Western Europe, the Middle East, Africa and Asia, as country of registry, destination, intended destination or location of the incident; they have affected more than 6,000 air-passengers and 700 members of civilian air-crews.

In 1963, representatives of most of the world's nations with civil aviation interests met in Tokyo under the auspices of the International Civil Aviation Organization (ICAO) to consider the adoption of an international legal instrument aimed at deterring and preventing unlawful acts in the air. On September 14 of that year, the Tokyo Convention on Offences and Certain Other Acts Committed on Board Aircraft was opened for signature and ratification. Over 40 nations have signed the Convention; 15 have ratified it — including Canada, which deposited its instrument of ratification on November 7, 1969. The treaty came into force on December 4, 1969, 90 days after the twelfth ratification.

Convention Provisions

The provisions dealing with hijacking require that, when such an act is committed or is about to be committed, states parties "shall take all appropriate measures to restore control of the aircraft to its lawful commander or to preserve his control of the aircraft". The state of landing must also permit the passengers and crew to continue their journey and return the aircraft and cargo to the airline. If the circumstances so warrant, the landing-state authorities must also take custody of the alleged hijacker and hold him for such time as is reasonably necessary for extradition or criminal proceedings to be initiated against him.

As acts of unlawful seizure increased and the threat to the safety of international civil aviation grew, the ICAO Assembly, at its September 1968 meeting in Buenos Aires, urged all states to become parties to the Tokyo Convention as soon as possible and, even before acceding, to give effect to the provisions described above. In addition, however, the Assembly considered that further action was required to combat the problem of hijacking, and the Council of ICAO — the Organization's permanent executive organ (on which Canada has a seat) — was requested to institute a study of other measures to cope with unlawful seizure "at the earliest possible date". In December of the same year, the Council adopted a resolution calling on all ICAO states to take all possible measures to prevent hijacking and to co-operate with any state whose aircraft had been seized.

The Council also decided to refer the question to a special sub-committee of the Legal Committee to consider elaborating a new, more extensive international convention and to the Air Navigation Commission and the Air Transport Committee to consider technical means of preventing hijacking. The two latter bodies subsequently took up the question and eventually made a number of recommendations which were duly transmitted to member states of the Organization.

Second Convention

The Legal Sub-Committee on Unlawful Seizure of Aircraft, composed of representatives of Britain, Canada, Argentina, Colombia, Denmark, France, India, Israel, Japan, Nigeria, Switzerland, Tunisia, and the United States, held two sessions in February and September-October of this year at ICAO headquarters in Montreal. At the conclusion of the second session, a report was issued which included the accepted text of a draft Convention on Unlawful Seizure of Aircraft. The main provisions of this draft treaty are concerned with: (a) the creation of an offence of unlawful seizure, the definition of which is specifically spelled out; (b) the extension of national jurisdiction over offences committed on board to the state of registration of the aircraft and to the state where a hijacked aircraft lands and the alleged offender leaves the aircraft; (c) the taking into custody of the alleged offender and the obligation either to extradite him or submit the case to competent national authorities for their decision as to whether legal proceedings should be initiated against him; and (d) including the offence in all extradition treaties between contracting states or, where such states do not make extradition conditional on treaties, stipulating that the offence must be recognized as a case for extradition as between themselves.

The Sub-Committee Report was transmitted by ICAO to the governments of all member states for their comments. The parent Legal Committee of ICAO, which is a committee of the whole, will meet in March 1970 to consider the draft convention in the light of the observations that will have been received. After the Legal Committee has approved an official text, it is expected that ICAO will convene a diplomatic conference in the autumn of 1970 to adopt the new treaty and open it for signature and ratification.

As a consequence of discussions at the first session of the Sub-Committee on interim measures, the Council adopted an important resolution on April 10, 1969. ⁽¹⁾ The resolution stated that the Council had decided to give immediate and continuing attention to future acts of unlawful interference with international civil aviation (a broad term, which includes unlawful seizure and armed attacks against civil airliners on the ground) and its facilities through establishment of a special committee. This 11-nation committee, consisting of representatives from Australia, Britain, Colombia, France, Guatemala, Indonesia, Lebanon, Nigeria, Senegal, Spain and the United States, is to develop preventive measures and

(1) See Appendix A.

procedures to safeguard international civil aviation against acts of hijacking, sabotage or armed attack against aircraft or ground facilities used by international air transport. As a result of its work to date, the committee has drawn up and is about to present to the Council recommendations to assist ICAO states in taking steps to prevent the occurrence of such acts so as to assure safety in international civil aviation.

Canada and 29 other United Nations member states undertook an initiative at this year's General Assembly and had an item entitled "Forcible Diversion of Civil Aircraft in Flight" inscribed on the agenda. After considerable discussion and negotiation in the corridors, the resolution ⁽²⁾ was adopted in the Assembly by a vote of 77 (Canada) to two (Cuba and Sudan), ⁽³⁾ with 17 abstentions. Thirty delegations were not present.

In this way, Canada has been co-operating with other member states of ICAO and the United Nations in efforts directed towards deterring and preventing hijacking. Supplementing these multilateral activities, Canada is also carrying on bilateral discussions with other states vitally concerned with this problem. In addition, the Canadian Government has been in close contact with the International Federation of Airline Pilots Associations (IFALPA), representing 44,000 pilots in 54 countries, and has followed with interest developments in the International Air Transport Association (IATA), of which over 100 international air-carriers, including Air Canada and CP Air, are members. With the growing spirit of international co-operation in the combating of aircraft hijacking and the steps already taken towards developing an effective international legal framework to deal with the question, it is Canada's hope that the object of eliminating this serious threat to civil air transport will be realized before too long. Today, the entire world community depends more and more on aviation and safety, and law and order in the air are essential to the wellbeing of all peoples everywhere.

(2) See Appendix B.

(3) The Sudan representative subsequently stated he meant to abstain.

APPENDIX A

ICAO Council Resolution on Unlawful Interference
(adopted April 10, 1969)

The Council,

Gravely concerned that acts which unlawfully interfere with international civil aviation jeopardize the safety thereof, seriously affect the operation of international air services and undermine the confidence of the peoples of the world in the safety of international civil aviation;

Considering that the threat thus posed to international civil aviation requires urgent and continuing attention by the Organization and the full co-operation of all Contracting States under the Convention on International Civil Aviation in order to assure the continued safety of international civil aviation;

(1) *Declares* that acts of unlawful interference with international civil aviation are not to be tolerated;

(2) *Urges* all Contracting States to take all appropriate measures to prevent the occurrence of any acts of unlawful interference so as to assure continued safety in international civil aviation;

(3) *Decides* to give immediate and continuing attention to future acts of unlawful interference with international civil aviation by: (i) inviting all Contracting States directly concerned to furnish it with a report on all non-political aspects of cases of unlawful interference; (ii) developing preventive measures and procedures to safeguard international civil aviation against such acts; and (iii) assisting, at the request of a Contracting State, the national authorities of that state in the adoption of such measures and procedures;

(4) *Establishes*, in accordance with Article 52 of the Convention, a Committee of 11 members chosen from among the members of the Council, to implement Clause 3 above under the terms of reference appearing in the Appendix to the present resolution, and which will report to the Council;

(5) *Decides* that the Committee shall deal only with the aeronautical aspects of cases of unlawful interference and shall refrain from considering any case which may involve the Committee in matters of a political nature or of controversy between two or more states;

(6) *Decides* that, for the purposes of Clauses 3, 4 and 5 above, the expression "unlawful interference" designates (1) unlawful seizure of aircraft and (2) sabotage or armed attack directed against aircraft used in international air transport or ground facilities used by international air transport;

(7) *Decides* to review annually the question of whether the Committee should be continued and the composition of its membership;

(8) *Requests* the Secretary-General to invite all Contracting States to give their immediate and full co-operation to achieve the objectives of this resolution and their advice on any other measures which they consider should be taken to prevent unlawful interference with international civil aviation.

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APPENDIX B

The General Assembly,

Deeply concerned with all acts of unlawful interference with international civil aviation,

Considering the necessity to recommend effective measures against hijacking in all forms, or any other unlawful seizure or exercise of control of aircraft,

Mindful that such acts may endanger the life and health of passengers and crew in disregard of commonly accepted humanitarian considerations,

Aware that international civil aviation can only function properly in conditions guaranteeing safety of its operations and the due exercise of the freedom of air travel,

(1) *Calls upon* states to take every appropriate measure to ensure that their respective national legislation provide an adequate framework for effective legal measures against all kinds of acts of unlawful interference with, seizure of, or other wrongful exercise of control by force or threat thereof over civil aircraft in flight;

(2) *Urges* states in particular to ensure that persons on board who perpetrate such acts are prosecuted;

(3) *Urges* full support for the efforts of the International Civil Aviation Organization directed towards the speedy preparation and implementation of a Convention providing for appropriate measures, *inter alia*, with respect to making the unlawful seizure of civil aircraft a punishable offence and the prosecution of persons who commit that offence;

(4) *Invites* the states to ratify or accede to the Convention On Offences And Certain Other Acts Committed On Board Aircraft, signed in Tokyo on 14 September 1963, in conformity with the Convention.

Caribbean Development Bank Agreement

IN a formal ceremony in Kingston, Jamaica, on October 18, 1969, representatives of the Commonwealth Caribbean, with those from Britain and Canada, signed the agreement establishing the Caribbean Development Bank. Senator the Honorable Paul Martin, who signed as Canada's plenipotentiary, led the Canadian delegation, which included the Canadian High Commissioner and an Ottawa-based representative from the Canadian International Development Agency (CIDA). Observers from the United States of America, the United Nations Development Program and the Economic Commission for Latin America also attended the ceremony.

The Bank, which is capitalized at \$50 million (expressed in terms of United States dollars), has as regional members Antigua, the Bahamas, Barbados, British Honduras, the British Virgin Islands, the Cayman Islands, Dominica, Grenada, Guyana, Jamaica, Montserrat, St. Kitts-Nevis-Anguilla, St. Lucia, St. Vincent, Trinidad and Tobago, and the Turks and Caicos Islands. Britain and Canada are the non-regional members.

The Canadian Government's financial involvement in the Bank, through the CIDA, totals \$15 million, which is in two parts: \$10 million towards capitalization and \$5 million for the Special Fund, a "soft-loan" vehicle. The Canadian



Senator Paul Martin signs for Canada the charter of the Caribbean Development Bank, while two officials of the secretariat look on.

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Special Fund contribution is to be paid over a five-year period. A similar commitment has been made by Britain, while the U.S.A., though precluded by domestic legislation from sitting as a member, provided a line of credit through its AID of \$6 million to the Bank's Special Fund. Provision has been made in the Bank's charter to admit other regional members under conditions specified by the Bank. Financial support by non-members of the Bank is also made possible by the Charter.

Tripartite Economic Survey

A major impetus to the establishment of a regional financial institution resulted from the Tripartite Economic Survey of the Windward and Leeward Islands early in 1966, which involved Britain, Canada and the U.S.A. One conclusion of the Survey was that the region as a whole could derive developmental and other benefits from creation of such an institution. The Canada-Commonwealth Caribbean Conference of July 1966 in Ottawa endorsed the idea by agreeing "to study the possibility of establishing a financial institution for regional development which might be used as a method of financing projects of particular interest to the smaller areas, as well as projects which would benefit the (Caribbean) region as a whole". Subsequently, the Commonwealth Caribbean, with support from Canada, Britain and the U.S.A., requested the United Nations Development Program to undertake a detailed examination of the feasibility and desirability of establishing a financial entity in the region. The UNDP study recommended the creation of a financial institution similar to the Asian Development Bank but on a more modest scale. Discussions among the interested parties on the project began in Barbados in 1967, and in October of that year the Canadian Government agreed, in principle, that Canada should play an active role in establishing the Bank.

A series of meetings resulted in agreement on most issues by early 1968, although some remained to be resolved. By mid-1969, however, firm groundwork had been laid towards an agreement, which was signed in October. Inauguration of the Bank is scheduled to take place early in 1970, following election of a president and other officers of the Bank.

In the introductory article of the agreement, the purpose of the Bank is defined as "to contribute to the harmonious economic growth and development of the member countries in the Caribbean . . . and to promote economic co-operation and integration among them, having special and urgent regard to the needs of the less-developed members of the region". As Senator the Honorable Paul Martin stated at the signing of the agreement establishing the Bank, "Canada's participation in the Caribbean Bank is a logical and, from our viewpoint, most welcome extension of our relationship with this region We look forward to the Bank playing an ever-increasing role in the prosperity of the Caribbean through its own lending activities and through its role as a catalyst for foreign investment".

Canada Promotes the Use of French at the United Nations

With a mandate from the delegations representing French-speaking countries at the United Nations, Mr. Yvon Beaulne, the Canadian Ambassador, made the following suggestion to the Fifth Committee of the General Assembly on November 19, 1969, regarding the working languages of the UN Secretariat :

When the question of languages was under examination last year, as the Committee will recall, the Canadian delegate stated among other things that to recognize the principle of official languages was to accept their use in practice and the consequences that involved. This means that, while retaining a pragmatic attitude towards the problems to be solved, it is necessary to accept the costs their solution entails and to seek machinery capable of preserving the efficiency of the organization to be administered. Bilingual or multilingual countries manage to do this (not without some difficulty, it is true), but in the end they look upon the situation as enriching. The United Nations, for its part, should certainly be able to do the same.

It is because of the importance Canada attaches to this principle that the Canadian delegation took an active part in the drawing-up of Resolution No. 2480B at the twenty-third session of the General Assembly. May I remind you that the primary purpose of the resolution was to ensure a more equitable use of French, and of the other working languages, in the Secretariat? To this end it was decided to intensify the language-training program. For our part, Mr. Chairman, we consider that this program is the most effective means available to the General Secretariat for the implementation of Resolution No. 2480B.

The delegations representing the French-speaking countries have asked the Canadian delegation to express the hope that further progress will be made towards ensuring a more equitable use of French in the United Nations. We understand the difficulties that have to be overcome in recruitment and staff-training and we rejoice that the Secretariat has shown so much goodwill in attempting to rectify the imbalance that we had to deplore. We are convinced, however, Mr. Chairman, of the need to work energetically towards the realization of this object as soon as possible.

We have been constantly interested, during the past 12 months, in the steps the General Secretariat has taken with a view to improving the training program. We shall continue to follow its operations closely. The implementation of Resolution 2480B seems to us to be a matter of great interest; in fact, in our opinion, the question has a very high priority. In this connection, we should like to hear the views of the General Secretariat regarding the adequacy of resources, both in personnel and equipment, available for the training program.

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The International Labor Organization

DEVELOPMENT OF TECHNICAL ASSISTANCE PROGRAMS

"The failure of any nation to adopt humane conditions of labor is an obstacle in the way of other nations which desire to improve conditions in their own countries." Written into the constitution of the International Labor Organization at the time of its founding in 1919, this declaration expressed the fundamental thinking of the founders who were planning concerted action to improve the standards for workers on an international basis.

The representatives of the founding countries then decided that the most effective way to translate such a policy into action was to adopt standards and put them in the form of international treaties (conventions) binding on all member countries ratifying them. Thus began the standard-setting operation, which, for the next three decades, was to be the primary task of this unique tripartite Organization composed of government, worker and employer representatives.

Activities Much Expanded

This year, as the ILO moves into its second half-century of existence, its scope of activity is much broader than that envisaged by its founders. While still carrying out the important functions of formulating and administering international labor standards, it has become an "operational" body standing ready to take direct action to improve the social and working conditions of people anywhere in the world.

The most significant aspect of this change in direction is the ILO's participation in what are known as technical-assistance programs, designed, for the most part, to promote economic and social development in the underdeveloped countries of Asia, Africa, Latin America and the Middle East.

Numerous Projects

Today, ILO experts are at work on a wide variety of projects: operating vocational-training schemes in India and Morocco; starting rural co-operatives in Bolivia and Afghanistan; improving manpower-planning methods in Somalia and Brazil; developing small-scale industries in the Solomon Islands and Jamaica; reorganizing the social security systems in Iran and Libya, and applying modern management techniques to industrial development in Pakistan and Tanzania.

More than 600 ILO officials are involved in some 250 assistance programs in over 90 countries and, in fact, these activities account for more than half the work of the Organization. Some idea of the extent of these operations can be gained by noting the financial outlays they require. In 1968, for example, more than \$20 million was allocated to these programs, while the figure for this

year, including contributions from the governments of countries involved, is expected to reach \$50 million.

A Foreshadowed Involvement

The ILO involvement in direct technical-assistance programs was foreshadowed back in the 1930s, when the Organization was requested to send advisory missions to help member countries with specific labor and social problems. Also, during the Second World War, from temporary headquarters at McGill University in Montreal, the ILO sent personnel to work in the social security field in Latin America.

However, full-scale participation in technical co-operation flowed from the ILO's relations with the newly-established United Nations in 1946 as a member of the UN family of Specialized Agencies. In 1950, the UN began its Expanded Program of Technical Assistance, and nine years later established its Special Fund. Both programs were later merged into the United Nations Development Program, and it is under the aegis of the UNDP that the ILO carries out the bulk of its technical-assistance projects.

Human Resources Development

It is fundamental to ILO thinking that the key factor in any country's economic progress is the development of its human resources. This means that the Organization is concerned with training native personnel to take over industrial operations entirely after an ILO mission has completed its task. Therefore, it is in this area that the ILO makes its most substantial contribution to the technical-assistance programs — with particular emphasis on vocational training and management development.

The need for vocational training is, of course, obvious, because the basic problem in developing countries is an acute shortage of skilled labor. On the other hand, the ILO recognized early that the raising of industrial productivity was closely connected with the training of a competent managerial staff. In both these areas, the early activity of the ILO centered on small-scale projects involving a few experts for short periods. However, it was soon recognized that these types of operation did little to elevate the levels of skill generally among the labor force and in the management sector. This led to the establishment of projects on a much wider scale, to the point where, today, programs are organized on a national level.

Workers' Education Program

A good deal of emphasis is placed on a workers' education program designed mainly to help trade unions and other worker bodies develop social and educational programs. In content, the program covers information on a variety of subjects ranging from methods and techniques of worker education to all major technical fields within the ILO sphere of operation. In addition, training

ed, is given to worker-education instructors and trade-union research officers and staff responsible for economic and production matters.

Other areas of ILO technical co-operation include the organization of rural co-operative schemes, the development of small-scale industry and handicrafts and vocational rehabilitation.

While all the technical-assistance projects are aimed primarily at promoting economic progress, the ILO is concerned that this development take place within a framework of adequate working and living conditions. For this reason, the Organization supplements the human-resources programs by offering assistance in its traditional areas of interest. These are labor standards, social security, dispute settlement procedures, industrial safety, workmen's compensation and implementation of labor legislation.

CONFERENCES

- Association internationale des Parlementaires de Langue française, second annual conference:
Tunisia, January 1970
- Conference on Automation and Mechanization in the Fishing Industry: Montreal,
February 3-6
- Sixth International Mining Congress: Madrid, June 1-6

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE DEPARTMENT OF EXTERNAL AFFAIRS

- Miss G. G. Buerkle posted from the Office of the High Commissioner for Canada, Singapore, to Ottawa, effective September 15, 1969.
- Mr. R. E. Branscombe posted from the Canadian Embassy, Djakarta, to Ottawa, effective September 19, 1969.
- Mr. J. E. Thibault, Canadian Ambassador to Cameroun, posted to Ottawa, effective September 23, 1969.
- Miss J. Dove posted from the Office of the High Commissioner for Canada, Islamabad, to Ottawa, effective September 23, 1969.
- Mr. C. E. McGaughey, High Commissioner for Canada in Pakistan, appointed Canadian Ambassador to Israel, effective October 13, 1969.
- Mr. S. T. S. Ferguson appointed to the Department of External Affairs as Personnel Administrator, effective October 14, 1969.
- Mr. G. E. Cox, Deputy Permanent Representative of Canada to the United Nations, New York, appointed Canadian Ambassador to Thailand, effective October 22, 1969.
- Mr. R. G. Blackburn posted from the Permanent Delegation of Canada to UNESCO, Paris, to Ottawa, effective October 24, 1969.
- Mr. G. A. Rau, High Commissioner for Canada in Trinidad and Tobago, appointed concurrently Canadian Commissioner in the Associated States of the West Indies, effective October 27, 1969.
- Mr. S. J. O. Cloutier posted from the Canadian Consulate General, Boston, to Ottawa, effective October 28, 1969.
- Mr. P. J. M. Asselin resigned from the Department of External Affairs, effective October 31, 1969.

- Mr. P. F. Brady resigned from the Department of External Affairs, effective November 1, 1969.
- Mr. C. Laverdure posted from the Canadian Embassy, Brussels, to the Canadian Embassy, Paris, effective November 1, 1969.
- Mr. L. M. Lewycky appointed to the Department of External Affairs as Administrative Trainee, effective November 3, 1969.
- Mr. C. J. Gregor posted from Ottawa to the Canadian Embassy, Sao Paulo, effective November 4, 1969.
- Mr. G. G. Riddell appointed Canadian Ambassador to Senegal, effective October 2, 1969, and accredited concurrently Canadian Ambassador to Mauritania, effective November 5, 1969.
- Mr. D. C. Simpson resigned from the Department of External Affairs, effective November 7, 1969.
- Mr. C. Hardy, Canadian Ambassador to Lebanon, appointed Canadian Ambassador to Brazil, effective November 12, 1969.
- Mr. H. H. Carter, Canadian Ambassador to the Republic of South Africa, appointed concurrently High Commissioner in Botswana, effective November 13, 1969.
- Mr. M. R. Quinn resigned from the Department of External Affairs, effective November 14, 1969.
- Mr. A. L. Morantz posted from the Canadian Embassy, Lisbon, to the Canadian Embassy, Abidjan, effective November 22, 1969.
- Mr. M. J. Chesson posted from Ottawa to the Canadian Embassy, Lisbon, effective November 22, 1969.
- Mr. D. M. McCue posted from the Office of the Canadian Trade Commissioner, Sao Paulo, to the Office of the High Commissioner for Canada, Islamabad, effective November 22, 1969.
- Mr. d'I. Fortier appointed Canadian Ambassador to Tunisia, effective November 26, 1969.
- Mr. L. Duclos resigned from the Department of External Affairs, effective November 28, 1969.
- Mr. A. Simard posted from Ottawa to the Canadian Embassy, Tokyo, effective November 30, 1969.
- Mr. R. H. G. Mitchell posted from Ottawa to l'École nationale d'Administration, Paris, effective December 1, 1969.
- Mr. M. Malara resigned from the Department of External Affairs, effective December 1, 1969.
- Miss J. A. Booth resigned from the Department of External Affairs, effective December 4, 1969.
- Mr. F. M. Filleul posted from l'École nationale d'Administration, Paris, to Ottawa, effective December 11, 1969.
- Mr. P. L. McKellar posted from the Canadian Embassy, Paris, to Ottawa, effective December 12, 1969.
- Mr. J. M. Cook, High Commissioner for Canada in Kenya, appointed concurrently High Commissioner in Uganda, effective December 15, 1969.

- Mr. D. M. Stockwell posted from the Canadian Embassy, Rio de Janeiro, to Ottawa, effective December 15, 1969.
- Miss A. M. Ireland posted from the Canadian Embassy, Oslo, to Ottawa, effective December 15, 1969.
- Miss S. Plouffe resigned from the Department of External Affairs, effective December 15, 1969.
- Mr. P. E. A. Romeril resigned from the Department of External Affairs, effective December 15, 1969.
- Mr. J. E. G. Hardy, Deputy High Commissioner for Canada in Britain, appointed Canadian Ambassador to Spain, effective November 6, 1969, and accredited concurrently Canadian Ambassador to Morocco, effective December 17, 1969.
- Mr. H. A. Richards posted from the Canadian Embassy, Washington, to Ottawa, effective December 19, 1969.
- Miss V. M. Edelstein posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective December 20, 1969.
- Mr. H. K. Spence posted from the Canadian Consulate General, Chicago, to the Canadian Consulate General, Boston, effective December 23, 1969.
- Mr. W. C. R. MacKay posted from the Canadian Embassy, Lagos, to Ottawa, effective December 29, 1969.
- Mr. J. C. Britton retired from the Public Service, effective December 30, 1969.

TREATY INFORMATION

Current Action

Bilateral

Federal Republic of Germany

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany concerning the exchange of official publications.

Ottawa July 15 and October 23, 1969.

Entered into force October 23, 1969.

Exchange of Notes between the Government of Canada and the Government of the Federal Republic of Germany to amend the route schedule to the Air Transport Agreement between the two countries signed September 4, 1959.

Bonn December 4, 1969.

Entered into force December 4, 1969.

Agreement between the Government of Canada and the Government of the Federal Republic of Germany concerning the pension insurance of persons of non-German nationality locally employed at official missions and posts of the Federal Republic of Germany in Canada.

Ottawa December 19, 1969.

Entered into force December 19, 1969.

To be effective from January 1, 1966.

Malaysia

Agreement between the Government of Canada and the Government of Malaysia for the training in Canada of personnel of the armed forces of Malaysia.

Kuala Lumpur December 22, 1969.

Entered into force December 22, 1969.

Singapore

Agreement between the Government of Canada and the Government of the Republic of Singapore for the training in Canada of personnel of the armed forces of the Republic of Singapore.

Singapore December 15, 1969.

Entered into force December 15, 1969.

To be effective from July 2, 1969.

Sweden

Supplementary Agreement modifying the Agreement between the Government of Canada and the Royal Government of Sweden for the Avoidance of Double Taxation and the Establishment of Rules for Reciprocal Assistance in the Matter of Income Taxes, signed at Ottawa on April 6, 1951, as amended by the Supplementary

Agreement signed at Stockholm on January 21, 1966.

Stockholm October 28, 1969.

United States of America

Agreement between the Government of Canada and the Government of the United States of America relating to the operation of radio telephone stations.

Ottawa November 19, 1969.

Multilateral

International Convention on Tonnage Measurement of Ships, 1969.

Done at London June 23, 1969.

Signed by Canada June 23, 1969.

Protocol on the authentic trilingual texts of the Convention on International Civil Aviation (Chicago, 1944).

Done at Buenos Aires September 24, 1968.

Entered into force October 24, 1968.

Canada's Instrument of Acceptance deposited August 21, 1969.

Entered into force for Canada August 21, 1969.

Protocol to the International Convention for the Northwest Atlantic Fisheries relating to panel membership and the regulatory measures.

Washington October 1, 1969.

Agreement between the Government of Canada, the Government of the Islamic Republic of Pakistan and the International Atomic Energy Agency for the application of safeguards.

Vienna October 17, 1969.

Entered into force October 17, 1969.

Agreement establishing the Caribbean Development Bank.

Kingston October 18, 1969.

Exchange of Notes amending the Agreement between the Government of Canada, the Government of Japan and the International Atomic Energy Agency for the application of Agency safeguards in respect of the bilateral Agreement between the two governments for Co-operation in the Peaceful Uses of Atomic Energy.

Vienna November 12, 1969.

Entered into force November 12, 1969.

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EXTERNAL AFFAIRS

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It provides reference material on Canada's external relations
and reports the current work and activities of the Department.

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Perspectives in Foreign Policy

AN ADDRESS BY THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS,
THE HONORABLE MITCHELL SHARP, TO THE JUNIOR CHAMBER OF
COMMERCE, EDMONTON, ALBERTA, ON JANUARY 17, 1970:

... Ottawa is Canada's capital and in a very true sense the life of all Canada flows through it. It is the least provincial of Canada's cities and looks outward to all of Canada. Any propensity Ottawa may have to over-concentrate on the affairs of Eastern Canada is offset at the official level by the large and able *cadre* of senior public servants who come from this part of Canada, and at the political level by the very articulate Members of Parliament that you send to Ottawa.

All this said, however, there is an Ottawa view, and special attitudes that living and working in Ottawa engender. The Federal Government must serve all Canada and the interests of all Canadians. To do this effectively members of the Government must see and know Canada as it is. This isn't easy; Canada is so vast in extent and varies so greatly regionally that no one person can in a lifetime see it all, much less come to know it all. In the weekend I am spending in Alberta . . . , apart from the pleasure of addressing you, I shall be talking to all kinds of people and trying to see Canada in a Western perspective. My own life, spent partly in the West and partly in the East, and my travels throughout the country have made me realize that Canada looks different when seen from different centers. For each of us, the center of Canada and the center of the world is the place where we live and work.

A map of the world printed in London shows the British Isles as the center of the world. The same map published in Toronto or New York has North America at the center. I have never seen a map of the world printed in Tokyo but feel sure that it would show the Japanese islands at the center. Early maps of the world produced in China took this tendency to its logical extreme. They show China as a large landmass in the center, with a number of vague free-form islands on the perimeter labelled England, France, America, Japan and so on. While perhaps this reflects the Chinese outlook on life as much as their geographical conceptions, it contains a germ of truth. We now have a better idea of the shape of the world, but in a very real sense for each of us his own place is the center of the world and everywhere else is seen in relation to it and in its perspective.

A New Orientation

Perhaps you feel I have taken a somewhat roundabout route to come to my subject, "Perspectives in Canadian Foreign Policy". The review of our foreign policy

which is now reaching its conclusion has been very much concerned with this whole question of orientation. Until the early years of this century, Canada was oriented towards Europe — saw itself, perhaps, as a Western extension of Europe. The emergence of the United States as a world power and a pervasive economic influence enlarged our perspective so that in our world view we came to look southward as well as eastward. The profound and far-reaching changes in the political and economic maps of the world in the last 25 years have brought home to us that our traditional orientation toward Western Europe and the United States cannot sufficiently serve our interests. We must come to terms with the geographical, political and economic realities of modern Canada. As the Prime Minister said in Calgary last year, we are not just a North Atlantic nation and an American nation — we are an Arctic nation and a Pacific nation. These extra dimensions of Canada are seen in sharper focus here in Edmonton than in the East. The presence here today of Junior Chambers of Commerce from the Northwest Territories is evidence of the close ties you have with the North. The fast-growing trade the West generally, and British Columbia and Alberta in particular, have with Japan and other nations to the West of us is evidence of Canada's growing importance as a Pacific nation.

Some observers, notably Europeans, decry what they perceive as a lessening of our ties with Europe. This is a misunderstanding of what is happening. We are not changing our perspective, we are enlarging it. Nor are we engaging in any kind of adventuristic realignment in political terms; we remain committed and faithful to our alliances, with the NATO nations for the defence of the Western world, with the United States in NORAD for the security of the continent we share. We are taking our proper place in the community of nations, seeing the whole world in a Canadian perspective, developing a foreign policy that will best serve the interests of all Canadians.

You will be relieved to learn that I do not intend to expound to you this evening all the ramifications of Canadian foreign policy — toward Africa and particularly *francophone* Africa, Latin America, the Middle East and the Communist world. This is not an occasion to produce in summary form the White Papers that will be published later this year.

Foreign Policy and Domestic

The review of our foreign policy takes into account the orientation of modern Canada to the new world that has emerged since the Second World War. It also has a conceptual dimension. Foreign policy in Canada has traditionally been regarded as a matter for professionals, of great importance for the preservation of our sovereignty and territorial integrity but having little effect on the daily lives of Canadians. This is changing. In part, the change is a result of the explosion in communications, the coming into being of the "global village". We have more immediate information of events today in Nigeria

than we had of events in another part of Canada 50 years ago. In part, the change is due to the growing realization that foreign policy is not a thing in itself but rather an external dimension of domestic policy. Both are aspects of one central national policy — to preserve and strengthen Canada and to preserve and enhance the well-being of all Canadians now and for the future. External policy itself has several dimensions, two of which are the political and economic. These, too, are indissolubly linked. We must be equally concerned with the preservation of our national sovereignty and the preservation of our economic health. Both of these are essential to the well-being of all our people, particularly in our case, where, as a great trading nation, we must steadily increase our exports or wither away into penury. There is a common misconception that my Department in Ottawa, with its posts and embassies abroad, serves some generalized national interest. I suppose it does, but this isn't the whole story. The purpose of Canadian missions abroad is to serve the interests of all parts of Canada, and all sectors of the Canadian economy. They do this in close co-operation with our sister Department of Industry, Trade and Commerce, which provides a component in nearly every diplomatic mission and maintains a number of posts of its own where our interests are essentially trade-oriented. There is a growing number of provincial trade missions, from Alberta as from other provinces, travelling abroad. I think it is fair to say that those taking part in such missions have been impressed by the expertise available to them in our posts abroad, and by the understanding of their specific needs and interests shown by External and Trade and Commerce personnel resident in their target countries.

I should like to turn now from the more general considerations of foreign policy and its domestic implications to some questions of specific interest to this part of Canada. First, to our growing trade with the nations on the "Pacific rim".

Canada and the Pacific

The importance of the Pacific to the Canadian economy today is not always realized. In 1968, the Pacific rim was our third-ranking market, following the U.S.A. and Western Europe. Canadian exports to the Pacific (excluding the U.S.A. and Latin America) amounted in 1968 to more than a billion dollars, double those of 1963. This performance has been sustained during 1969. In the decade from 1958 to 1968, Canadian exports to the world increased by 175 per cent, but those to the Pacific market increased by more than 400 per cent. The large component of our trade in the Pacific directed to Japan is not likely to change essentially in the 1970s, although we may expect a wider market for finished goods if, as we hope, access to the Japanese market is further eased. In the rest of the Pacific the drive to industrialization in the less-developed countries should result in larger exports of Canadian capital goods and raw materials. The mutual trade of the developed nations of the

Pacific — the U.S.A., Japan, Canada, Australia and New Zealand — is increasing at an average annual rate of 15 per cent. If this continues, such trade (apart from Canada/U.S.A. trade) would amount to more than \$20 billion by 1972. Canada has a favorable trade balance with our main markets in the Pacific area, which helps to balance our trade exchanges with the rest of the world.

Western Canadian trade in the Pacific is proportionately even more important. Of the 54 commodities from Canada selling in Japan in amounts beyond \$1 million a year and accounting for 93 per cent of our trade with that country, 48 originate in Western Canada. A similar situation exists *vis-à-vis* other Pacific countries. The growth of our commercial interests in the Pacific has stimulated the growth of Western Canada industrially and in terms of population.

Closer Ties With Japan

In Alberta today good work is being done to foster our economic co-operation with Japan by the development of coal and copper and other commodity resources. The Japanese market is one of the fastest-growing in the world and Japan, in turn, has much of interest to sell here. We are continually expanding our economic trade and investment ties with Japan. The Japanese have already invested a great deal in Western Canada — some \$100 million by the end of 1968 — and this investment is expected to increase substantially in the future. We have pointed out to our Japanese friends that the content of our exports to Japan could easily be upgraded to their benefit and ours. If, as seems to be the case, the Japanese prefer to arrange long-term contracts for raw materials, this same approach may be followed for other important areas of trade, such as cereals and tobacco. We expect that the Japanese will continue to liberalize their market as they have already begun to do. Their remarkable progress economically in the last years certainly shows that their economy compares favorably with the most advanced countries in the world.

I do not wish to make a catalogue today of our economic relations with all countries in the Pacific basin. The case of Japan alone is convincing. Our trade relations with Australia and New Zealand are good and growing; we are at present engaged in a renegotiation of our trade agreement with New Zealand and have every hope that this will result in a satisfactory new arrangement for both parties.

Large sales of Canadian wheat to the Chinese have been made in recent years. We expect these sales to continue and, we hope, increase. At the same time, trade is a two-way street and the Chinese rightly expect us to provide them with trading opportunities consistent with normal bilateral trading obligations.

Among the most important items in Pacific trade are commodities of various kinds, for a number of which commodity arrangements have been

worked out such as the International Grains Arrangement. I do not need to tell this audience that, owing to the international over-supply of wheat, and to the trading practices of certain other exporters, there has been considerable pressure on wheat prices in recent months. The result has been a major threat to traditional Canadian markets such as Japan. Consultations are continuing to re-establish stability in world markets and our recent deliveries to the Soviet Union suggest that we may be entering a period of improved sales and price stability. I hope that this is so. One of the main international concerns of the Federal Government today is the re-establishment of firm wheat prices and firm wheat markets.

Pacific Co-operation

There have been a number of efforts in recent years to promote broad co-operation among countries bordering the Pacific. This has come to be known as Pacific Basin Economic Co-operation. It is an attractive conception. Our trade with the region is growing rapidly. To a large extent, trading countries in the Pacific are complementary rather than competitive and have a good deal to offer each other. The great multinational corporations, often based in the developed countries in the region, can be of considerable importance to the developing countries in terms of the potential they have for promoting their economic growth. Canadian firms, for example, are increasingly active in the Pacific area in resource development.

Canadians generally now recognize, as many in the West have long done, the development occurring in the Pacific area. The Government is anxious to encourage such involvement. Our large-scale participation in Expo 70 in Osaka is one example of this. We are also examining ways in which we can expand our diplomatic, commercial and other links with Pacific basin countries. Prime Minister Trudeau, as you may already be aware, is planning a trip to the Pacific basin this spring, during the course of which he will visit a number of countries before going to Japan and touring Expo 70. This will be a major tour of Pacific countries, and indicates clearly the Canadian interest in that part of the world.

Our initiative in seeking an exchange of diplomats between Ottawa and Peking reflects first and foremost our belief that world security requires the presence of China as an active and participating member of the community of nations. This has long been an underlying principle of Canadian foreign policy that we have taken action now reflects the widening of our national perspective and our growing interest in the Pacific area.

Northern Orientation

The second new area of concentration that I wish to touch upon briefly is the North. Edmonton is the most northward-oriented of Canadian cities and I am happy to know that in this audience are many who live and work on Canada's

last frontier. Recent oil discoveries in the North — some announced only in the last few days — have highlighted the enormous economic potential of this part of Canada. These discoveries have raised problems about our sovereignty in the North — not over Northern territories and islands, for this is undisputed and not negotiable, but over sectors of the waters of the Arctic Archipelago. I have nothing new to report upon this except to tell you that the matter is of urgent concern to the Government and its principal law officers. Northward, across the Pole, lies our great Arctic neighbor, the Soviet Union, the one nation on earth that has an Arctic tract comparable to ours. The North is more than a source of petroleum and mineral wealth, it is an area where people will live in increasing numbers. For historical and economic reasons, the Soviet Union has made more progress than Canada in the science of northern living. One of these reasons is that the Soviet Union can direct the movement of its people. I am glad that we cannot, but we have much to learn from them. We are now engaged in technological and scientific exchanges with them and some high-level fact-finding missions to the Soviet Arctic are planned.

Mention of oil naturally brings up the subject of oil exports to the United States and questions about a continental energy policy. One of the frustrations of being Foreign Minister is that subjects of current concern upon which one would like to speak openly and fully always seem to be in a delicate state of negotiation. I suppose if they weren't they wouldn't be current. In the present discussions with the United States we have one object only: to get the best possible deal for Canadian oil in the United States market. The wider issues that have been raised are for long-term consideration and discussion. The Government believes in the orderly development of North American resources, but in a manner that fully protects present and future Canadian interests.

Another aspect of our economic relations with the U.S.A. of particular concern to you is the complex of transportation connections that links our two countries — in particular, the expansion of air-routes between points in Canada and points in the U.S.A. Proposals have been made by a number of Canadian cities, including Edmonton, for an expansion of air services to include direct links between them and a number of centers in the U.S.A. The Government supports these proposals. The Canadian delegation to the current bilateral talks which began in December and resume in February has instructions to seek maximum benefits for Canada. As usual, it is too early to say what the outcome of these negotiations will be, but we expect that it will be favorable to Western aspirations.

Foreign policy and domestic policy are the two dimensions of our national policy. Talking to you today about foreign policy, I have tried to show how it serves the general national interest on the one hand and the specific interests of different parts of the country and different sectors of the economy on the other. This calls at times for a skillful balancing act; it isn't always possible to advance

every specific interest at the same time. Canada is divided into a number of great regions, with many international interests; its economy falls into a number of sectors that must compete for a place in the sun when tariffs and trade agreements are being negotiated. It is the special task of the Government to establish priorities and advance local interests in a manner calculated to promote the general Canadian interest. Let me assure you that in the performance of this task no part of Canada takes precedence. Our international dealings serve the West and the East, the Pacific Coast and the Atlantic Provinces. After all, it is only in this way that Canada can be served and will remain united.



Seated at the Council table during the NATO ministerial meeting held in Brussels on December 3 and 4, 1969, are Canada's Secretary of State for External Affairs, the Honorable Mitchell Sharp (left), and Mr. Ross Campbell, Permanent Representative and Ambassador for Canada to the North Atlantic Council.

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An International Development Research Centre for Canada

"One of the most promising and exciting proposals to come before this House for some time," said the Honorable Mitchell Sharp, Secretary of State for External Affairs, regarding the bill establishing the International Development Research Centre of Canada, which had its second reading in the House of Commons on January 12 and was then referred to the Standing Committee on External Affairs and National Defence.

The Federal Government plans to allocate at least \$30 million to the proposed Centre for its first five years of operation.

Mr. Sharp's statement follows :

... The bill provides for the establishment of an International Development Research Centre of Canada. This can be a new and dynamic element in Canada's contribution to the global struggle to improve the quality of life in the less-privileged areas of the world.

It is now two decades since Canada first entered the field of co-operative international development as a founding member of the Colombo Plan. The recent meeting of the Colombo Plan Council in Victoria demonstrated how greatly our understanding of the complex problems and possibilities of international development has changed as a result of our collective experience during these two decades. We have learned that direct transfers of capital and knowledge cannot by themselves provide all the ingredients necessary for the advancement of the less-developed countries. Their problems cannot be resolved by mere transfers of some of our wealth; they must be helped to develop their own capabilities of producing the wealth they require to meet the needs and aspirations of their people. If capital and technical assistance are to be effective, they must take root in the specific setting of each of the developing societies. This calls for a clear understanding of the basic social, economic, political and cultural forces which affect the processes of growth and development in each society. It requires the development of new ways of applying existing technologies to meet the particular needs of the less-developed countries. It also requires a greater knowledge of the factors which enable such technologies to be used to achieve the social goals of the societies. It requires a concerted attempt to discover new technologies.

Effect of Industrial Revolution

The gap between the low-income and the wealthier nations of the world is to a large extent a science and technology gap. There has always been a gap between rich and poor within most societies, but the massive disparities between the nations of the less-developed areas of the world and the more industrialized

nations is a fairly recent phenomenon. The average inhabitant of Southeast Asia, prior to the industrial revolution, enjoyed a standard of life not so very different from his counterpart in Europe, despite the differences in their cultures and modes of life. Certainly, the vast material gulf which separates them today did not exist then.

In the last century, those nations which were in the vanguard of the industrial revolution have achieved unprecedented levels of economic activity. This has come about in large measure because of their ability to unlock the secrets of science and to develop technologies and techniques for the application of scientific knowledge to the processes of production and distribution. The burgeoning market economy of these nations continues to provide powerful incentives for the employment of our scientific and technological resources in the search for new products and processes for the affluent consumer.

Special Problems of Underdeveloped Areas

There is no similar incentive to apply science and technology to the problems of the less-developed world. The very science and technology which have provided the key to the wealth of the industrialized nations have added to the difficulties of the less-developed nations. Eradication of disease by mass immunization and the use of antibiotics has reduced death-rates in the developing countries dramatically and brought about rapid increases in population. It has proven much more difficult for these countries to develop the increased productive capacity required to provide their growing populations with the basic ingredients that enable men to live in dignity. At the same time, science has devised synthetic substitutes for many of the natural products which these countries have depended upon for most of their export earnings. Despite the fact that in absolute terms, the less-developed nations have made a significant amount of progress in recent years, the gap between them and the wealthy industrialized nations continues to grow.

A recent study indicates that some 98 per cent of all of the world's research and development expenditures continues to be made in the wealthy industrialized nations, which already have high growth-rates. There is almost as much money spent on research and development in the field of synthetics alone in the industrialized nations as is spent on all forms of research and development in the less-developed world. The scientific advances and the new technologies which will shape tomorrow's world will come out of today's research and development expenditures. The relative position of the less-developed nations can only worsen if the balance in the deployment of the world's scientific and technological resources remains so heavily biased against them.

It is not likely that this bias will be rectified except by a deliberate act of policy on the part of the industrialized nations that possess a near monopoly on the world's scientific and technological resources. A larger share of these resources must be made available to the less-developed nations. One of the

most practical methods of doing this is by devoting a portion of the funds available from wealthier nations under their development-aid programs to this purpose.

Development Research Stinted

Despite the fact that this need is fundamental to the whole development process and that this field is a new and complex one, less than one-half of 1 per cent of the aid budgets of donor countries is currently devoted to development research at a time when the average-growth corporation in North America spends approximately 6 per cent of its annual income for these purposes.

This situation is of great concern to those who are close to the heart of the international development process. The report of the Commission on International Development headed by our former Prime Minister, the Right Honorable Lester B. Pearson, highlights this concern and recommends (and I quote):

aid suppliers should devote a significant share of their research and development resources and facilities to projects specifically related to problems of developing countries.

This Commission proposes that by 1972 such expenditures should amount to 5 per cent of all public expenditures in the industrialized countries for research and development, of which at least half should be put to work in the developing countries. The United Nations Advisory Committee on the Application of Science and Technology goes further and has proposed that donors be asked to allocate 10 per cent of their research and development resources to projects of concern to lower-income countries and an additional 5 per cent to help create institutional infrastructure for science and technology in these countries.

Role for Canada

This is an area in which Canada can play an important role and it is for this purpose that we propose to establish the International Development Research Centre of Canada. This bill results from two years of careful investigation and planning by the Canadian International Development Agency with the active assistance and participation of a number of other government departments and experts outside government, particularly the Canadian universities and a number of international institutions. A great deal of care has been taken to design an instrument that will complement and supplement the work that is being carried on by others in this field. I can assure the House that Canada's initiative in creating this body is welcomed by the entire international development community.

The Centre will be basically a Canadian institution with an important international dimension. The chairman and most of the members of the Centre's board of governors are to be Canadian, as well as the majority of its executive committee. Both the board and the staff will include specially-qualified people from various parts of the world, including the developing countries. The Centre will be structured so as to provide the best possible environment for creativity and problem-solving.

The Centre will identify, initiate and encourage, support and undertake research into the problems involved in the development of economically-deprived regions of the world. It will seek to develop the most effective application of the results of this research to the needs of the people of those regions. It will give high priority to programs that assist the developing countries in building their own scientific and technological capabilities so that they will not be mere welfare recipients but contributors in their own right to the solution of their own problems.

Implementation of Programs

I have said that the Centre will be "problem-oriented". A small expert headquarters group will identify specific development problems and develop programs designed to focus resources upon them. In the development and implementation of its programs, the Centre would work closely with other government departments and non-governmental institutions, particularly Canadian universities and industry. A typical project might consist of a number of programs carried out on a decentralized basis by institutions and individuals chosen for their specific capacity. The Centre will also be able to provide financial support to specific research activities of other institutions that contribute directly to its own programs and objectives.

For example, a program designed to improve the protein content of cereal grains might be spearheaded by a Canadian university with special experience in that field. It would involve a number of other Canadian and non-Canadian organizations, each of which would be engaged in a specific aspect of the work as part of a co-ordinated program. Appropriate authorities in the less-developed countries would be involved in the crucial work of applying and adapting the results of all the work to the environmental and social conditions of those countries.

After a project has been undertaken, the function of the headquarters group will be to oversee the programs and to audit and disseminate their results. Discussions with the OECD Development Centre, the United Nations and some of the United Nations Specialized Agencies indicate that the Centre's headquarters might also provide a centralized system for assimilating, storing, retrieving and disseminating scientific and technical data relevant to international development. In this way, the Centre would help provide an important and, at present missing, link in the co-ordination of world international development programs.

Emphasis on Canadian Capabilities

It is too early to be specific about the Centre's programs, but emphasis will certainly be given to those problems to which Canadian capabilities seem especially applicable. Final decisions on program priorities will be reserved to the Centre's board of governors. CIDA and the United Nations Advisory

Committee on the Application of Science and Technology to Development have already indicated several possible areas of special interest: the development of new techniques for identifying and evaluating mineral resources, improved methods of preserving food and reducing waste; the development of genetically-improved plants of high protein value; the study of some specific aspects of the world population problem; and the development of efficient, labor-intensive industrial techniques.

Most of the problems with which the Centre will deal will require co-operative effort by both the physical and social sciences. The very nature of the development process requires that the special skills and perspectives of the engineer, the physicist and the chemist be harmonized with those of the economist, the sociologist and the anthropologist. The Centre will be concerned with the application of science and technology to the effort to improve the quality of life, not only the processes of material production.

Benefits to Canada

We should not overlook the important benefits the Centre will bring to Canada. The funds provided for its support will be an addition to the funds normally available for Canadian research and development. It will create new opportunities for the use of Canadian human and institutional resources in the field of science and technology. It will help to attract to Canada highly-qualified people in various fields, including Canadians who have had to leave Canada to pursue their special interests. It will also help to keep in Canada some who might otherwise leave.

In all its programs, the Centre will provide important links between Canadian and foreign science and technology, enabling Canadian specialists to obtain international experience . . .

The funds needed to finance the Centre's operations and programs will come out of Canada's international development-assistance allocations. Within these allocations the amount of funds made available to the Centre will depend upon the specific programs and activities which are developed by the Centre's board and management after it is established. The Government intends to give priority to this aspect of our international development program, and I foresee the allocation of as much as 5 per cent of our total development-aid funds to the Centre. The Government is prepared to allocate a minimum of \$30 million for the administration and programs of the Centre over the first five years . . .

Successful operation of the Centre will call for the full co-operation of the Canadian scientific and technological communities and an especially close relation with Canadian universities. The Science Secretariat, other departments of the Federal Government directly concerned with science and technology and the university community have contributed to the studies leading to the proposal for the establishment of the Centre; they will be equally involved in its direction and operation. The proposed legislation provides for this

Nigeria

SHORTLY after the civil war in Nigeria ended, Prime Minister Trudeau sent a message to General Gowon, the Commander-in-Chief and Head of the Federal Military Government of Nigeria. The Prime Minister repeated the Canadian Government's earlier offers to assist Nigeria in the great tasks it faced of rebuilding and rehabilitating the areas affected by the war. The full text of the message is as follows:

"In these momentous days, I share with you a feeling of relief that the long struggle is over. The opportunity to build a great nation out of its diverse parts is again yours and I wish you well in what will be a challenging task. The Canadian Government and people watch developments in your country closely and sympathetically.

"The attention of our people is naturally drawn to the civilians and others who have suffered as a result of the conflict which is now mercifully ended. We have taken to heart your declarations of reconciliation and I expect that our members of the International Observer Team which you so wisely convoked will confirm observance of your Government's directives. Our High Commissioner has been instructed to indicate our willingness to provide at the shortest notice more Canadian observers should you agree this is desirable

"As our High Commissioner has informed your associates, we are willing to help in the immediate relief situation in various ways, including air-transport facilities and medical supplies. A compact team of Canadian officials is being sent to assist our High Commissioner in assessing how best we can help, and Major-General Arthur Wrinch, the much-respected head of the Canadian Red Cross, is coming to Lagos also to provide us with direct advice, on the basis of consultation with your officials, as to how we can best be of assistance at this stage.

"The task of reconciliation and reconstruction will not be easy. As we have stated before, we are willing to assist in ways you consider appropriate. My officials are dealing with yours on the immediate problems of relief and rehabilitation. But our interest goes beyond the immediate into the broad and bright future Nigeria will have in the community of Africa and of the world. We value our relations highly and look toward intensified co-operation in many fields between Nigeria and Canada."

So far this year, the Government of Canada has provided \$1.7 million to assist with the relief problem in Nigeria, in addition to the \$3 million provided earlier. Included among these latest contributions was a grant of \$500,000 to the Nigerian Red Cross and a grant of \$200,000 to the United Nations International Children's Emergency Fund (UNICEF). In addition, a large shipment of drugs for the Nigerian Red Cross was assembled with the help of the Canadian Red Cross and dispatched to Lagos by air.

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The "W. H. Eastwood" Affair ⁽¹⁾

DURING the 1920s, one of the most vexing recurring problems in Canadian-American relations was caused by the frequent confrontations between the United States Coast Guard and rum-runners who operated in ships of Canadian registry flying the British flag. The most famous of these cases was that of the *Pm Alone*. This incident became a *cause célèbre* following the sinking of the *Pm Alone* in the Gulf of Mexico in March 1929, with the total loss of the ship and its cargo (about \$125,000-worth of liquor) and the drowning of one of the crew. Following Canadian protests and the refusal of the United States to admit the facts as claimed by Canada and to issue an apology, the case was submitted to arbitration. It was not until 1935 that it was finally settled, with the United States accepting the responsibility for the incident. Probably, however, the length of the period of arbitration more than the incident itself made the *Pm Alone* case the most famous of the smuggling incidents.

Incident and Protest

Three years before the sinking of the *Pm Alone*, the basic problem of these confrontations had already been faced. In February 1926, following the usual pattern of liquor smugglers, the *W. H. Eastwood*, registered at Lunenburg, Nova Scotia, was on the high seas with a cargo of liquor. When she came under the observation of the United States Coast Guard Cutter *Seneca*, she dropped anchor and the two ships began the usual waiting game to see which would be forced to move away first as supplies ran low. They were lying some 21 miles off the coast of Long Island, well outside United States territorial waters and also outside the one-hour sailing distance provided⁽²⁾ by the 1924 Smuggling Convention between the United States and Britain, to which Canada had adhered. On February 15, possibly because his supplies were running low and he would soon have to pull out and leave the *Eastwood* to go about its illicit business, the captain of the *Seneca* decided to give his crew a little target practice. The appropriate signal was given and a target was set up near the *Eastwood*. The crew of the *Seneca* must have been in great need of such practice, for during it the *Eastwood* was hit several times and was sent limping back to Nova Scotia still carrying her cargo of contraband liquor. Following the return of the *Eastwood*, reports of the incident were carried in the press.

The British Ambassador, Sir Esmé Howard, filed a protest with the State Department and asked that inquiries be made into the incident. A month later, on March 22, the British Embassy again contacted the State Department, this

(1) The author, Alex. I Inglis, is a resident historian with the Department of External Affairs. He is editing *Documents on Canadian External Relations*, Volumes 4 and 5.

(2) This provision recognized an extension of the jurisdiction of the United States where ships were suspected of being engaged in smuggling. By this extension, ships that were within one hour's sailing distance of the United States were considered to be within its territory.

time at the instance of the Canadian Government, and presented a copy of the statement of the master of the *Eastwood*, with photographs of the damage that had been done, mentioning that the owner of the ship had in his possession fragments of shell, machine-gun bullets and fuses found on the *Eastwood* after the shelling. This information was presented to the State Department that it "may facilitate the inquiries of the competent United States Authorities into the circumstances attending this unfortunate incident". The United States reply to these notes was delivered to Sir Esmé Howard on April 9, 1926. It did not deny that the *Eastwood* had been hit nor did it make reference to the fact that the *Seneca* was engaged in target practice at the time; rather, it stated simply that the commander of the *Seneca* had said "that the British vessel *Eastwood* was not fired upon by the *Seneca*". The note went on to point out that the captain of the cutter had been a commissioned officer of the United States Coast Guard for over 27 years, while the *Eastwood* had long been engaged as a rum-runner. A memorandum on the activities of the *Eastwood* during the years 1925 and 1926 supporting this charge was enclosed with the note. The Ambassador did not feel that this was a satisfactory statement. In a further note dated April 13, 1926, he again rehearsed the facts of the incident and pressed the question of whether the *Seneca* had in fact been engaged in target practice on that date and whether this had been in the vicinity of the *Eastwood* on the high seas. The note continued:

I would venture further to observe that the fact of the *Eastwood* having been previously engaged in rum-running would hardly appear to be germane to the question at issue, which is whether or not the projectiles by which she seems undoubtedly to have been struck could or could not have been fired by the *Seneca* to the danger of the lives of those on board the *Eastwood*.

The Ambassador's action received the approval of both the Canadian and British Governments. In a marginal notation on a memorandum from his assistant W. H. Walker, O. D. Skelton, the Under-Secretary of State for External Affairs, commented that "the Ambassador's note of April 13 is much to the point and should elicit a more definite reply". On May 12, 1926, a despatch was sent from the Foreign Office to Sir Esmé approving the course he had adopted and suggesting that the State Department's note of April 9 demonstrated "a dangerous confusion of thought". The despatch stated:

It would appear that Mr. Kellogg does not realize the difference between a protest against a clearly indefensible act by the United States revenue authorities and a general support of a rum-runner against which local action had been taken by the United States Authorities.... The fact that a vessel is a rum-runner cannot...debar His Majesty's Government from taking steps to protect any general British right which may have been violated in respect of her any more than the fact that His Majesty's Government refrains from protesting in any given case before the final decision of the United States Courts can be taken to mean that they necessarily acquiesce in the action of the United States Government.... If the United States Government do not give proof of a reasonable attitude in this case, it is quite possible that it will be used for attacks on the generally helpful attitude taken up by His Majesty's Government in the matter of liquor smuggling. No right-minded person in this country supports the cause of the liquor smugglers, but

we have a right to expect that the extreme friendliness of His Majesty's Government should meet with a proper response on the part of the United States Government.

The Ambassador was authorized, in the event that the State Department's reply to his note of April 13 was not satisfactory, to communicate the position adopted in this despatch to the Secretary of State.

Second U.S. Note

The reply to the Ambassador's protest was some time in coming. It was not until August 2, 1926, that he received a note on the subject from Secretary of State Kellogg. This time the United States admitted that the *Seneca* had conducted target practice on the high seas on February 15, 1926. But from there the note went on to recall once more the nature of the activities of the *Eastwood* and to suggest again that the word of the commanding officer of the *Seneca* was much more likely to be true than that of the master of the *Eastwood*. The note continued:

With respect to the observations... that the fact that the *W. H. Eastwood* had previously engaged in rum-running would hardly appear to be germane to the question at issue, I may state that it was designed to invite your consideration of the question whether persons who have been engaged in open and deliberate violation of the laws of a friendly State as a business and for financial gain over a long period of time are entitled to the interposition of their Governments for alleged or fancied infringement of their so-called rights.

The Ambassador was willing to accept the statement that the *Seneca* had not fired at the *Eastwood*. He was even willing to accept the fact that the word of the commander of the *Seneca* should be taken before that of the master of the *Eastwood*. He could not, however, agree that the rum-running activities of the *Eastwood* disqualified it from the protection of the British or Canadian Government when it was fired upon on the high seas. In an urgent despatch to Ottawa on August 9, 1926, enclosing a copy of the State Department's note, Sir Esmé also enclosed a draft *aide memoire*. In this he again raised the question of whether or not the projectiles fired from the *Seneca* had in fact hit the *Eastwood*. He also stated that he intended enclosing a copy of the report of an examination of the fragments of shells and bullets which had been extracted from the *Eastwood*. The report, which had been prepared by the Canadian Department of National Defence at the request of O. D. Skelton, stated that the fragments had been manufactured in the United States and were of the type used by the United States Navy. The draft *aide memoire* continued in the third person:

Sir Esmé Howard is very willing to agree that the word of the Captain of the *Seneca* should be taken before that of such a person as the Commander of a ship like the *Eastwood*, and to accept the statement that the *Seneca* did not fire at the *Eastwood*. At the same time, he feels that it would be very useful if Officers commanding United States Coast Guard cutters and other competent authorities could be warned to be more careful in future while at target practice so as to avoid hitting objects which they do not aim at.

The draft then went on to distinguish between the American and the British positions and to make a strongly-worded statement defending the British right

to protest such actions. With reference to Secretary of State Kellogg's claim that ships which had been engaged in rum-running were no longer "entitled to the interposition of their Government for alleged or fancied infringement of their so-called rights", the Ambassador said that the only reply available to him was that:

... His Majesty's Government in the whole course of the different questions that have arisen out of the difficulties encountered by the United States Government in the enforcement of the Prohibition Law should by now have made it clear that they have no wish to protect rum-runners as such.

Sir Esmé Howard ventures, however, to point out that there are well-established rules of international law governing the high seas in time of peace. The shooting of a vessel flying the flag of one power by an armed vessel of another can hardly, in Sir Esmé Howard's opinion, be called "a fancied infringement of the so-called rights" of the former. Whether done on purpose, or by genuine error or by simple carelessness, it constitutes a serious incident in the mind of His Majesty's Government which, had it resulted in the death of those on board, might have led to a most serious incident.

He then went on to ask once again that instructions be issued to the Coast Guard to be more careful about firing near ships flying the British flag and concluded by warning that further incidents of this type, especially if they were accompanied by personal damages to the crew members, would have the effect of making it more difficult for the Canadian and British Governments to co-operate with the United States in suppressing liquor smuggling.

Strong Canadian Reaction

The *aide memoire* was, by any standard, strongly-worded and severe. However it was not severe enough for the Canadian Government. On August 17, 1926 an urgent telegram was sent to the Ambassador indicating that, by and large the Canadian Government was in agreement with the "general tenor of the *aide memoire*" but, considering the facts at hand, they found themselves:

unable to acquiesce in proposed statement that the word of the Captain of the *Seneca* in the present instance should be taken before that of such a person as the Commander of the *Eastwood*. No consideration has been put forward by the United States Government effective to remove their impression that the conduct of the *Seneca's* officer was characterized by recklessness and lack of humanity deserving of severe reprimand. Without questioning Your Excellency's judgment that it is advisable to accept the Secretary of State's declaration that the officer did not actually fire at the SENECA [sic] they would prefer that it should be accepted without the suggested comparison as to the value of the evidence of the Commanding Officers and in such terms as would not be incompatible with an opinion that the denial of the *Seneca's* officer might be regarded as technical merely.

These changes were incorporated in the *aide memoire* before it was presented on August 21, 1926. Thus the effect of the Canadian position on the matter was to make the protest still more severe by removing the modest amelioration Sir Esmé had been willing to grant. The United States reply came on September 8, 1926. It did not back down from the position that the *Seneca* had not fired at the *Eastwood* nor, indeed, did it admit that the *Eastwood* had even been it. Nonetheless, it conceded the main point of the British and Canadian objections

The Secretary of State concluded his *aide memoire* by stating that:

an order had been issued by the Commandant, United States Coast Guard, directing that vessels of the Coast Guard, while engaged in target practice, shall exercise the greatest care so as not to endanger vessels on the high seas.

The Ambassador felt that this was enough and advised that the matter now be allowed to drop. With this position, the Canadian Government was willing to agree, although it first considered the possibility of pressing for compensation.

The *Eastwood* affair was neither the first nor the last of the protests which the Canadian Government was to lodge or to have lodged with the United States concerning the manhandling of its ships by the United States Coast Guards during the prohibition era. It was, however, an extremely important case, for it demonstrated the positions of the various governments. To the United States the important thing was the enforcement of the Eighteenth Amendment by stopping the flow of liquor from Canada (even though it was acknowledged that only something between 2 per cent and 5 per cent of the illicit liquor consumed in the United States was derived from all foreign sources). The U.S. saw this as the central issue and probably considered the British and Canadian protests as, at best, picayune and perhaps arising out of ulterior motives. To the British it was essentially a matter of protecting their rights on the high seas, an issue dear to the hearts of British Governments from time immemorial. In private and semi-official conversations with the officials at the State Department, Sir Esmé Howard showed considerable sympathy for those who were required to enforce prohibition. But the maintenance of Britain's rights at sea was crucial to British power, and they had to be upheld. To achieve this it was sufficient to have an assurance from the United States that steps were being taken to prevent a repetition of the *Eastwood* incident. Thus Sir Esmé could accept the word of the commander of the *Seneca* over that of the master of the *Eastwood*, provided that an effort was made to have "target practice" conducted with greater care.

The aims of the Canadian Government were less simple. It, too, was anxious to see the safety of the seas maintained, but it wanted more than that. Throughout the smuggling incidents that arose between Canada and the United States, there was a desire by Canada to maintain its sovereign rights and possibly its *amour propre*. In incident after incident these were being challenged, whether by "target practice", bombardment, territorial intrusion or gun-fight. The attention that has been given to the *I'm Alone* case poses a threat to the maintenance of an historical perspective about the smuggling episodes. It has been suggested that the whole question at stake in the *I'm Alone* case boiled down to the use of arbitration as a method of settling international disputes between Canada and the United States. (3) That it was important that these incidents were settled by arbitration is undeniable; but more crucial than whether

(3) See, for example, M. Paul Holsinger, "The *I'm Alone* Controversy", in *Mid-America*, Vol. 50, No. 4, October 1968.

the issues were settled by arbitration or through the diplomatic channel was the question of whether Canada, as the imperial ties slowly dissolved, would be able to stand alone against the encroachments of its powerful neighbor. This was demonstrated in the difference between the Canadian and the British positions on the *Eastwood* incident. Canada desired more than an assurance about future "target practices". To the Canadian Government the incident called for a "severe reprimand" and, implicitly, a diplomatic apology.

The attainment of full international status by evolution rather than revolution meant that, in protesting the heavy hand of the United States, Canada had the advantage of British diplomatic support. In the *Eastwood* affair, this took the form of Canadian association with an essentially British protest. While the Canadian demand for an apology was unsuccessful, the point was adequately made. In the *I'm Alone* case, which was after Canada had established direct diplomatic relations with the United States, the Canadian position was strengthened by the expression of British diplomatic support. On April 11, 1929, two days after Vincent Massey, the Canadian Minister at Washington, had presented his note calling for "such redress as is now possible", Sir Esmé Howard formally notified the State Department that the British Government wished to be associated with the Canadian position. Thus, Canada was assisted in safeguarding its developing independence by the greater diplomatic strength and prestige of Britain. However, this support could only be gained when there was a sufficient degree of affinity between Canadian and British interests to permit the adoption of a common position. When this was possible, as in both these smuggling incidents, Canada found that it had a valuable method of bridging the gap between its international status and its international stature. The method of solution, however, was always secondary; the central issue was that the element of Canadian sovereignty that had been acquired should not be compromised by the actions of the United States Coast Guard.

Public Service Health Abroad *

THE rapid expansion of Canada's Foreign Service in recent years reflected in the increased number of Canadians abroad and the opening of new missions, especially in unhealthy tropical areas, has drawn increased attention to the many health problems that service abroad may entail.

In the preamble to the constitution of the World Health Organization, health is defined as "a state of complete physical, mental and social well-being and not merely the absence of diseases or infirmity".

When this comprehensive definition is considered in its application to the public servant abroad, living and working in an environment that differs from his home environment in varying degrees, from slight to extreme, it is apparent that physical and mental health are at greater risk abroad than in Canada. In many countries, the facilities for protecting or restoring health do not parallel those in Canada.

The solving of this problem becomes exceedingly complex owing to the global distribution of public servants and the many differences between posts. Other countries have met the challenge by developing organizations which, while they were designed to answer their own specific requirements, provide valuable guidance regarding Canada's health services abroad.

The Department of National Health and Welfare has been represented abroad since soon after its establishment in 1945 to replace the Department of Pensions and National Health, which had also been represented abroad. The work of departmental officers stationed abroad related, until recently, to the examination of prospective immigrants, a function specifically assigned to the Department under the National Health and Welfare Act, which also vests in the Minister of National Health and Welfare responsibility for "promotion and conservation of the health of civil servants and other employees".

Geographic Redistribution of Doctors

In the postwar years, the flow of immigrants to Canada was primarily from Western Europe. In more recent years, this pattern has altered, a higher percentage of immigrants originating in countries other than those of Europe. Increased use of local medical resources has further reduced the requirement for Canadian medical manpower for this purpose in Europe. These changes have coincided with the increasing need for the provision of health services to public servants abroad. As a result, a geographic redistribution of medical manpower has been made possible. There is in progress a gradual withdrawal of Canadian medical officers from areas such as Western Europe, where medical

* This article was written by the Overseas Regional Headquarters, Ottawa, of the Department of National Health and Welfare.

standards are comparable to those in Canada, and their redeployment to areas of greater need, where standards are considerably inferior to those to which Canadian public servants are accustomed at home.

Since the process of redeployment will take some time, attention is being paid first to the areas of greatest need. It is clearly impossible to station a Canadian medical officer at every diplomatic mission, but it is envisaged that medical officers may be so deployed at larger posts and in areas of maximum need that periodic visits may be made to all or most diplomatic missions. The frequency of such visits would vary with the needs and the location of individual posts.

While Canadian medical officers may not undertake actual treatment (that is to say, engage in the practice of medicine in a foreign country), they may provide a number of services related to the broad conception of health as a state of total wellbeing which may contribute to the welfare of the individual throughout his period of foreign service.

Value of Medical Interviews

Though post reports provide useful information of a general nature on the medical problems of public servants and dependents arriving at a mission for the first time, it can be of considerable value to Canadians on first posting to have an interview with a Canadian medical officer as early as possible, to learn the special health hazards at the post and appropriate measures to guard against them. Counselling of this nature would include advice on standards of water and food supplies, necessary safeguards in preparation, sanitary conditions of public eating-places and related subjects. Such interviews give the doctor an opportunity to check the adequacy of each individual's immunization status and advise on the use of prophylactic drugs. Advice can be provided as to how and where to seek medical care. Most important, possibly, is the fact that an introductory interview of this kind can provide reassurance.

Health-advisory and medical-counselling services may be provided on a regular basis or at individual request. The counselling required may be mainly on matters of an environmental or public-health nature or a problem concerning which the individual seeks personal medical advice. A professional interview with an employee may reveal that simple advice or reassurance is sufficient to resolve the problem. If further investigation or treatment is indicated, names of physicians considered suitable for further consultation may be provided or assistance may be given in making appointments.

Importance of Professional Contacts

A major role of the medical officer providing health services to public servants abroad is to establish professional contacts with the medical profession of the host country in order to develop a thorough firsthand knowledge of the abilities, specialities and standards of its various members. Similarly, the Canadian doctor

must familiarize himself with hospitals and other medical treatment facilities. By this means, he can establish a sound professional basis for referring public servants for treatment.

This process of liaison and assessment is a continuing one and might in some respects be compared to the role of the general practitioner in Canada, who, on the basis of continuing contacts within the profession, refers patients to selected consultants.

In the selection of physicians to whom public servants may be referred, account must also be taken of their ability to communicate in the patient's language. Canadians at home do not ordinarily choose a family physician indiscriminately. The Canadian abroad who finds himself required to do so without any reliable guide in making his choice is placed at a severe psychological disadvantage, which may deter him from seeking medical care at all. If, in addition, he is confronted with a language barrier, the deterrent effect is intensified.

Lists of recommended physicians and hospitals prepared on a basis of liaison within the profession can be made available to heads of post at those missions where a medical officer is stationed and also, through periodic visits, can be developed and maintained at other posts within their geographic areas of responsibility. Lists of recommended physicians already exist at many posts and serve a valuable function. In most instances, however, they have had to be compiled without professional assistance.

Professional assessment of medical facilities and standards in certain areas may reveal inadequate facilities that cannot be recommended for use by Canadians. The closest suitable location where adequate treatment facilities exist must then be determined for varying levels of urgency. In some cases, the best solution may be repatriation for treatment.

Immunization at Posts

The immunizing of Canadian public servants in Canadian government offices abroad is not regarded as contravening national regulations concerning the practice of medicine. Immunizing is performed by Canadian medical officers at an increasing number of posts. At many posts, it is possible to maintain records for all employees and dependents showing their immunization status and to provide a routine reminder when a reactivating dose becomes due. A number of posts may be served by a single medical officer in this respect.

The Foreign Service Directives make provision for medical examination of public servants, dependents and, in certain circumstances, domestic employees. Regulations pertaining to locally-engaged employees make similar provision. The performance of such physical examinations and X-ray examination of the chest are an integral part of the program.

Considerable importance is attached to the regular performance of these examinations, especially pre-employment X-ray examination of domestic servants. The point may be illustrated by citing a recent experience at a post where 22

domestic servants were examined, six required further investigation and two required continuing treatment.

The health of an individual may be influenced by any of a large number of environmental factors. These are not static but subject to continual change. Periodic assessment of the total environment at posts abroad is consequently a continuing necessity.

Certain elementary environmental factors influence total wellbeing whether the individual is employed in Canada or abroad — for example, office temperatures and lighting conditions. Even in such elementary matters, however, optimum conditions may be much more difficult to achieve abroad.

Effects of Alien Environment

Other features of the environment in which he is required to work may be completely alien to the Canadian public servant employed abroad. Climate, housing, food and water supplies, sewage disposal, recreational facilities, local customs, communicable disease prevalence, insect pests or vectors of disease — any or all of these may pose problems of greater or lesser degree. All these environmental features must be considered in a professional evaluation of conditions at a given post, whether this assessment is for the purpose of making a formal post-rating or providing the background knowledge against which a particular health problem of an individual must be weighed.

Some degree of "culture shock" is inevitable in every posting abroad. Both the degree and the reaction of the individual to it will vary with the personality and background of that individual. The degree varies greatly with the post. At a post where the environment closely resembles that at home, culture shock may not be discernible. This is more likely to be the case if the national language is the mother tongue of the individual involved. In a tropical, unhealthy and perhaps hostile situation, culture shock may be severe. The early detection of an unfavorable reaction may do much to improve morale and, in certain instances, to prevent the psychological breakdown of an employee or dependent.

The duties of Canadian medical officers abroad are not confined to their public service health activities. The increased emphasis on closer professional relations with physicians in the host country provides a much wider basis for exchange of medical scientific data than has hitherto been the case.

Representational Role

This medical representational function is, in fact, a defined program activity. It is necessary to establish suitable personal contacts for this purpose, not only among practising physicians of other countries but with professional bodies and health administrations. The extent to which this activity has so far been developed varies in countries where medical officers have been stationed for some time. It remains to be inaugurated in others. Its success is directly related to the ability of the Canadian medical officer to gain acceptance by the higher

levels of both governmental and non-governmental medical agencies in the host country. Such acceptance is often dependent upon the ability of the medical officer to demonstrate his official status as a representative of the Canadian Government.

Reference was made earlier to a continuing function in the immigration responsibilities of medical men abroad that has been modified in the course of time. Formerly, while actual examinations of prospective immigrants were carried out by Canadian medical officers in a number of European countries and in Hong Kong, prospective immigrants from other areas of the world were examined by physicians practising in their home countries. Completed medical documentation was forwarded to Ottawa for review by Canadian medical officers who assessed the medical evidence in terms of the Immigration Act. Procedures calculated to provide a more uniform service throughout the world are now being developed along the lines of the latter method of processing. Physicians who are nationals of other countries are now chosen by Canadian officers to examine prospective immigrants. The reports they prepare, with supporting documents, are now reviewed by medical officers at a number of centers in Canada.

A reduction in the number of medical officers stationed in Europe has thus been accomplished, making possible a reallocation of medical manpower and establishment of offices in parts of the world where they did not previously exist. Staffing considerations preclude the simultaneous development of programs in all areas. Within the past year, offices have been opened in Malaysia and in Trinidad and Tobago. In addition to the functions already outlined, these are serving as bases from which needs in geographically-related areas may be assessed with a view to gradual extension of services. A number of individual assessment trips have also been undertaken for this purpose in other parts of the world.

The choice of sites for offices must be determined by the number of public servants and dependents at individual missions, as well as by local conditions. A third important consideration is the number of adjacent missions which can be given some measure of service from a particular base. Periodic visits of a medical officer to a post cannot provide the same degree of service as a medical officer actually stationed at a post. It is believed, however, that such visits can provide a valuable service with maximum employment of medical manpower and financial resources.

Operational details of such a program must be adapted to changing conditions. The ultimate object is the development of an organization capable of providing medical support on a periodic visiting basis to all Canadian missions abroad and, at those posts where needs are great, by stationing a Canadian medical officer at the mission.

A Senatorial Tour of the U.S.S.R.

A DELEGATION of Canadian Senators, composed of the Speaker of the Senate, the Honorable Jean-Paul Deschatelets, the Leader of the Opposition in the Senate, the Honorable Jacques Flynn, and Senators J. Connolly and John F. Aird, visited the Soviet Union from January 12 to 23 at the invitation of the President of the two Chambers of the Supreme Soviet. The Senators, who were accompanied by their wives, visited Moscow, Leningrad, Kiev and Yerevan.

The visit was part of a pattern of interparliamentary contacts established by visits in 1964 and 1966. The Canadian Senators extended an invitation to the leaders of the Supreme Soviet for another visit to Canada.

The Canadian visitors were received by the Foreign Minister of the U.S.S.R., Mr. A. A. Gromyko, the Minister of Culture, Mrs. E. A. Furtseva, and the First Deputy Chairman, U.S.S.R. Council of Ministers, Mr. D. S. Polyansky, all of whom had visited Canada. The Senators also called on the Presidents of the Ukrainian S.S.R. and the Armenian S.S.R. During the visit, many aspects of the relations between Canada and the Soviet Union were discussed, including trade, scientific and cultural exchanges, questions of European security and international hockey.



(Left to right) Senators Connolly, Deschatelets, Aird and Flynn pay homage at the Kiev War Memorial.

The International Labor Organization

PROTECTION FOR WOMEN AND YOUNG WORKERS

A FEW months after the founding of the International Labor Organization in 1919, its members — government, employer and worker representatives — met in Washington for the first of the annual international labor conferences. High on the agenda for discussion were questions relating to working conditions for women and children.

It is not surprising that the newly-formed body, founded to promote social justice throughout the world, paid immediate attention to these problems, because women and children had suffered most from exploitation during the period of major industrial expansion in the decades leading up to the First World War.

Of the six conventions — international treaties binding on countries which ratify them — adopted at the Washington conference, two concerned women and children. One established a minimum of 12 weeks' maternity leave for women, while the other prohibited the employment in industry of children under the age of 14. These conventions formally marked the beginning of ILO concern for the welfare of the two groups — a concern that continues today as the Organization moves into its second half-century of service.

ILO and Women

In general, the ILO approach to women workers is based on a belief that their problems should be considered within the same framework as those of men on the ground that women should share equally in the advances of all workers. However, the Organization has long recognized that women workers have special needs and takes action on them as they arise.

In the early years, the ILO stressed protection from the harsh working conditions that existed in many countries. This led to the adoption of standards which called for maternity protection, restrictions on night work, prohibition of work underground and employment in unhealthy or dangerous areas. Gradual implementation of these standards through the years lessened the need for protection and allowed the ILO to turn its attention to advocating equality of training and opportunity and the elimination of discrimination in employment.

Because of constitutional problems arising from the division of jurisdiction between the Federal Government and the provincial governments, problems which were only partially clarified by judgments of the Supreme Court of Canada and the Judicial Committee of the Privy Council in the Thirties, the international conventions were not ratified by Canada to any extent. However, on the basis of federal-provincial co-operation in recent years, Canada has been able to take more positive action in this regard. National governments are

expected to take the lead by enforcing the provisions in areas of employment that fall under their jurisdictions.

Equal Pay, No Discrimination

Two major standards adopted by the ILO were the Equal Remuneration Convention in 1951 and the Discrimination in Employment Convention of 1958. The equal remuneration standard obliges ratifying countries to promote the principle of the same pay for men and women for equal work and ensure its application as far as possible through legislation, wage-fixing regulations or collective agreements. Canada has not ratified this convention, although there is equal pay legislation on the books of the Federal Government and most of the provinces.

Under the discrimination convention, ratifying governments must pursue a national policy aimed at eliminating any employment discrimination against women because of their sex. Governments are obliged to adopt new legislation where necessary to ensure women's rights to equal employment opportunities and repeal any measures which contain discriminatory provisions.

In 1964, Canada ratified an international labor convention that forbids discrimination in employment and occupation on the basis of race, color, sex, religion, political opinion, national extraction or social origin. It should be noted that discrimination had already been forbidden in the federal legislation establishing the National Employment Service, but in that instance the prohibition did not extend to discrimination on the basis of sex.

The most recent ILO action is the 1965 recommendation to assist married workers with family responsibilities. It calls on member countries to provide facilities that will make it easier for women to work regularly and still maintain and care for their children and their homes. Suggestions include establishment of child-care centers; regulation of working hours to coincide with those of school and child-care services; more convenient shopping-hours and transportation, and low-cost equipment to lighten household jobs. Also called for are training programs and counselling and placement services for older women who want to return to work.

ILO and Youth

Persons under 20 years of age still make up a substantial proportion of the world's working force, though the percentage is tending to decrease with the growth of education and the spread of industrialization. However, this trend does not hold true in many developing countries, where child labor is still very prevalent. In Latin America, child workers represent five per cent of the labor force, and the percentage is even higher in Africa and Asia.

Thus the abolition of child labor still remains an important goal for the ILO, as it was during the early years, when many of its conventions and recommendations dealing with the question of young workers were aimed at

establishing minimum-age standards for employment in a wide variety of industries. But progress has been made, and much credit is due to the implementation of the ILO's minimum-age standards. For example, many countries put into effect a 1945 resolution calling for the gradual raising of the minimum age for employment to 16.

However, as in the case of women workers, the ILO's interest goes beyond the adoption of standards to protect young workers from exploitation. Through involvement in technical assistance programs in developing countries, the Organization takes a direct hand in helping equip young people with the skills necessary to secure productive employment.

The ILO approach in this area is thorough. Because of the importance of having young workers trained for the type of work for which they are best suited, a good deal of stress is laid on vocational guidance. In this area, ILO experts co-operate by organizing the administering guidance services, selecting and training staff and developing suitable methods and techniques. On the international level, technical meetings are organized for the exchange of views on experiences and problems.

The ILO places heavy emphasis on training, and about half its technical co-operation projects are centered in this area. Efforts are aimed at such objectives as the development of systematic training arrangements for children and young people, raising the quality of instruction, co-ordination of programs with employment needs, and realistic work opportunities. The ILO follows up by advocating special youth placement within the framework of the country's general employment service, to ensure that young people have access to the full range of employment opportunities.

DIVISION ON SCIENTIFIC RELATIONS AND ENVIRONMENTAL PROBLEMS

The Secretary of State for External Affairs, the Honorable Mitchell Sharp, announced on February 6 the formation of a Division on Scientific Relations and Environmental Problems in the Department of External Affairs. While the Department has always been concerned with a variety of activities involving Canadian scientific interests, the creation of the new division reflects the rapidly-growing importance of the role of science and technology in the conduct of international affairs, as well as the recognition that most matters affecting the human environment extend beyond national boundaries. In fulfilling its tasks, the new division, which will be headed by Mr. W. K. Wardroper, is to establish close co-operation with the Science Secretariat of the Privy Council Office and the other departments and agencies of the Federal Government dealing with scientific matters and with the improvement of the environment, including the prevention of pollution.

CONFERENCES

- Conference on Automation and Mechanization in the Fishing Industry: Montreal, February 3-6
- Conference of Education Ministers of French-speaking African States: Nouakchott (Mauritania), February 23-26
- Second general meeting of French-speaking International Association of Parliamentarians: Abidjan (Ivory Coast), March 25-28
- Sixth International Mining Congress: Madrid, June 1-6
- Sixteenth general conference of UNESCO; Paris, September 23-29
- World Consultation on the Use of Wood in Housing: Vancouver, July 5-16, 1971

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**APPOINTMENTS, TRANSFERS AND RESIGNATIONS
IN THE DEPARTMENT OF EXTERNAL AFFAIRS**

- Mr. A. R. Todd posted from the Office of the High Commissioner for Canada, Islamabad, to Ottawa, effective November 28, 1969.
- Mr. J. R. Hammill posted from the Canadian Embassy, Tokyo, to Ottawa, effective December 5, 1969.
- Mr. J.-C. Tremblay posted from the Canadian Embassy, Vienna, to Ottawa, effective December 13, 1969.
- Mr. L. O. Bailey posted from the Canadian Embassy, Ankara, to Ottawa, effective December 20, 1969.
- Mr. J. F. Moffatt posted from the Office of the High Commissioner for Canada, Lagos, to Ottawa, effective December 29, 1969.
- Mr. F. R. Thibault posted from the Canadian Embassy, Beirut, to Ottawa, effective December 31, 1969.
- Mr. J. K. Starnes, Assistant Under-Secretary of State for External Affairs, appointed Director General of Security and Intelligence, Royal Canadian Mounted Police, effective January 1, 1970.
- Mr. R. G. Seaborn posted from the Canadian Consulate General, Bordeaux, to Ottawa, effective January 2, 1970.
- Mr. B. R. Warren resigned from the Department of External Affairs, effective January 2, 1970.
- Mr. L. Houzer transferred from the Department of External Affairs to the Department of Industry, Trade and Commerce, effective January 2, 1970.
- Mr. R. J. Belliveau posted from the Canadian Embassy, Djakarta, to Ottawa, effective January 3, 1970.
- Mr. G. Grondin posted from secondment to the Secretariat of the United Nations High Commissioner for Refugees, Geneva, to Ottawa, effective January 5, 1970.
- Mr. R. D. Lazorka posted from the Office of the High Commissioner for Canada, Kingston, to Ottawa, effective January 6, 1970.
- Mr. R. Thériault resigned from the Department of External Affairs, effective January 6, 1970.
- Mr. J. C. Legg posted from the Canadian Consulate General, Marseilles, to Ottawa, effective January 7, 1970.
- Mr. T. A. Keenleyside posted from the Canadian Embassy, Bangkok, to the Canadian Embassy, Djakarta, effective January 8, 1970.
- Mr. S. A. Freifeld posted from the Canadian Embassy, Montevideo, to Ottawa, effective January 9, 1970.
- Mr. E. F. Publicover posted from the Canadian Consulate General, Hamburg, to the Canadian Embassy, Stockholm, effective January 10, 1970.
- Mr. C. O. R. Rousseau transferred from the Department of Industry, Trade and Commerce to the Department of External Affairs, effective January 1, 1970. Appointed Canadian Ambassador to Cameroun, effective January 14, 1970.
- Mr. H. G. Hampson posted from the Canadian Embassy, The Hague, to Ottawa, effective January 15, 1970.
- Mr. K. J. Harley posted from the Canadian Embassy, Havana, to Ottawa, effective January 15, 1970.
- Mr. J. M. Robineault posted from Ottawa to the Canadian Embassy, Madrid, effective January 16, 1970.
- Miss M. H. Francis posted from the Canadian Embassy, Montevideo, to the Canadian Embassy, Rio de Janeiro, effective January 16, 1970.
- Mr. J.-L. Desrochers posted from the Canadian Embassy, Yaoundé, to Ottawa, effective January 16, 1970.

- Mr. J. S. Nutt appointed Canadian Consul General in San Francisco, effective January 17, 1970.
- Mr. J. C. G. Brown, High Commissioner for Canada in Cyprus, assigned to the Imperial Defence College, London, effective January 18, 1970.
- Miss D. E. Osborne posted from the Canadian Embassy, Capetown, to Ottawa, effective January 18, 1970.
- Miss A. M. Doyle posted from the Office of the High Commissioner for Canada, Nairobi, to Ottawa, effective January 18, 1970.
- Mr. M. K. Esselmont posted from the Canadian Embassy, Santiago, to Ottawa, effective January 22, 1970.
- Mr. P. Bourgeau resigned from the Department of External Affairs, effective January 22, 1970.
- Mr. W. Poirier resigned from the Department of External Affairs, effective January 23, 1970.
- Mr. F. G. Hooton appointed Canadian Ambassador to Finland, effective January 23, 1970.
- Mr. D. Boily posted from the Office of the High Commissioner for Canada, Islamabad, to Ottawa, effective January 24, 1970.
- Miss J. E. Weiss posted from the Canadian Consulate General, Seattle, to Ottawa, effective January 26, 1970.
- Mr. J. G. B. Gignac appointed Canadian Ambassador to Lebanon, effective January 27, 1970.
- Mr. M. Beaubien posted from the Canadian Embassy, Tehran, to Ottawa, effective January 28, 1970.
- Mr. J. E. Bryson posted from the Canadian Embassy, Prague, to Ottawa, effective January 28, 1970.
- Mr. W. W. Thompson posted from the Canadian Embassy, Capetown, to the Office of the High Commissioner for Canada, Kingston, effective January 29, 1970.
- Mr. A. F. Broadbridge posted from the Canadian Military Mission, Berlin, to Ottawa, effective January 30, 1970.
- Mr. C. V. Cole posted from the Canadian Embassy, Prague, to the Canadian Embassy, Capetown, effective January 30, 1970.
- Mr. A. E. Ritchie, Canadian Ambassador to the United States of America, appointed Under-Secretary of State for External Affairs, effective January 31, 1970.
- Mr. M. Careau posted from the Canadian Embassy, Santo Domingo, to the Canadian Embassy, Bogota, effective January 31, 1970.

EXTERNAL AFFAIRS

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The United Nations General Assembly

TWENTY-FOURTH SESSION

THE twenty-fourth session of the United Nations General Assembly was an undramatic but constructive one. While the session was sensitive to world tensions, its most notable work was in areas beyond the immediate and volatile issues of the situations in the Middle East, Vietnam and Nigeria. Great-power arguments were largely absent during the session, which seemed to some observers to be a prelude to a significant shift in the UN away from political and ideological debate to more substantive issues.

There is no doubt that there was more emphasis on pragmatic, or immediate, needs. Thus, during the Special Political Committee debate on the United Nations Relief and Works Agency for Palestine Refugees in the Near East, emphasis was placed on a humanitarian concern for the fate of the Palestinian refugee. On the subject of peace-keeping, the General Assembly adopted a resolution asking the Special Committee of 33 to continue its work, and to submit to the twenty-fifth session a complete study on UN military observer teams set up under Security Council authority, as well as a progress report on its work on framing "models" for UN peacekeeping operations. There was significant development in the discussions on disarmament and the peaceful uses of the seabed. Progress was also made in the economic field and considerable attention was paid to reorganizing and streamlining the United Nations itself. In all these sectors, the Canadian delegation promoted valuable initiatives. The sections that follow deal with the main items on the agenda of the session.

The twenty-third session of the United Nations General Assembly, by deciding to convene a conference on human environment in 1972, formally directed its attention to a new area of universal concern — the problems of human environment that affect man's physical, mental and social well-being. It was recognized that, while modern industrial and technological developments offered unprecedented opportunities to change and shape the environment of man to meet his needs and aspirations, they involved grave dangers if not properly controlled, such as the growing problems of water and air pollution.

Reflecting Canadian concern and experience with these problems, the Canadian statement on the question of human environment was an exposition of a pragmatic approach toward the actual problems that had to be confronted in preparation for the conference. It also suggested a number of possible approaches that the conference could take in discussing environmental questions. Canada was elected to be a member of the preparatory committee.

Disarmament

The question of general and complete disarmament is reviewed annually by the

First Committee when it has before it the report of the Conference of the Committee on Disarmament.

The negotiation of a treaty to ban nuclear weapons and other weapons of mass destruction from the seabed occupied most of the time and attention of the First Committee during consideration of the item at the twenty-fourth General Assembly.

A joint draft treaty by the U.S.A. and the U.S.S.R. was tabled. Many delegates expressed regret that the treaty would ban only nuclear weapons and weapons of mass destruction.

On verification, which was probably the most contentious issue, most delegations expressed considerable doubt over the adequacy of the verification procedures provided for in the U.S.-Soviet draft treaty. The Canadian delegation, which had been particularly concerned with the elaboration of an adequate verification article in the Conference of the Committee on Disarmament, continued its efforts during the First Committee discussions and eventually tabled a specific proposal that provided for (a) a clear statement of the verification procedures involved, (b) international assistance for smaller states so that they would not be deprived of their right to ensure that the provisions of the treaty were not being adhered to, and (c) protection of the rights of coastal states over their continental shelves. This proposal was supported by many delegations, while a similar proposal laying somewhat more stress on the rights of coastal states and tabled subsequently by the delegation of Brazil also received some support.

On December 12, the U.S. and the U.S.S.R., with 33 other co-sponsors, including Canada, tabled a resolution referring the treaty to the Conference of the Committee on Disarmament for further examination, taking into account the suggestions made at the General Assembly and in the Seabed Committee; and they also asked that the text of a draft treaty be resubmitted to the Assembly for its consideration.

The General Assembly regularly reviews the question of the complete cessation of nuclear-weapons testing that would complete the Partial Test Ban Treaty of 1963, which prohibited all nuclear-weapons testing except weapons tests underground. The question was discussed again in response to Resolution 2456 (XXIII), which requested a progress report on the discussions of this subject that had taken place at the Conference of the Committee on Disarmament.

Although several delegations quite rightly characterized this year's discussions in Geneva as being at an "intermediate stage", the fact remains that, compared to the complete impasse of the past several years, some movement was discernible through a Canadian initiative to establish a world-wide exchange of seismological data to facilitate the achievement of an adequately-verified test ban. On November 18, Canada tabled in the First Committee a draft resolution implementing this proposal. This draft resolution, eventually co-sponsored by 28 delegations, was widely supported and was adopted in the First Committee by a vote of 79-8-9 on December 4, 1969, and subsequently by a vote of 99(Canada)-7-13 in the General Assembly.

Economic Development

The main item in the field of economic development was the discussion of the Second Development Decade, which is due to start in 1971. The preparatory committee established in 1968 was unable to present a preliminary draft of an international development strategy for consideration. It did, however, agree on the general form the strategy was to take and thus provide a basis for debate. The main Canadian concern was the necessity of mobilizing world public opinion to create an understanding of the efforts required to further development efforts generally. As a result of an initiative by the Canadian delegation, a resolution on this subject was adopted by the twenty-fourth session of the General Assembly without a dissenting vote.

During the general debate in the Second Committee, which was restricted to the Second Development Decade and the report of the Economic and Social Council (ECOSOC), frequent references were made to two reports published during the General Assembly. The first was the report of the Commission on International Development (the Chairman, the Right Honorable L. B. Pearson, was invited to address the Committee) and the second was the report of Sir Robert Jackson on the capacity of the United Nations development system. Both reports are expected to have a major impact on development assistance in the future.

The Assembly adopted a number of resolutions on the activities of various bodies of the UN system in the economic sphere, including approval of the expansion of the Committee on Program and Co-ordination. In addition, the Assembly considered the institutional aspects of the development of international tourism. The acceptance of the Canadian proposal put forward in 1968 to reform the procedures of the Second (Economic) Committee contributed significantly to the effective working of that Committee.

Human Rights and Social Questions

The Third Committee of the United Nations, during the twenty-fourth session, devoted a major part of its time to elaborating Part II (Objectives) and Part III (Means and Methods) of the Declaration on Social Progress and Development, the Preamble and Part I (Principles) having been adopted at the twenty-third session. The draft declaration, as finally adopted, will be of considerable importance in the elaboration of the international strategy for the Second Development Decade. It should also be of value to all governments, as it establishes a number of basic principles concerning social progress and means to attain such development, without attempting to set out a general order of priorities. Each government decides in the light of its own circumstances what is most important for its own development and progress.

The Third Committee also debated the problems of youth and its participation in national development. These discussions were related especially to the Second Development Decade, and called for the increased participation of youth in the work of the United Nations and considered the possibility of creating

an international volunteer corps for development and convening a youth assembly during the celebration of the twenty-fifth anniversary of the United Nations.

The item on the respect for human rights in armed conflict was not, because of shortage of time, discussed in the Third Committee. Similarly the item on the creation of a post of High Commissioner for Human Rights, which continues to lack the support of the socialist countries and the Arab states, was not raised, although it was agreed this question would be given the highest priority at the twenty-fifth session.

Southern African Questions and Colonialism

The United Nations has seen its membership greatly expanded with the admission of states granted independence in the postwar period, when governments with colonial possessions gave effect to the principles of self-determination enunciated in the Charter. However, the hard-core and seemingly intractable problems of entrenched white minority rule in southern Africa remain unresolved and these, with related colonial questions, continued to be a significant preoccupation of the United Nations in 1969.

The developing countries, particularly the African members, have sought to have the United Nations take punitive action against South Africa because of its *apartheid* policies and its maintenance of control over Namibia (South West Africa) in the face of the General Assembly's termination of the South African mandate over the territory in 1966. These efforts led to two resolutions on *apartheid* in the General Assembly. One, sponsored by 46 countries, mainly Afro-Asian, which Canada supported, condemned the South African Government for its repression of the people of South Africa and called for the instant release of political prisoners. Another resolution, which was not supported by Canada because of the extreme and unrealistic nature of some of its provisions, called on all states and organizations to supply assistance to the liberation movements in South Africa and to apply sanctions against that country.

The Security Council, of which Canada is not a member this year, condemned Portugal for violations of the territorial frontiers of other states, about which three complaints had been brought to the Council's attention.

A resolution sponsored by 12 Afro-Asian states was adopted by the General Assembly on the subject of de-colonization in general. The resolution declared that the continuation of colonial rule constituted a threat to international peace and security, reaffirmed the legitimacy of the struggle of colonial peoples for self-determination, and called upon all governments to declare the recruitment, financing and training of mercenaries to be punishable as a criminal act. It further requested all states and Specialized Agencies to withhold assistance of any kind from the Governments of Portugal, South Africa and Rhodesia. It also called for the dismantling of military bases in dependent territories, the recognition of the right of self-determination of small states and the access of visiting missions to the colonial territories. Canada abstained on this resolution, as it had

previously, because of a number of provisions or notions the Canadian delegation considered unrealistic or inaccurate.

Institutional Improvement and Administrative and Budgetary Questions

During this session, Canada participated in three initiatives in the Fifth Committee stemming from the statement in the general debate by the Secretary of State for External Affairs, in which he identified certain of the institutional problems confronting the organization. The Canadian delegation sponsored a resolution on the pattern of conferences designed to restrict their number and to limit servicing requirements to the essentials. This initiative met with the approval of the Committee and of the General Assembly in plenary session, where it was approved unanimously.

Another Canadian initiative was the co-sponsorship and introduction of a resolution aimed at reducing the excessive volume of documentation in the United Nations family of organizations. This resolution, too, was approved by the Committee without objection, as it was in plenary.

Canada also participated in the drafting and sponsorship of a resolution aimed at ensuring orderly expansion of headquarters accommodation in New York. The resolution, which was introduced in the Committee by the Canadian delegation, authorized the Secretary-General to proceed with the new construction in New York and also made provision for a study of the possibility of relocating certain units of the United Nations elsewhere. This resolution was also accepted by the General Assembly by a large majority.

In all, the acceptance of these and other resolutions by the Fifth Committee and the General Assembly as a whole opened the way for continued efforts towards improving the United Nations machinery in both efficiency and effectiveness.

The first reports of the United Nations Board of Auditors, of which the Auditor General of Canada is a member, were discussed in the Fifth Committee and approved. The Auditor General of Canada was first appointed to the three-member board in 1967 and will be eligible for re-election for another three-year period at the autumn 1970 session of the General Assembly.

Legal Questions

During the twenty-fourth session of the General Assembly, the Sixth (Legal) Committee completed its work on the International Law Commission draft articles governing the sending and receiving of special missions. Special missions, also referred to as "ad hoc diplomacy", consist of government ministers or other representatives sent by the government of one state to conduct official business in another state. These articles were adopted in the Sixth Committee and the General Assembly, which opened the Convention on Special Missions for signature and ratification.

The Sixth Committee also considered the report of the International Law Commission on the work of its twenty-first session. The Commission adopted

in that session the Vienna Convention on the Law of Treaties, which codifies a broad area of international law on the subject, including some concepts which have only recently been generally accepted in customary international law.

Near the end of the session of the UN Special Committee on the Question of Defining Aggression, Canada and five other states (Australia, Britain, Italy, Japan and the U.S.A.) tabled a draft definition of aggression. There were three other such draft definitions submitted. The Sixth Committee considered the report of the Special Committee and decided to recommend that the Special Committee convene again in 1970 to resume its work.

Canada also actively participated in the work of the Special Committee, which discusses the definition of principles of international law concerning friendly relations among states. The Sixth Committee noted the Special Committee's report and asked the Special Committee to meet early in 1970 to complete, so far as possible, its work in formulating principles concerned with the subject.

Unlawful interference with aircraft was a new and important item dealt with by the Sixth Committee. A resolution co-sponsored by Canada, urging ratification of the Tokyo convention on hijacking, domestic legislation to prosecute hijackers and support for ICAO's work in this field, was adopted by the Assembly.

Conclusion

The twenty-fourth session of the United Nations General Assembly, in contrast to the twenty-third, has been viewed as a productive one and, on the whole, it was devoid of the animosity which had characterized previous sessions. Whether it is a turning-point only the course of future sessions will demonstrate.

Canadian Participation at Expo 70

CANADA will play a prominent role at the Japan World Exposition, which is being held at Osaka from March 15 to September 13. Canadian participation, by the Federal Government and three provincial governments, is the largest in financial terms of any of the 75 nations represented at Expo 70, and reflects the rapidly-growing commercial and other ties between Canada and its Pacific neighbor Japan.

Canada has several reasons for its special role at Expo 70 beside the fact that it is the largest foreign exhibitor. Because Canada was the host country for Expo 67, the Canadian Commissioner General, Mr. Patrick Reid, was chosen as Chairman of the 17-country steering committee of the 1970 Japan World Exposition. At Expo 67 Canada gained valuable experience in the organization of a major world exhibition, and the lessons derived from this experience have been valuable to Japan in planning Expo 70 — the first exhibition of its kind to be held in Asia or, indeed, outside Europe or North America. Canada was also the first country to announce its intention to pa-



Shinto ceremony celebrating the completion of the Canadian Pavilion. In attendance as representatives of Canada are Mr. Patrick Reid, the Canadian Commissioner General (third from right), and Premier Ed Schreyer of Manitoba (fourth from right).

ticipate in the 1970 World Exposition, and thus ranks first in international precedence at Osaka, with the Canadian flag in the place of honor among those of foreign exhibitors on all Expo 70 occasions.

There will be 30,000 Canadians among the 70 million or so visitors expected at Expo during its six-month duration, of whom approximately 96 per cent will be Japanese. There will be 105 pavilions on the 815-acre site which was created from bush-land in the Senri Hills on the outskirts of Osaka, Japan's second-largest city. Included among these are the theme pavilions in the "core area", which will elucidate the official theme of the Exposition, "Progress and Harmony for Mankind". Expo 70 has more participants than Canada's Expo 67 and will also cost considerably more — an estimated total of \$2.3 billion, as against \$1 billion for Expo 67.

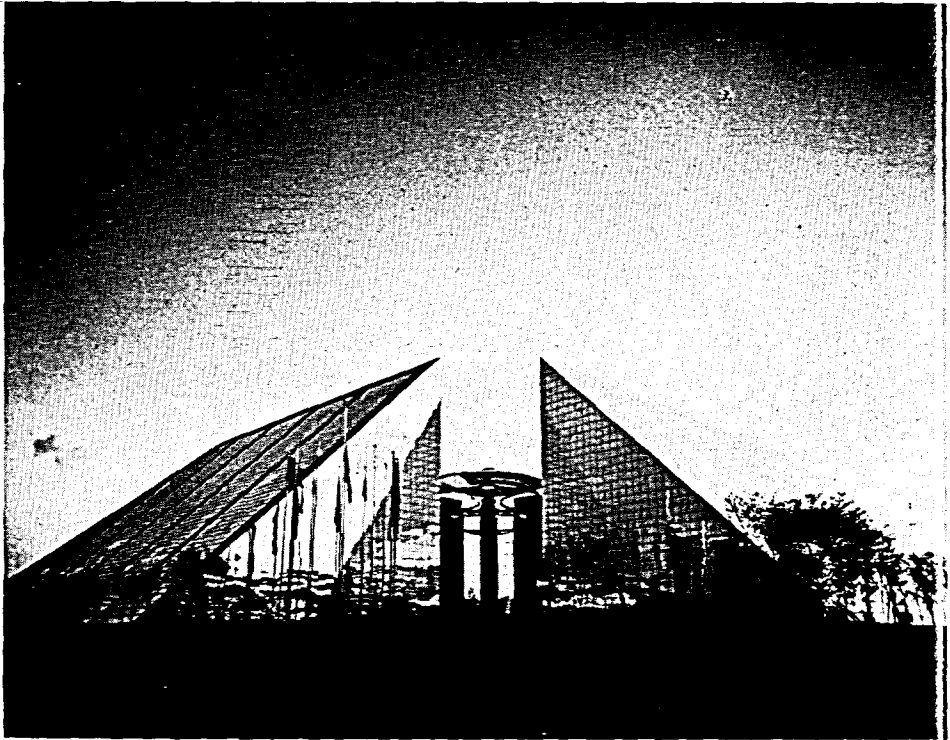
Canada's participation in Expo 70 is aimed almost exclusively at the Japanese visitors, who will naturally be the most numerous, in the hope of creating in Japan a greater awareness of Canada, its dual culture and its sophisticated economy, and of correcting the widespread misconception that Canada is a producer solely of primary foodstuffs and raw materials. The federal pavilion will be complemented by separate pavilions from the provinces of British Columbia, Ontario and Quebec; together, the four should provide a variety of architecture and attain a general level of excellence unmatched by any other country, and should leave a fund of goodwill and awareness of Canada long after Expo 70 closes its gates.

Federal Pavilion

The Canadian pavilion, which was designed by the firm of Erickson-Massey of Vancouver, has been acclaimed by the Japanese press as the most striking of the national structures and is considered one of the "big four" — ranking with the pavilions of Japan, the Soviet Union and the United States.

The building is in the shape of a truncated pyramid, the walls of which, inclined at a 45-degree angle, are sheathed in mirrors that reduce the mass of the structure to a reflection of the sky and of the surrounding buildings and landscape. This design is intended to symbolize the underlying strength of Canada by suggesting such spectacular features as the Arctic ice, the mass of the mountains, the vast prairie sky and the glittering waters. The center area is a Japanese-style courtyard with a stage surrounded by water. Rising from the water are five mirror-covered columns 65 feet high, supporting revolving spinners that cover the stage.

Inside, the use of the basic theme "Discovery" helps explain the Canadian way of life to the pavilion's visitors. Canadians have been continuously involved in the process of discovery, from the earliest explorers to approach the country's shores to the pioneers who opened up and settled the land. To unify so vast a territory it was necessary to create transcontinental transportation and com-



The Canadian Pavilion at Expo 70

munication; and to achieve the same end politically Canadians have had to create a new combination of federal institutions and parliamentary government. The discovery of solutions to these and many other problems is a characteristic aim of Canadians, conditioned as they are to the lonely expanses of the land, the complex "mosaic" of ethnic groups, and a global commitment to peace and co-existence.

In advance of the opening of Expo 70, Canada has been receiving an extraordinary amount of publicity in Japan, generated by the tour of its *hakken-go* or "discovery bus". During its visits to some 80 Japanese cities to show films and slides on Canada, the bus has received enthusiastic attention from both the Japanese press and the public. Pre-Expo publicity was also created by an ice model of the Canadian pavilion at the Sapporo Winter Carnival, the site of the 1972 Winter Olympics on Japan's northernmost island, Hokkaido.

Canada Week

Canada's participation at Expo 70 will be marked by special celebrations during Canada Week (May 25 to 30). May 27, Canada Day, will be highlighted by the presence of Prime Minister Pierre Elliott Trudeau, who will visit Japan as a guest of the Japanese Government at the final stage of his official tour of Pacific

countries. Canada Week will also feature performances of the National Ballet of Canada, the musical comedy *Anne of Green Gables* (based on the L. M. Montgomery novel already familiar to generations of Japanese children as *Red-Haired Anne*), the folksingers Ian and Sylvia, the dance troupe Les Feux-Follets and the Band and Musical Ride of the Royal Canadian Mounted Police.

In addition to the special programs for Canada Week, entertainment will be provided daily in the courtyard of the Canadian pavilion. Throughout the Exposition, folk singers, "rock" groups and popular singers from all parts of Canada will appear for two-week engagements. The Department of External Affairs is providing \$200,000 to send the National Ballet of Canada and the Montreal Symphony to Osaka, the former during Canada Week and the latter from June 25 to 27.

Provincial Participation

Three provinces — British Columbia, Ontario and Quebec — will be represented by individual pavilions and each has been assigned a "special day" at Expo 70. The premiers of these provinces have been invited to visit Japan as state guests on the occasion of the special days of their provinces.

British Columbia, well aware that Japan is now its second-largest market, was the first province to announce its decision to participate; British Columbia Day is May 28. The B.C. pavilion, made of giant Douglas fir logs from Vancouver Island, is dramatically constructed to suggest the mountainous terrain of the province.

Ontario's pavilion is more conventional in design, being focused on a new film by the Oscar-winning Canadian director Christopher Chapman, which will be shown to 2,000 people an hour on a curved screen 90 feet wide and 35 feet tall. Ontario Day at Osaka is July 16.

The Quebec pavilion, which is intended to symbolize the contemporaneity of the old and the new in the life of the province, is shaped something like a sailboat. Four factory-style chimneys pierce its roof. Like Ontario, Quebec plans to make extensive use of films to depict such scenes as the Quebec Winter Carnival and the Manicouagan Dam. Quebec Day at Expo 70 is June 25.

Canada and the Pacific

Canada's prominent role at Expo 70 is a reflection of the growing interest of Canadians in Japan and the other countries bordering the Pacific — an interest due in considerable measure to the rapid expansion of facilities for travel. Not only is trade within the Pacific region developing more rapidly than in any other major area of the world but Canadians are becoming increasingly conscious of the importance of political developments in Asia for future world peace and security.

Visit of Prime Minister Wilson

LATE in January, the Right Honorable Harold Wilson, Prime Minister of Britain, visited Ottawa briefly as the guest of the Prime Minister of Canada. Mr. Wilson arrived at Uplands Airport with a party of 23 in a Royal Air Force VC-10 aircraft on the afternoon of January 25. He was officially welcomed to Canada by the Honorable Mitchell Sharp, Secretary of State for External Affairs. After making short statements to the press, Mr. Wilson, escorted by Mr. Sharp, was driven to Government House, where he was the overnight guest of Governor-General and Mrs. Roland Michener.

Soon after his arrival, Mr. Wilson had a private meeting with the Governor-General, after which he called on the Right Honorable Pierre Elliott Trudeau, Prime Minister of Canada, at his residence for the first of a series of discussions. After private conversation, the two prime ministers joined other Canadian ministers and senior officials from both countries for a working dinner in Mr. Wilson's honor given by Mr. Trudeau at his home. Among those present were the Right Honorable Harold Davies, Parliamentary Private Secretary to Mr. Wilson, Sir Burke Trend, Secretary to the British Cabinet, Mr. Sharp, the Honorable



Prime Minister Harold Wilson of Britain (left) is shown in conversation with Canada's Prime Minister Pierre Elliott Trudeau during Mr. Wilson's recent visit to Ottawa.

Jean-Luc Pepin, Minister of Industry, Trade and Commerce, and the Honorable C. M. Drury, President of the Treasury Board. Next morning, the two leaders had a further half-hour private meeting before joining ministers and British and Canadian officials for a round of formal talks that lasted 70 minutes. After these talks, Mr. Wilson held a press conference in the National Press Building, part of which was carried live on Canadian radio and television. Immediately following this conference, Mr. Wilson and his party departed for Uplands Airport, where, after saying goodbye to the Secretary of State for External Affairs, they left for New York City in an RAF aircraft.

This working visit provided an opportunity for a renewal of contact between the two prime ministers, who had last met a little over a year previously, during the January 1969 Commonwealth prime ministers' conference in London. In addition, it afforded an opportunity for an exchange of views and information on subjects of mutual interest and concern to the two countries. Among the matters discussed were recent developments in Europe, the possibility of Britain's entry into the Common Market, disarmament questions, East-West relations, and the situations in the Middle East, Vietnam and Nigeria.

Bilingualism in the Public Service

THE problems posed by bilingualism, and the misunderstanding of its meaning are not an exclusively modern phenomenon. Bilingualism has existed in all times and in all places. The Royal Commission on Bilingualism and Biculturalism is aware of numerous countries where more than one language is spoken. indeed, Canadians are fortunate in having only two official languages.

In the 1867 British North America Act, which established a federation of a number of British colonies, the use of French in certain circumstances was recognized, but the question was so perplexed that another century was to pass before the decision of the Federal Government, announced on April 6, 1966 to recognize the equality of Canada's two major languages, and to recommend their use throughout Canada in areas under federal jurisdiction.

What followed is a matter of record — the establishment of an official languages secretariat, the launching of a long and difficult campaign to demonstrate the equal worth of both languages and to teach public servants the rudiments of the other official language, and the eventual passage of the Official Languages Act, assented to on July 9, 1969, by Mr. Justice Wishart F. Spence acting on behalf of the Governor General.

The turning-point in Canada's language policy was really the eve of the 1966 Easter recess, when the then Prime Minister, the Honorable L. B. Pearson in a statement such as it is customary for ministers to make at the beginning of a session, said:

(a) It will be normal practice for oral or written communications within the Public Service to be made in either official language at the option of the person making them.

(b) Communications with the public will normally be in either official language, having regard to the person being served.

(c) The linguistic and cultural values of both English-speaking and French-speaking Canadians will be reflected through Civil Service recruitment and training.

(d) A climate will be created in which public servants from both language groups will work together toward common goals, using their own language and applying their respective cultural values, but each fully understanding and appreciating those of the other.

Mr. Pearson went on to declare that the achievement of bilingualism "is in itself a desirable objective for any Canadian citizen", and that it should be a factor in assessing the suitability of candidates for positions in the Public Service. He further announced the organization of language courses for federal public servants and the setting-up of a special secretariat on bilingualism in the Privy Council Office, which would co-operate with the various departments and with the Public Service Commission on the implementation of the Government's policy concerning bilingualism in the Public Service.

The huge apparatus of the federal administration was never to be the same again. Public servants attacked the job with determination, drawing up programs and preparing courses. The movement having been launched, it remained only

to retain its energies within the set limits, while ensuring the availability of whatever means might be essential to the achievement of its purposes.

The 1968 election campaign was probably the first practical application of the doctrine of bilingualism, with the leaders of the major parties soliciting the votes of French-speaking Canadians in the latter's own language. At the opening of the first session of the Twenty-eighth Parliament on September 12, 1968, the Governor General addressed the House and Senate in these terms:

... To further the objective of a united Canada, you will be asked, during the current session, to enact a totally new Official Languages Act based on the recommendations of the Royal Commission on Bilingualism and Biculturalism.

On October 17, 1968, Prime Minister Pierre Elliott Trudeau expounded in the House the historical background, the scope and the practical application of the new Act:

We believe in two official languages and in a pluralist society, not merely as a political necessity but as an enrichment.

The Prime Minister went on to give a rapid sketch of the measures taken by the previous Government in the field of official languages. Having outlined the consensus reached at the Constitutional Conference in February on a number of principles affecting language rights, the Prime Minister announced the creation of the office of "Commissioner of Official Languages with the duty of ensuring recognition of the status of the two languages". On May 15, 1969, the House of Commons appointed a special committee to consider Bill C-120; the committee held ten meetings between May 30 and June 11, and a number of witnesses appeared before it, among them the Honorable John N. Turner, Minister of Justice and Attorney-General of Canada, and the Honorable Gérard Pelletier, Secretary of State. Following the debate on third reading, the bill was finally passed by the House and Senate and received royal assent. It came into force on September 7, 1969.

The Official Languages Act contains 41 sections. It first of all establishes "equality of status and equal rights and privileges" for English and French "in all the institutions of the Parliament and Government of Canada". The main provisions of the Act concern the use of both official languages in the courts and in federal departments and agencies. It defines the duties of the latter not only within Canada but also in respect of travellers having dealings with offices established in other countries.

The Act also announces the establishment of bilingual districts in any part of Canada where:

- (a) both of the official languages are spoken as a mother tongue by persons residing in the area; and
- (b) the number of persons who are in the linguistic minority in the area in respect of an official language spoken as a mother tongue is at least ten per cent of the total number of persons residing in the area.

In such bilingual districts, the Canadian public will be entitled to receive in both official languages the services provided by officials of the Government of Canada or of its agencies.

The Act also provides for the appointment of a Commissioner of Official Languages, who is appointed for a renewable seven-year term and has the rank of deputy minister. He is to "take all actions and measures . . . with a view to ensuring recognition of the status of each of the official languages and compliance with the spirit and intent" of the Act. He may act on his own initiative or upon a complaint. His authority extends not only to departments and agencies of the Government of Canada but also to Parliament.

The Secretary of State is responsible for administering the Act, but each department or agency is required to see that it is applied in fields under its particular jurisdiction. For this purpose, the Special Secretariat on Bilingualism that was once a branch of the Privy Council Office has been transferred to the Department of the Secretary of State, where one of the under-secretaries has special responsibility for dealing with problems of bilingualism and biculturalism.

Adviser on Bilingualism

The scope of the work involved in ensuring the implementation of the Act required of each department and agency has led to the appointment of officers with special responsibilities in that connection; these duties are of a complex and delicate nature, and have been entrusted to advisers on bilingualism, who have been recruited through a regular Public Service Commission competition involving a written examination and an interview. Their general role was clearly defined in the circular announcing the competition, and the details of their duties are settled by the department or agency to which they are assigned. Each adviser is able to rely on the assistance of a committee made up of public servants who are concerned with the problems of bilingualism and their solution.

In the Department of External Affairs, the Adviser on Bilingualism reports directly to an Assistant Under-Secretary. Under the terms of his appointment, he has access to all files in which bilingualism is or may be involved, and deals directly with branch heads and their colleagues, with the Assistant Under-Secretary of State to whom he reports, and, if necessary, with the Under-Secretary of State for External Affairs himself. He is assisted in his work by a departmental advisory committee. Three sub-committees are currently seeking solutions to the following problems: *language questions*, including diplomatic and administrative terminology; *job rating and evaluation* of the language proficiency of employees; *training* in the official languages; and *directives and targets* for the fulfilling of the Department's obligations under the Act. The present departmental committee, formed in 1968, is the third of its kind; the first and second were formed in 1963 and 1965 respectively. Continuity in the work of the three committees has ensured a rational progression, some of the results of which have been: the holding of a seminar on the languages of diplomacy in 1968; the bilingualization of communications; the publication of a glossary (now being revised); and surveys conducted among departmental staff in Ottawa and abroad.

Bilingualism in the Department of External Affairs

In the light of current events, it is appropriate to ask what stage the Department has reached in its pursuit of bilingualism, what remains to be done, and how it will be done. By virtue of its functions, External Affairs obviously differs somewhat from the other departments of government. Its task is to establish and maintain relations with foreign countries, and to supply Canada with information about them and *vice versa*. However, these professional and scientific aspects of the Department's activities must not be used to claim exemption from compliance with the laws of Canada, especially the Official Languages Act, since it is the duty of the Department and of every member of its staff to provide a faithful reflection of Canada abroad by projecting a bilingual and bicultural image of a bilingual and bicultural country.

In achieving this purpose, the Department must begin by ascertaining what human resources are at its disposal and how far it is to be allowed to go under Canadian law, tradition and international usage. Once this information is available, it becomes easier to formulate short-term and long-term projects and to "bilingualize" both the staff and the services it renders to them. To this end, a number of officers have been assigned to language courses arranged by the Public Service Commission. One of the difficulties involved in learning a second official language is that officers appointed to or already occupying positions abroad often have a parallel need to familiarize themselves as soon as possible with the language of the country to which they are posted. This is a problem peculiar to the Department of External Affairs, and one that should not be underestimated. Almost 50 per cent of the students who have reached Level 3 at the Federal Government Language School are employees of External Affairs. Of the Foreign Service Officers currently on the strength of the Department, 61 per cent have attained this level. There is every reason to believe that, within six years, almost 85 per cent of the Department's Foreign Service Officers will have reached Level 3 — and this is allowing for the need to transfer staff between Ottawa and posts abroad. In June 1969, 294 of the 1,187 employees of the Department in Ottawa were bilingual, as were 271 of the 1,145 employees abroad. So far as support staff are concerned, 99 stenographers and 22 of the 64 typists were receiving the bilingualism bonus in December 1969.

It is part of the folklore of the Public Service that the Department of External Affairs has long been interested in bilingualism, and that it is ahead of the other departments and agencies in this respect. Even if one concedes the truth of this claim, it does not alter the fact that the Department has a long way to go, and that every employee should be very much aware of the provisions of the Act and of the directives issued within the Department. It will soon be possible to provide fully bilingual forms throughout the Department. Communications with all posts will be in the language of the originator, as well as the memoranda and other instructions issued from time to time. Besides, there will always be room for improvement in the French and English written and spoken in the Department.

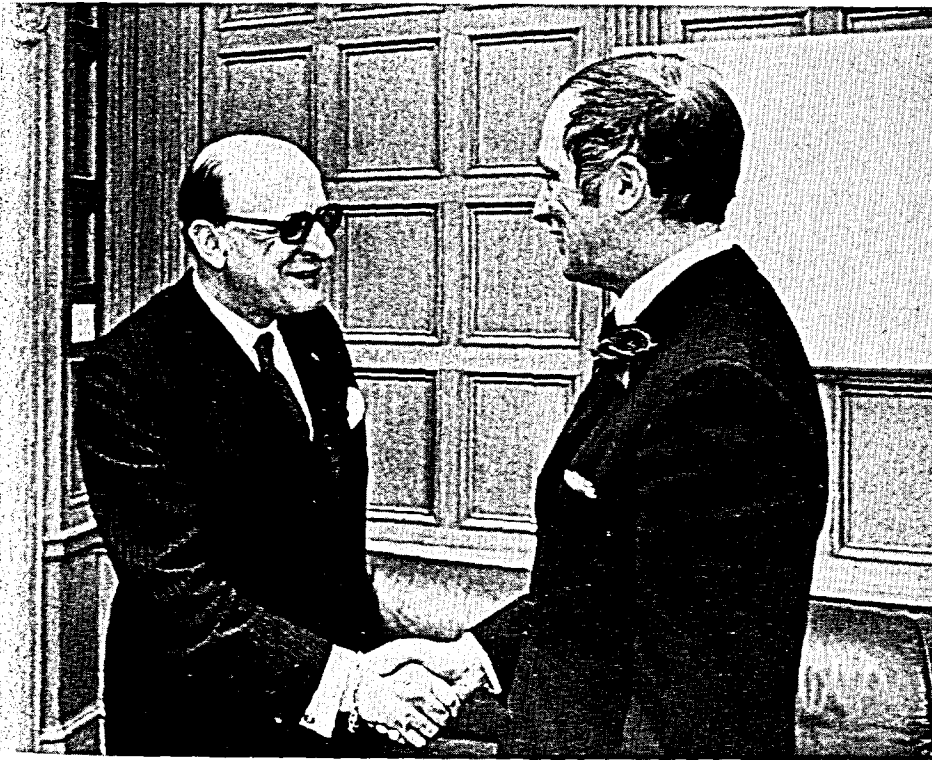
One of the inherent difficulties of bilingualism in the various departments of government is that of providing language students with opportunities to make use of what they have labored so hard to learn. Some departments have set up small language laboratories where former students can review the lessons they have learned in the past. Another method available to all public servants is that of expressing themselves as often as possible in the newly-acquired language. Exchanges of correspondence and memoranda, too, could be conducted in the acquired language, so as to give senders and recipients every opportunity of using it. A great deal of effort and patience is obviously needed on both sides, but that is the price that must be paid for bilingualism and biculturalism and, if it is worthwhile to spend very large sums on language training, everything necessary to foster the practical application of the knowledge thereby acquired must be done.

There is also a tendency to forget some details of day-to-day administration that are nevertheless touchstones of complete bilingualism. In the routine of the Department and its missions, the use by every employee of his own language can, of course, make work more pleasant by introducing new and enriching elements and, at the same time, can offer language students a great opportunity not to forget all they have learned. Such enriching elements are the daily contacts with diplomats stationed in Ottawa, in which it is important to use one or other of the two official languages as the Act requires but also one *and* the other as common sense dictates. Canada's bilingual image is projected not only in Rome or Tokyo or Port-au-Prince but also in Canada itself, in official correspondence and personal conversation with foreign representatives.

Both the letter and the spirit of the Official Languages Act require that there be no first or second tongue in Canada. The Act states that there are *two official languages* — English and French. The publications of government departments and agencies should be issued, in accordance with the spirit and the text of the Act, in both languages, under a single bilingual cover.

Former Belgian Prime Minister Visits Canada

Mr. Théo Lefèvre, the Belgian Minister for Policy and Scientific Programming, who was Prime Minister of Belgium from 1961 to 1965, paid an official visit to Canada from January 31 to February 7. During his stay in Ottawa, he had talks with Ministers, Members of Parliament and federal officials. On February 4, he went to Quebec, where he was received by government and university officials. From Quebec, Mr. Lefèvre went to Montreal for a tour of City Hall and the University of Montreal, as well as other activities. He ended his visit in Toronto, where he was introduced to members of local political and university circles.



Mr. Théo Lefèvre (left) is greeted by Prime Minister Trudeau.

Improving the Work of the United Nations

Following the statement in the general debate at the twenty-fourth session of the United Nations General Assembly by the Secretary of State for External Affairs, the Honorable Mitchell Sharp, the Canadian delegation to the United Nations took a leading role in efforts to improve the work of the United Nations.

A letter from the Canadian Permanent Representative, Mr. Yvon Beaulne, dated December 10, 1969, addressed to the President of the General Assembly, Miss Angie Brooks, raised a number of questions and advanced a number of proposals on ways in which the activities and structures of the United Nations could be made more effective.

The text of Ambassador Beaulne's letter follows:

I have the honor to submit for your consideration, and for that of delegations and the governments of member states, certain ideas for improving the procedures of the General Assembly of the United Nations.

By way of introduction, I should like to recall that, when the United Nations was established, it was decided that the work of the General Assembly should be conducted in plenary meetings and in six main committees, with a steering committee known as the General Committee. In order to cope with an increasingly heavy agenda, the General Assembly set up an *ad hoc* political committee in 1949, and renewed it annually until 1956, when the decision was taken to establish it as a permanent committee. Over the years certain procedures have been developed, and have been incorporated in formal rules of procedure or, through long use, have become integral parts of the system.

Although the number of member states has more than doubled, and the United Nations has taken on activities in the field of development that were only dimly foreseen when the Charter was adopted, the methods employed by the General Assembly in the conduct of its business have undergone virtually no change. The system is cumbersome and imposes a heavy burden on all delegations. With a view to improving the efficiency of the organization, and, if possible, to making it easier for delegations and the Secretariat to prepare for the discussions in plenary and in the committees, the Canadian delegation suggests that the time has come to review the procedures of the General Assembly and perhaps to institute some improvements. It seems to me that it would be particularly appropriate to undertake the review on the occasion of the twenty-fifth anniversary of the United Nations.

During the twenty-third session of the General Assembly, the number of meetings held by each of the main committees was as follows:

First Committee:	67
Second Committee:	72
Third Committee:	93

Fourth Committee:	58
Fifth Committee:	65
Sixth Committee:	74
Special Political Committee:	46

It is evident that the work-load is very unevenly divided.

A study of the allocation to the various committees of items on the agenda of the current session of the General Assembly reveals that the question of *apartheid* is being discussed in three committees; problems of the human environment are being discussed in two committees; there are two separate items on the problems of youth; and there are some items, such as housing and town twinning, that might have been discussed under the general heading of the report of the Economic and Social Council. Moreover, some items (e.g., effects of atomic radiation and freedom of information) appear on the agenda annually as a matter of custom, although there may be no important reason why they should occupy the attention of the General Assembly every year rather than once every two or three years. Other items appear on the agenda because it has become habitual for the General Assembly to refer a matter to the Economic and Social Council, with a request for a report to the Assembly at its next session, whereas the question of the desirability of bringing the matter to the attention of the Assembly at its next session might well be left to the Council (the Second Committee is to be commended for its efforts to reduce the number of requests for reports on matters referred to the Council).

The Canadian delegation is aware of various other ideas that have been put forward for rationalizing the agenda of the Assembly. It has been suggested, for instance, that at the twenty-fifth session of the General Assembly the items on the seabed and outer space, except for their disarmament aspects, might be referred to the Sixth Committee; that all disarmament, nuclear-energy and related matters be referred to a single committee; and that more use be made of continuing committees or bodies within the United Nations family, following the example of the Conference of the Committee on Disarmament, to do preparatory work between the sessions of the General Assembly. If certain subjects were discussed less frequently, certain agenda items were merged with others, and the work-load were more evenly distributed, it might be possible to carry on the business of the General Assembly in six main committees rather than seven. There have been suggestions that the Assembly lasts too long and that the main committees might meet at different times of the year.

Each of the considerations mentioned above may be controversial. Taken together, however, they suggest that there is good reason for a thorough review of the methods employed by the General Assembly. To this end, the Canadian delegation proposes that consideration be given at the twenty-fifth session of the General Assembly to the initiation of a thorough study of the workings of the General Assembly. One way to pursue the matter might be to establish a committee of three distinguished persons with long experience of the General

Assembly, who would be asked to examine the established system of committees and the allocation of agenda items, the organization of the work of the Assembly, documentation and the rules of procedure; to consider all suggestions that might be submitted to it with a view to improving the working methods of the Assembly; and to submit a report to the General Assembly at its next session setting forth any recommendations it might deem appropriate.

In this connection, I should like to mention that the Joint Inspection Unit, in Paragraph 198 of its report on documentation (A/7576), expressed the opinion that the system used by the United Nations for the holding of meetings was based on procedures that seem obsolete and that "new techniques have now been developed which should make it possible to overcome the handicaps arising from a highly bureaucratic system which has become extremely cumbersome". The Fifth Committee approved on 9 December a draft resolution in which the General Assembly would request the Joint Inspection Unit to submit a report on the matter. The proposed report would doubtless contain suggestions regarding the methods used by the General Assembly in its meetings, as well as those used by other United Nations bodies.

Subject to what the reactions of member states will be in the intervening period, the Canadian delegation would consider placing the matter on the agenda of the twenty-fifth session of the General Assembly. Meanwhile, it expresses the hope that other delegations, and the governments of member states, will give consideration to the problem. I am suggesting to the Secretary-General that, with a view to facilitating discussion of the question at the twenty-fifth session, he should have a working paper prepared containing a résumé of suggestions that might have been made for improving the procedures of the General Assembly.

I should be grateful if you would have this letter circulated as a General Assembly document.

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CONFERENCES

- Commonwealth Specialist Conference on Education in Rural Areas : Ghana, March 22-April 2
- Third General Meeting of French-Speaking International Association of Parliamentarians : Abidjan (Ivory Coast), March 25-28
- NATO Committee on Challenges of Modern Society : Brussels, April 13-14
- NATO Foreign Ministers' Meeting : Rome, May 26-27
- Six International Mining Congress : Madrid, June 1-6
- Sixteenth General Conference of UNESCO : Paris, September 23-29
- World Consultation on the Use of Wood in Housing : Vancouver, July 5-16, 1971
- Twenty-second annual meeting of the Inter-American Tropical Tuna Commission : Ottawa, April 22-24

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EXTERNAL AFFAIRS

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How the Department of External Affairs Serves the Nation

In presenting the estimates of the Department of External Affairs to the Standing Committee on External Affairs and National Defence on March 24, 1970, the Secretary of State for External Affairs, the Honorable Mitchell Sharp made the following statement:

To give the Committee some idea of the range of Canadian interests covered by the Department, I had an analysis made of the messages from abroad that reached my desk yesterday morning.

This is a sort of random index of departmental activities; another might be the major matters I and my officers have been discussing in the last few days. These include considerations of Arctic sovereignty, the Francophone Agency Conference in Niamey and its constitutional implications, legislation having to do with Canadian ownership of energy resources, in particular uranium and the Dennison case. There is progress in our negotiations with Peking, and this has been engaging our attention. The problem of wheat sales, of fundamental importance to us all, has been the subject of meetings in Ottawa and other capitals; oil is a continuing preoccupation. We have been negotiating with the American Government on this question and on fisheries rights, which affect directly the prosperity of our fishing communities in the Maritimes and on the West Coast.

This catalogue of activities, all current and major preoccupations of the Department, should be sufficient to lay to rest the tiresome and unfounded myth that External Affairs is engaged in some arcane, nineteenth-century gavotte of little meaning to modern Canada.

Great Variety of Functions

The Department of External Affairs exists to serve the people of Canada. It has a great variety of functions. They are described accurately, if a little ponderously, in the estimates. What those functions really amount to is whatever the Canadian people decide will serve their priority interests abroad. They usually include assisting individuals who are travelling or working abroad, helping to push our exports, informing people in other countries about Canada where the attitudes of those people can affect us, implementing Government policy on all kinds of things as established by Cabinet, reporting information and views which can help in policy formulation here. Much of the Department's work is carried on beyond our borders and cannot be widely known by the general public.

It is well known and appreciated by the many thousands of Canadians whose life or work requires them to spend long periods abroad and to have

contact with foreign governments, or who are engaged in the export trade within Canada. The Department's work affects them in a very direct way. It is also very relevant to the well-being of all the people of Canada. As one of the world's great trading nations, Canada is particularly dependent upon the stability and prosperity of the world economy. Our domestic market cannot begin to absorb the products of our forests, farms and fisheries, of our mines and petroleum deposits. Full employment in Canada depends increasingly upon the export of our manufactured goods.

Canada must always be in the best possible position in the world market, and this requires constant, expert, cool-headed negotiations in such multilateral agencies as the GATT and with individual trading partners.

Role in Trade Matters

In Ottawa, the Department is active at all levels in the work within the Government on trade matters. In negotiations at international organizations affecting our exports, such as the General Agreement on Tariffs and Trade and the Organization for Economic Co-operation and Development, the Department plays a leading part. At our missions abroad, External Affairs personnel work closely with foreign governments to secure favorable treatment of Canadian goods. They also operate in support of the activities of the trade commissioners to help get orders and contracts for Canada. Officers from External Affairs are frequently sent abroad to deal with specific trade difficulties that arise with other governments. As an example, within the past fortnight an officer of this Department has led small teams to work out serious trade problems in Mexico and to open up trade opportunities in Australia and New Zealand.

There are other dimensions to the economic activities of External Affairs — questions of air transportation, which always involve government-to-government negotiation, the joint management of international waters with the United States, the whole area of communications. In certain cases, the Department negotiates Investment Guarantee Agreements with other governments. These are important where a Canadian corporation wishes to invest in another country and requires reasonable guarantees as to the convertibility of profits and capital gains and for a proper settlement in case of expropriation or takeover by local enterprise.

Canadian corporations engaged in international trade and investment abroad look to our ambassadors for advice on the political climate and economic stability of countries engaging their interest. Our posts and missions are continually involved in the settlement of claims against foreign governments by Canadian businesses and individuals.

The Department's posts and missions abroad do not represent External Affairs as such. They represent all of Canada, and all the functions of the Canadian Government. They provide services to, and represent the interests of, the provinces and cities. Representatives of provincial governments travelling

abroad — or of our cities — find our posts and missions ready to help and they make full use of the services we provide, taking for granted that External Affairs represents them as well.

I have chosen to talk first about economic matters since, in international terms, they are of first importance to Canada. They are important too to the great questions of war and peace and the world stability on which Canada's prosperity and sovereignty depend. These are questions very familiar to you as members of this Committee and I do not intend to dwell upon them. Officers of the Department pursue Canadian objectives and put forward Canadian initiatives at the United Nations, at the Conference of the Committee on Disarmament, at the NATO Council, and in our bilateral dealings with other nations.

Scientific and Cultural Role

Scientific and cultural exchanges are playing an increasing part in our international relations. Canada contributes to the work of Specialized Agencies of all kinds, the World Health Organization, the International Labor Organization, the Food and Agriculture Organization. We carry out a large and growing development-assistance program in some 50 countries and have special responsibilities as a member of the Commonwealth and of the community of *francophone* nations. Canada has for many years taken a close interest in the development of international law. We played a leading role some years ago in drawing up international regulations governing air transportation and are currently involved in negotiations regarding hijacking and air piracy. Law-of-the-sea discussions aimed at securing the peaceful use of the seabed and ocean-floor are also a current preoccupation. Again, I am not trying to be exhaustive, I am giving you some idea of the range and complexity of the Department's operations to make two essential points. First, that to operate in all these fields effectively the Department needs the body of experts and experienced officers it has built up, and secondly, that the notion that Canada's complex of international relations and responsibilities could be carried out on an *ad hoc*, minister-to-minister, official-to-official basis will not stand up to a moment's scrutiny.

As a responsible member of the community of nations, and above all to serve our basic national interests, Canada must make its presence felt and its voice heard throughout the world and in the multilateral bodies where so many decisions that can affect Canada's security and prosperity are made. This is the central function of the Department of External Affairs, and it is carried out with skill and patience by its able and experienced officers.

It has been said that Canada has no enemies in the world, only friends. I think there is truth in that, but what is also said — that for this reason Canada has less need than others of a diplomatic service — is not true. In fact, the closer the contacts with any given country the greater and the more

numerous the problems and conflicts of interest. Canada has no closer friend than the United States. We share this continent north of the Rio Grande and day by day the multiplicity of contacts gives rise to a multiplicity of problems that have to be managed and solved, occupying a large proportion of the time and energy of the Department.

Necessity and Effects of Retrenchment

The Government's fight against inflation is inevitably placing even greater strain on the Department's limited resources but I am determined, and in this I have the full support of my officials, that the Department will continue to meet its responsibilities, and to protect Canada's basic national interests in their external dimension. At the same time, I should be less than honest if I were to suggest to members that our posts and missions will be able to perform all the services they have provided in the past, particularly to travelling delegations and individuals. In a time of financial retrenchment, services that are helpful but not essential must suffer. The External Affairs establishment abroad has never been more than barely adequate to meet the demands placed upon it. To serve our essential national interests, when the current campaign against inflation ends, the Department must be encouraged to grow with Canada's growing activities and responsibilities in the world environment.

Before this session ends, I shall be presenting to Parliament a series of papers on Canadian foreign policy in the Seventies. These are the result of nearly two years' work by the Department in co-operation with other interested departments and agencies. I look forward to discussing these papers in this Committee. This will provide us with an opportunity to discuss the work of the Department in greater detail.

In the 1959-60 fiscal year, departmental operations and capital expenditures totalled \$19.7 million. This represented six-tenths of 1 per cent of total government expenditures. The strength of the Department was then 335 foreign service officers and 1,625 support staff.

Ten years later total departmental expenditures for operating and capital cost totalled \$56 million or four-tenths of 1 per cent of total government expenditures, and the strength of the Department was 485 foreign service officers and 2,584 support staff.

A growth of 150 officers in a decade is not unreasonable. On the contrary, only careful planning and consistent economy of operation has enabled the Department in this period to assume the added burdens of 17 new missions, a fivefold increase in development assistance programs, a threefold increase in consular services, the support of new or vastly-increased cultural and information activities, new initiatives toward the *francophone* world, increased activity in disarmament negotiations — and this again can only be a partial list.

The expenditures of all other departments operating abroad have doubled during the same period, reflecting the growth in the range and complexity of

Canadian interests abroad. As one would expect, there has been a consequent increase in the time and effort required of the Department in the co-ordination of Canadian Government activities in every country and multilateral organization where we are represented, to ensure that Canadian policies and activities are carried out in an orderly and coherent manner. This expansion of overseas activity by the totality of the Canadian Government has involved a considerable increase in the workload and expense of the Department in providing the increased administrative support required.

Operational and Staff Cutbacks

As part of the Government's campaign against inflation, it was announced last summer that, except for certain high-priority activities, departments would be expected to absorb price and wage increases and to maintain their estimates next year at levels prevailing for 1969-70. This has been a formidable task. Inflation is not a problem only in Canada. Around the world, wages, prices and rents are escalating rapidly and we estimated that we should have required an increase of some \$7.5 million just to maintain our operations at the 1969-70 levels. In view of the financial guidelines of last summer, the Department was obliged to reduce its operations by that amount.

In reducing its operations by an amount of \$7.5 million, the Department has very little room to manoeuvre. The Department consists essentially of its officers, support staff and physical plant. Operating costs associated with these are recurrent in nature. There are only three programs that are to some extent discretionary: information abroad, cultural relations and capital expenditures. For the coming year, our information abroad program has been cut from \$1.6 million to \$1 million, our cultural relations program from \$1.9 million to \$1.3 million, and our capital expenditures from \$7 million to \$5.4 million. These are the maximum cuts that could be made. The information and cultural programs are an essential element in the execution of our foreign policy, and the capital costs program has been cut to the point where the only projects being carried out are those to which we were committed when the cutback was announced.

After these cuts about \$5 million had still to be found. After long study and careful consideration, it was decided to close seven posts and remove all External Affairs personnel from six others. To meet the \$5 million requirement a number of capable officers and supporting staff had to be laid off. Action of this kind is a bitter necessity and cannot be carried out without adverse effect upon the morale of the Department.

Changes in the organization of the whole foreign service were probably overdue. The world is changing and Canada is changing. Circumstances and priorities change. The able and adaptable people in the foreign service welcome changes that will enable them to do a more effective job in serving Canada's national interests abroad. They want to take the lead in bringing their operations

into line with the needs of today and in better fitting themselves to serve the interests of the Federal Government, the provincial governments, the trading community involved in exports, and private individuals.

Not all the changes taking place in the Department are the results of the austerity campaign; there is an ongoing program of renewal that will increase the effectiveness of the foreign service and make it an even more attractive career prospect for some of the ablest of our younger people.

Relation to CIDA

You also have before you the estimates for the Canadian International Development Agency. These estimates total \$334.5 million for development assistance programs under both grants and loans and \$8.9 million for the administration of CIDA. To the aid vote portion must be added \$30.6 million of appropriations and advances under statutory authority or other departmental estimates, which brings the total Canadian aid approval for 1970-71 to \$365 million. This compares to \$338 million in the 1969-70 fiscal year.

There are a number of major points that I would like to mention briefly concerning the development-assistance program. The organizational changes within CIDA in recent years have begun to show up in a greatly-increased capacity to disburse development funds more effectively. During the current fiscal year, both commitments and disbursements increased at a much greater rate than new appropriations. Commitments during the fiscal year will total over \$375 million — a 41 percent increase over the previous fiscal year, while disbursements, including advances, may exceed \$290 million — a 56 percent increase over comparable disbursements of \$186 million for 1968-69. The Canadian International Development Agency will continue its efforts to increase the effective utilization of the aid appropriations in the coming year, but I should like to point out to the Committee that the time involved in defining projects and programs, in placing orders with Canadian suppliers, and in delivering goods to Canadian ports may take from six months to three or four years, depending upon the project. It is only upon delivery that the major payments are made. There will, therefore, of necessity always be a minimum pipeline in the program that may be equivalent to at least the most recent year's Parliamentary appropriations.

I should also like to draw to your attention the increase of \$2 million to \$8.5 million in the funds for special programs, under which assistance is provided to Canadian private agencies undertaking projects in developing countries. The Government contributions are usually limited to 50 per cent of the cost of a project, which must clearly make a contribution to the educational system, supply of skilled manpower, or productivity of the developing country. Our experience to date suggests that this has been a very effective program.

The estimates also reflect a growing emphasis on multilateral organizations

as a channel for Canadian development-assistance funds. These institutions, in many instances, have a special expertise and a special relation with the developing countries that permit them to operate more effectively than a direct bilateral program. Last week, at the Governing Council of the UNDP, a Canadian delegation participated in important discussions concerning the improvement of UN machinery for development assistance. And, during the coming months, Canada will continue to play a leading role in the international effort to create better co-ordination of aid policies and practices, both with other donors and with the less-developed countries. The informal, high-level international meeting I attended at Montebello on February 22 and 23 did much to advance the cause of such co-ordination. One new multilateral institution has been established in recent months — the Caribbean Development Bank, of which Canada is a member. It is hoped that over the next few years this Bank will become an important and effective development institution within that region.

The Committee will also note an item in the estimates for nearly \$1.5 million for the International Development Research Centre. As you are aware, legislation for the Centre has now nearly completed its course through Parliament and we hope the Centre will start its operations within a few weeks. As I indicated to you when the legislation was introduced in the House, we believe the Centre will make an effective contribution to the solution of many of the fundamental problems of underdevelopment.

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Federal and Quebec Governments Co-operate on Major Aid Project

The following statement was issued on March 3, 1970, by the Office of the Secretary of State for External Affairs :

The Honorable Mitchell Sharp, Secretary of State for External Affairs, and the Honorable Marcel Masse, Quebec Minister of Intergovernmental Affairs, announced today that the Federal Government and the Government of Quebec have agreed to work together on the implementation of an economic and social development project in Morocco in which Canada has undertaken to participate at the request of the Moroccan Government.

This new example of co-operation involving an international development project is a welcome event in the context of federal-provincial relations. This is a rural development project in northern Morocco in the province of Tetuan; the project is part of a broad plan for rural economic development in the eastern Rif (Développement économique et rural de Rif occidental — DERRO) in which several countries are now participating. The Government of Canada will meet the costs of Canadian participation in this project, including the salaries of experts whom the Government of Quebec will assign to the undertaking. The arrangements agreed to between Ottawa and Quebec will allow technical and professional skills of Quebec government experts to be utilized.

When, in February 1968, the Government of Canada agreed to co-operate with the Government of Morocco in the realization of the DERRO-Tetuan project, a group of Canadian experts recruited by the Federal and Quebec Governments went to Morocco to carry out a preliminary study of the project. Execution of the project will now be carried out on the basis of close co-operation between the two governments.

The Government of Canada has entrusted the Canadian International Development Agency (CIDA) with responsibility for implementation of the Canadian share in the DERRO-Tetuan project and for negotiation of the details of this implementation with the Moroccan authorities, through the Canadian Embassy accredited to the Kingdom of Morocco.

The Quebec Department of Intergovernmental Affairs will co-operate with CIDA in establishing, in Quebec City, a support group headed by a Co-ordinator. This group, made up of experts in various scientific and technological fields, will participate in drawing up the agreement between Canada and Morocco, which will consist of a detailed plan of the works to be undertaken, an operational schedule and an estimate of the project costs. The support group, in concert with CIDA, will see to the recruitment of a Director and of a working group who will be responsible for effecting project implementation in Morocco, in collaboration with the Moroccan authorities, and will supply the

technical and professional support needed to determine the most effective means of realizing and supervising implementation of the project.

Mr. Ernest Mercier, adviser to the Quebec Cabinet, has been selected, by mutual agreement, as the Project Co-ordinator. He is familiar with the DERRO project, having been a member of the 1968 Study Mission.

Similarly, the Canadian International Development Agency, with the agreement of the Government of Quebec, has named an Administrator responsible for the Canadian participation in the project; he is Mr. Adélar Gascon, special adviser in CIDA. The Administrator, to whom the Director and his working group will be directly responsible in the implementation of the project in Morocco, will have overall responsibility for the entire project. In this capacity, he will serve as the link between various groups and teams engaged in carrying out the project, such as the Co-ordinator and his support group, the Director and his working group in Morocco, as well as the Moroccan authorities concerned and the services of the Canadian Embassy accredited to Morocco

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International Day for the Elimination of Racial Discrimination

ON March 21, the world observed the International Day for the Elimination of Racial Discrimination. In a special statement, the Secretary of State for External Affairs, the Honorable Mitchell Sharp, urged Canadians to contribute to the United Nations Trust Fund for South Africa and the United Nations Consolidated Educational and Training Program for Southern Africans.

The Trust Fund for South Africa was established by the General Assembly in 1965 to assist victims of *apartheid* and their dependents. Its purpose is to supplement the assistance already being provided to voluntary organizations distributing aid to South Africa refugees and countries giving asylum to these refugees.

The purpose of the Consolidated Educational and Training Program for Southern Africans is to enable southern Africans to play a full part in the development of their particular societies, and of Africa as a whole, through training and education abroad.

The Canadian Government intends to make a further contribution this year of \$25,000 to the United Nations Consolidated Educational and Training for Southern Africans.

The following is the text of Mr. Sharp's statement:

"It is the conviction of the Canadian Government that the observance of this International Day for the Elimination of Racial Discrimination is a most effective means for Canadians to become personally aware of the need for progress in the elimination of racial discrimination.

"This day, established as it was by the United Nations, reflects most vividly the important role played by the United Nations in the struggle to establish a world order based on mutual respect and understanding among peoples.

"Canada was among those that supported a resolution in the twenty-fourth United Nations General Assembly in 1969 which condemned South Africa for its repression of opposition to *apartheid* and demanded the release of all political prisoners in that country.

"Canada was also among the states which expressed support, in the United Nations, for the Lusaka Manifesto on Southern Africa. Canada shared in affirming 'beyond all shadow of doubt, our acceptance of the belief that all men are equal, and have equal rights to human dignity and respect, regardless of color, race, religion or sex'.

"It is this principle that should underlie the attitudes and actions of all Canadians. We should live in harmony, dignity, on a basis of equality with

one another, and contribute to the development and strengthening of individual rights and freedoms for all peoples of the world.

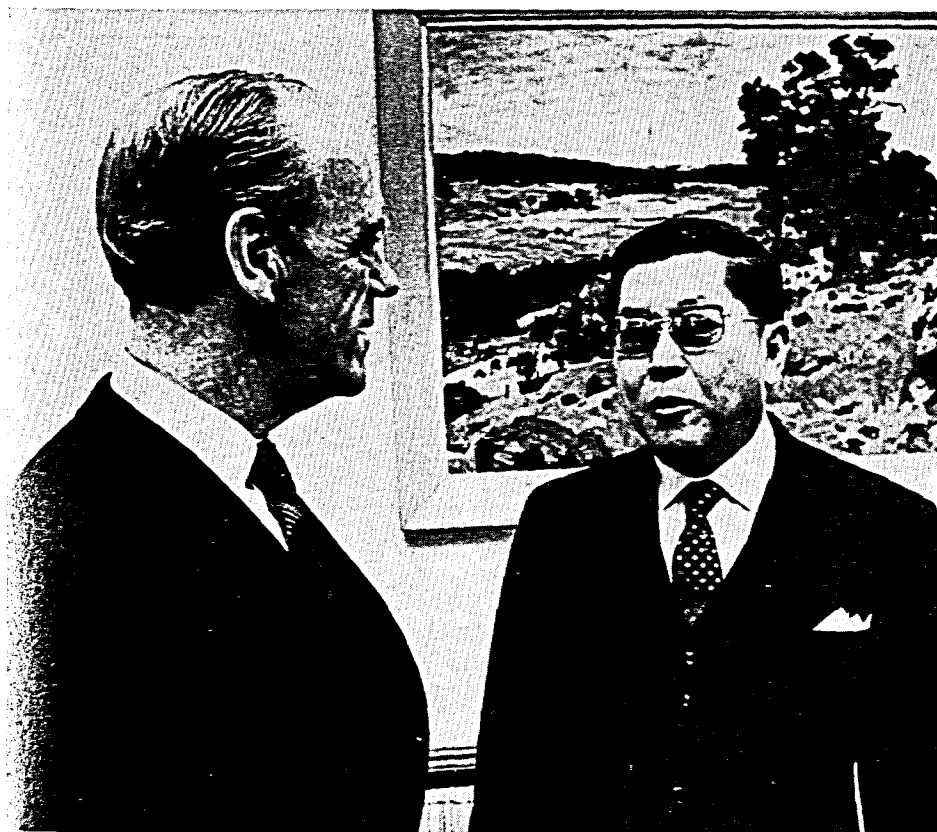
"Canadians have not always met this challenge. Now, more than ever before, the tensions within our own society test our goodwill and our determination. But, if we have any aspirations for Canada, we must learn to overcome ignorance and ill-will and seek to build our society in understanding.

"Let us demonstrate our dedication to these ideals. I urge all Canadians to observe the International Day for the Elimination of Racial Discrimination, through their relations with others, and on this occasion through their voluntary contributions to the United Nations Trust Fund for South Africa, and the United Nations Consolidated Educational and Training Program for Southern Affairs."

Visit of Foreign Minister of Thailand

His Excellency Thanat Khoman, the Foreign Minister of Thailand, and Mrs. Khoman paid an informal visit to Ottawa from March 1 to 4 as guests of the Thai Ambassador and Mrs. Panyarachun. In the course of the visit, the Foreign Minister was received by His Excellency the Governor General and paid calls on the Secretary of State for External Affairs and the Minister of Industry, Trade and Commerce. The visit was the occasion for several useful discussions on the international situation and on relations between Thailand and Canada.

During his meeting with the Honorable Mitchell Sharp and later, at a press conference held at the National Press Club, Dr. Thanat outlined his Government's views on the international situation, and particularly on the future of Southeast Asia. Thailand's proximity to Vietnam, Laos and Cambodia had meant, he said, that developments in these countries had definite and



Mr. Thanat Khoman, Foreign Minister of Thailand, in discussion with Canada's Secretary of State for External Affairs, Mr. Mitchell Sharp.

immediate implications for Thailand; for this reason, the Thai Government valued the "unbiased and beneficial" role played by Canada on the three International Commissions for Supervision and Control in Indochina.

The Thai Foreign Minister predicted that the coming decade would see a change in the role of Western countries in Southeast Asia. Thailand, as an ally of the United States, supports U.S. policies in Vietnam, but Dr. Thanat indicated that his Government had long realized that the region could not achieve stability simply on the basis of foreign assistance. For this reason, Thailand is in full agreement with the present United States policy of gradual withdrawal from military involvement in Southeast Asia. Dr. Thanat suggested that, as current military commitments were reduced, there would be greater scope for political and economic co-operation on a regional basis through such groupings as the Association of Southeast Asian Nations (ASEAN), as well as through ECAFE and the Mekong Committee. He also looked forward to expanded commercial and technical exchanges between Southeast Asian countries and the industrially-developed countries of the world.

In his discussions with Messrs Sharp and Pepin, Dr. Thanat expressed appreciation for the aid extended to Thailand by Canada under the Colombo Plan. The ministers also discussed trade relations between Canada and Thailand, noting that Canadian exports, consisting largely of minerals and heavy machinery, had been increasing steadily in recent years. Although a new commercial *modus vivendi* was concluded last year providing for the exchange of most-favored-nation treatment between Thailand and Canada, it is still too early to determine its effect on trade between the two countries. In the meantime, Dr. Thanat expressed the hope that Canada and other industrially-developed countries would proceed to implement the general preference scheme for the benefit of the trade of developing countries, which is currently under discussion by the Organization for Economic Co-operation and Development.

During his stay in Ottawa, Dr. Thanat visited the House of Commons during question period and toured the National Arts Centre and the Royal Canadian Mint. The Foreign Minister and his wife departed for New York and Paris late on March 4.

External Affairs in Parliament

Ratification of Nuclear Non-Proliferation Treaty

The following statement was made to the House of Commons on March 5 by the Secretary of State for External Affairs, the Honorable Mitchell Sharp:

Mr. Speaker, I should like to take a few minutes of the time of the House in order to welcome an historic development marking the most important achievement to date in the field of arms control. I refer to the ceremony in Washington this morning, and to the similar ceremony in Moscow today, during which instruments of ratification of the Nuclear Non-Proliferation Treaty are being deposited by the United States, the Soviet Union and a sufficient number of other states to bring the treaty into force.

This convention is the culmination of more than five years of negotiations in which Canada played a significant role. Canada ratified the treaty on January 8, 1969, and was, in fact, the first nation with a technological capacity to produce nuclear weapons to renounce this weapons option by ratifying the Non-Proliferation Treaty. We shall continue to stress the importance of adherence to the treaty by those states that already have or are close to attaining the technological capacity to produce nuclear weapons — the so-called "near-nuclear" nations.

Canada welcomes the coming into force of this treaty and urges all countries to make it an effective means of counteracting the dangers inherent in the proliferation of nuclear weapons. We hope that those nations which have signed the treaty but not yet ratified it, as well as those which have not yet signed, will proceed to ratification and to implement its safeguards provisions designed to preclude proliferation. Finally, we hope and expect that, in accordance with Article VI of the treaty, this substantial step forward will inspire renewed efforts to curtail the arms race.

On March 10, the Leader of the Government in the Senate, the Honorable Paul Martin, addressed the Upper Chamber on the same subject, in the following words:

Honorable Senators, I wish to make a statement regarding the Non-Proliferation Treaty referred to in the other place by the Secretary of State for External Affairs at the end of last week.

The six-year search for an instrument to prevent the proliferation of nuclear weapons came to a successful conclusion last week. I believe that the Senate should take note of this historic achievement. I refer to the Nuclear Non-Proliferation Treaty, which came into force on March 5, 1970. The ceremonies held last week in Washington, London and Moscow, at which the United States, the Soviet Union and a sufficient number of other states deposited

their ratifications to bring the treaty into force, were the culmination of many years of persistent negotiations in which Canada played an active role.

The Non-Proliferation Treaty is the most important arms-control measure to come into effect to date. It represents the best solution that could be agreed upon among the countries concerned to meet the dangers inherent in the spread of nuclear weapons. Its significance extends beyond this immediate objective, however, and relates also to the promotion of the peaceful uses of nuclear energy.

Canada ratified the treaty on January 8, 1969, as I advised the House on January 21, 1969. In doing so, it became the first nation with a technological capacity to produce nuclear weapons; that is, it became the first "near-nuclear" nation to renounce its nuclear weapon option. When the treaty was opened for signature on July 1, 1968, Canada was one of the first countries to sign it. We actually signed the treaty on July 23, 1968, and it was ratified January 8, 1969. More than 90 other countries have now signed, but some of the initial momentum that the treaty had gathered was lost during the delay of more than 18 months. Only 47 ratifications have been deposited to date.

We trust that many more countries will adhere to this treaty and that it will become a truly effective covenant to prevent the wider dissemination of control over nuclear weapons. It is crucial to the success of the treaty that the "near-nuclear" nations should adhere to it. Although five of the eight have now signed — Canada, Sweden, West Germany, Italy and Japan —, of these only Canada and Sweden have ratified. India, Pakistan and Israel have not signed the treaty yet.

The main provisions of the Non-Proliferation Treaty are that, under Article I, nuclear-weapon states adhering to it are prohibited from transferring the possession of nuclear weapons to any non-nuclear-weapon state and from assisting non-nuclear states to acquire nuclear weapons or other nuclear explosive devices. Under Article II, non-nuclear-weapon states adhering to the treaty are prohibited from manufacturing or otherwise acquiring nuclear weapons or explosive devices. Under the enforcement provisions of Article III, the non-nuclear-weapon states adhering to the treaty agree to accept international safeguards to be negotiated with the International Atomic Energy Agency in accordance with the Agency's safeguards system, which is designed to prevent the diversion of nuclear energy from peaceful uses to nuclear weapons or other nuclear explosive devices. Essentially, these Agency safeguards would involve keeping track of fissile material and ensuring that it is not diverted to forbidden uses.

Perhaps one of the more significant provisions in the treaty is Article V, under which the nuclear-weapon states undertake to pursue negotiations in good faith on effective measures relating to the cessation of the nuclear arms race at an early date. This obligation on the part of the nuclear-weapon powers was the direct result of the insistence by the non-nuclear states that their renunciation of a nuclear weapons option by adhering to the treaty should be balanced by measures to curb what is called the vertical proliferation of nuclear weapons

in the arsenals of the super-powers. Indeed, the strategic arms limitations talks (SALT) between the United States and the Soviet Union, which are due to resume in Vienna on April 16, are a positive step in the direction of the implementation of this obligation on the part of the two major nuclear powers.

I am sure that Honorable Senators will join me in welcoming the coming into force of the Non-Proliferation Treaty.

Action to Prevent Hijacking of Aircraft

On March 9, in answer to an inquiry as to "what progress has been made by ICAO to bring about a system of sanctions against those nations that seem to give approval or support to terrorism on aircraft in any way" and as to whether Canada "intends to join with other countries in the United Nations to bring about a quarantine of such airlines as in any way condone hijacking", the Secretary of State for External Affairs replied:

Canada has probably been more active in this field than any other country. We have been supporting measures of this kind in ICAO. We have been supporting activity that is going on within the United Nations, and we have been carrying on bilateral discussions with Cuba which we hope will contribute something to the cessation of these activities at least in one direction. The question is an extremely difficult one because of the difficulty of finding appropriate sanctions that will indeed prevent this kind of activity, but I can assure the right honorable gentleman that we are actively promoting all measures that seem to us likely to help. The most important measure, of course, is one that we have not yet got agreement on, and that is that those who indulge in such activities should be made available for trial either at home or in the countries whose aircraft they affect.

Second Voyage of Tanker "Manhattan"

On March 18, Mr. Sharp answered as follows a question as to whether "the Minister or the Government, to the Minister's knowledge" had "advised the Humble Oil Company and/or the United States Government that the Manhattan will not be allowed into Canadian Arctic waters until she has complied with these regulations" (reference to regulations for Arctic voyages filed the day before as an appendix to Hansard):

At the present time there is no law which would require the *Manhattan* to obey anything of this kind. We are intending to bring legislation forward within the next few days. Until then, I think the Minister of Transport is doing what is perfectly appropriate under the circumstances, that is, denying help to the tanker until it complies with the requirements. Until there is an act on

the statute books which lays down stipulations, that is the best we can do. I hope we will have the support of Honorable Members in respect of the legislation we intend to bring forward.

Canadian Arctic Sovereignty

Mr. Sharp replied on March 25 in the following words to an inquiry as to whether he would "either table a report or make a statement . . . as soon as possible on the results of the high-level discussions on the question of Arctic sovereignty that . . . are going on with the American Government":

There are no discussions going on at the present time with the American Government about Arctic sovereignty. We did have a meeting last week with Mr. Alexis Johnson, who brought some officials here with him to talk about this and other subjects. The next step in the procedure will be bringing legislation before this House.

Arms Control and Disarmament

THE year 1969 began in an atmosphere of frustration regarding arms control and disarmament. Much of the momentum generated by the conclusion of the Non-Proliferation Treaty in June 1968 had been dissipated by the failure to bring the treaty into force, and by the failure of the U.S.A. and the U.S.S.R. to fulfill their commitments to begin bilateral discussions on the limitation of strategic armaments.

Geneva Disarmament Committee

Prospects for progress on arms control and disarmament did not appear to be very auspicious when the Eighteen-Nation Disarmament Committee convened at Geneva in February. The four principal subjects of discussion and negotiation were:

- (1) prohibition of chemical and biological warfare to strengthen and supplement the Geneva Protocol of 1925;
- (2) agreement to prevent an extension of the arms race to the seabed and ocean floor;
- (3) further measures to bring about the cessation of the nuclear arms race at an early date;



Italy's Ambassador Piero Vinci (left), discusses a document with Canada's Ambassador, Mr. George Ignatieff, during a meeting of the First Committee of the United Nations General Assembly.

(4) steps toward complete and general disarmament.

As one means of curtailing the continuing competition in nuclear weapons, attention was devoted to proposals for a comprehensive nuclear test ban. During discussion of a Swedish convention on this question, it soon became apparent that the impasse had not been resolved over whether national means of seismological detection were adequate for verifying compliance with an underground test ban, as the U.S.S.R. maintained, or whether some additional on-site inspection provisions were required, as the U.S.A. insisted. Canada took the initiative in Geneva, and later at the twenty-fourth session of the United Nations General Assembly in New York, by proposing that member states inform the Secretary-General concerning their national seismological monitoring facilities, which would collaborate if a world-wide exchange of seismic data should eventually be established. The purpose of soliciting this information and proposing such an exchange is to ascertain where there are gaps in seismic monitoring facilities and thus to assist in the development of procedures for discriminating between shock-waves in the earth produced by underground nuclear tests and those resulting from natural phenomena. Eventually, if these procedures can be incorporated in an internationally-acceptable means of verification, it should be possible to conclude a comprehensive nuclear test ban. A Canadian resolution calling on the Secretary-General to solicit the necessary information from member states was approved in the General Assembly by a vote of 99 in favor to seven against, with 13 abstentions.

Seabed and Ocean Floor

Negotiations toward a treaty to establish arms control on the seabed and the deep-ocean floor engaged most of the time and attention of the Geneva Disarmament Committee and the United Nations General Assembly during 1966. This subject was introduced in 1967 by the Government of Malta, which sponsored a resolution calling on the United Nations to examine "the question of the reservation exclusively for peaceful purposes of the seabed and ocean floor and the subsoil thereof, underlying the high seas beyond the limits of present national jurisdiction, and the use of their resources in the interests of mankind". Discussion of the arms-control connotations was based initially on a draft treaty proposed by the U.S.S.R. that recommended the complete demilitarization of the seabed beyond a 12-mile zone adjacent to a coastal state. As a country with one of the longest coastlines in the world, Canada made three preliminary proposals designed to give maximum protection to Canadian interests:

- (a) a prohibition of the emplacement, outside a 12-mile coastal zone, of all nuclear weapons, all weapons of mass destruction and all other weapons with which military action could be taken against the territory, territorial sea or air space of another state;
- (b) an additional 200-mile defensive coastal security zone in which the

full scope of the prohibitions would be applied but in which unprohibited military activities could be undertaken only by the coastal state or with its explicit consent;

- (c) observation, consultation and verification procedures to assure all countries, through adequate inspection provisions, that the treaty would be observed.

Subsequently, the U.S.A. presented an alternative draft treaty prohibiting the emplacement of nuclear weapons and weapons of mass destruction beyond a three-mile zone adjacent to a coastal state. Before the adjournment of the Geneva Committee, the Soviet and U.S. draft treaties were reconciled with a few parts of the Canadian proposals incorporated in the joint draft treaty. However, the proposed treaty was much less comprehensive in the scope of its prohibitions and verification procedures than Canada and some other countries had hoped. Canada stressed the need for verification procedures adequate to protect the rights of coastal states and to make the treaty an effective and respected international instrument. Other alterations of the draft treaty were proposed when the discussion of this question was transferred to the United Nations General Assembly in November 1969. As a result of this delay, it was not possible to complete the treaty negotiations, and the Assembly decided to refer this task back to the Geneva Disarmament Committee, with 116 voting in favor (including Canada), and none against, with four abstentions.

Chemicals and Bacteria

The Geneva Committee also gave preliminary consideration to proposals designed to strengthen or supplement the Geneva Protocol of 1925, which prohibits "the use in war of asphyxiating, poisonous or other gases and all analogous liquids, materials or devices" and the "use of bacteriological methods of warfare". Disagreements over interpretations and lack of universal acceptance of the protocol prompted the efforts to reinforce it. In order to promote progress, Canada co-sponsored a resolution at the 1968 UN General Assembly calling for the Secretary-General to prepare a report on chemical and biological weapons and the possible effects of their use. This report, based on the scientific advice of 16 experts, including a scientist from Canada's Defence Research Board, was released on July 1, 1969, and received preliminary consideration in the Geneva Committee. Meanwhile, a draft convention prohibiting the development, production and stockpiling of biological weapons had been prepared by Britain, which believed that, because biological weapons had never been used and were not known to be stockpiled by any country, it might not be as difficult to negotiate a treaty on biological weapons as it would be to try to consider chemical and biological prohibitions simultaneously. Some governments disagreed with this approach, but Canada supported the British proposal and argued that it did not preclude the consideration of measures related to the proscription of the development, production and stockpiling of chemical weapons. Discussions

at Geneva and subsequently in the General Assembly at New York related largely to the following three recommendations of the Secretary-General:

- (1) To renew the appeal to all states to accede to the Geneva Protocol of 1925;
- (2) To make a clear affirmation that the prohibition contained in the Geneva Protocol applies to the use in war of all chemical, bacteriological and biological agents (including tear gas and other harassing agents) which now exist or which may be developed in the future;
- (3) To call upon all countries to reach agreement to halt the development, production and stockpiling of all chemical and bacteriological (biological) agents for purposes of war and to achieve their effective elimination from the arsenal of weapons.

Sweden, in collaboration with a number of non-aligned countries, prepared a draft resolution declaring these objectives to be in accordance with the principles of international law. The Canadian delegation to the United Nations General Assembly abstained on this resolution on the grounds that international law (e.g. the Geneva Protocol) could not be legislated or interpreted in this way by the United Nations. Moreover, support for the Swedish resolution would not have been consistent with a resolution which Canada was sponsoring, because the latter proposed that all aspects of the question of chemical and biological warfare should be referred back to the Geneva Committee for negotiation. Nevertheless, both resolutions were approved by the General Assembly: the Swedish declaration, by 80 in favor to three opposed, with 36 abstentions; the Canadian resolution, by 120 in favor to none against, with one abstention.

United Nations General Assembly

Arms control and disarmament debates at the General Assembly during 1961 were curtailed by the extended discussions in Geneva, but, following discussions in the First Committee, the following additional resolutions were voted in plenary session:

- (a) A resolution calling for a moratorium on the deployment of multiple independently-targeted re-entry vehicles (MIRVs) and anti-ballistic missiles (ABMs) was adopted with 82 in favor, to none against, with 37 abstentions, including Canada, which considered such a resolution to be unnecessary and unwise in the light of the opening in November of bilateral strategic-arms limitation talks between the U.S.A. and the U.S.S.R.
- (b) A resolution co-sponsored by Canada, enlarging the Geneva Disarmament Committee to a total of 26 members and renaming it the Conference of the Committee on Disarmament, was adopted by 111 in favor, to none against, with six abstentions.
- (c) A resolution calling for measures to prohibit the use of radiological methods of warfare was adopted with 79 in favor (including Canada), to one against, with 37 abstentions.
- (d) A resolution requesting the CCD to consider the implication of the possible military use of lasers was adopted by 72 in favor (including Canada), to none against, with 44 abstentions.

- (e) A resolution introducing a Disarmament Decade and proposing practical steps toward general and complete disarmament was adopted with 104 in favor (including Canada), to none against, with 13 abstentions.
- (f) A resolution promoting better international co-operation in the peaceful uses of nuclear energy was adopted with 110 in favor (including Canada), to none against, with ten abstentions.
- (g) A Canadian co-sponsored resolution calling for the establishment of peaceful nuclear explosion services was adopted with 80 in favor, to one against, with 37 abstentions.

North Atlantic Treaty Organization

In December 1969, new hopes for the future of arms-control and disarmament discussions were kindled. The NATO ministerial meeting indicated that the alliance was actively preparing for early discussions on mutual and balanced force reductions in Europe. Of still greater significance was the successful conclusion at Helsinki of the preliminary Soviet-United States discussions and their decision to commence negotiations on strategic-arms limitations and reductions at Vienna on April 16, 1970. The latter negotiations are directed at the crux of the problem of the arms race and progress toward its solution should have a catalytic effect on other arms control and disarmament issues.

Visit of Minister of Planning of the Ivory Coast

TAKING advantage of a visit to the United States, where he had been invited by Columbia University to give an address during the conference on development during the 1970s, Mr. Mohamed Diawara, Minister of Planning of the Ivory Coast, made a brief visit to Ottawa from February 23 to 25. Mr. Diawara was accompanied by three officials from his ministry.

During his sojourn in the capital, Mr. Diawara had conversations with the Secretary of State, the Honorable Gérard Pelletier, the Minister of Industry, Trade and Commerce, the Honorable Jean-Luc Pepin, the Secretary of State for External Affairs, the Honorable Mitchell Sharp, and several senior Canadian officials. The main topics were relations between Canada and the Ivory Coast, in particular trade and aid projects.

Growth of Relations with Canada

Diplomatic relations between Canada and the Ivory Coast go back several years; the first Canadian Ambassador presented his credentials in Abidjan in September 1963. Subsequently, at the beginning of 1964, the Ambassador from the Ivory Coast to Washington was accredited to Ottawa. The people of the Ivory Coast had long been learning about Canada, however, especially from Canadian missionaries teaching school in Abidjan and Daloa.

The establishment of diplomatic relations between Canada and the Ivory Coast was the beginning of a growth in exchanges between the two countries. The number of Canadian advisers is now more than 45. Nine Ivory Coast trainees are at present studying in Canada, and their number will rise to 15 when the next academic year begins. The Ivory Coast also took part in Expo 67 in Montreal. During that exhibition, and amid the centennial celebrations, President Félix Houphouët-Boigny made an official visit to Canada. In response to the ever-growing role of the Ivory Coast, Canada opened an embassy in Abidjan in 1969. The first resident Ambassador, Mr. Georges Charpentier, arrived at his post on February 27, 1970, and presented his credentials to President Houphouët-Boigny on March 11.

Chevrier Mission

Co-operation between Canada and the Ivory Coast gained a new impetus in 1968 when the Honorable Lionel Chevrier went to Abidjan at the head of a Canadian delegation to study various aid projects on the spot. These projects were in fields as varied as rural electrification, the national library, economic studies and school supplies. Some of them have already become realities; others soon will.

Mr. Diawara's visit was also the occasion for reviewing commercial relations between Canada and the Ivory Coast. At present, the Ivory Coast exports more to Canada than it imports. The main products imported from this West African country are cocoa and its derivatives, green coffee and tropical woods. Machinery for use in forest exploitation has constituted the main export from Canada to the Ivory Coast in 1969.

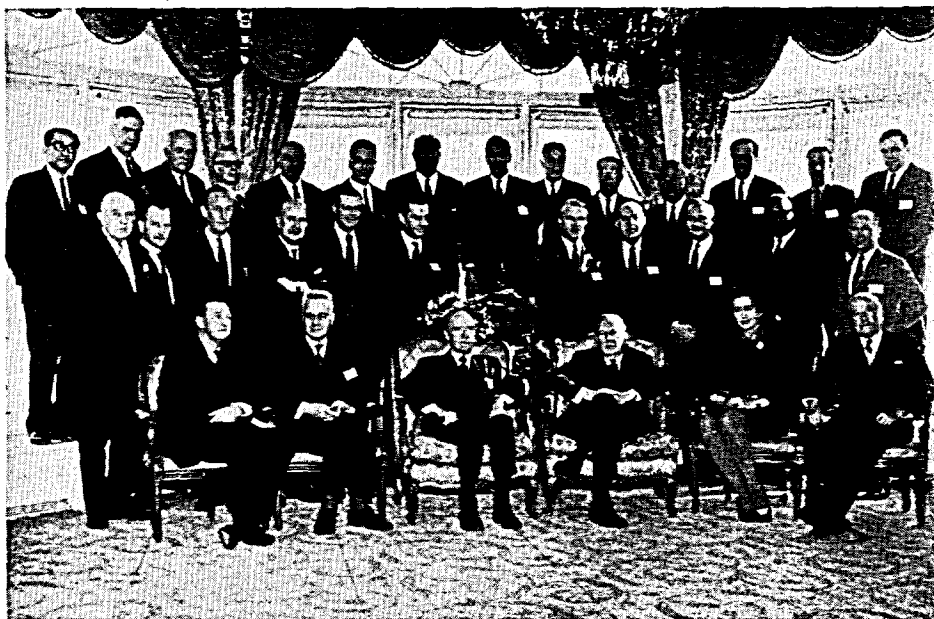
Prospects for increased trade with the Ivory Coast, whose balance of payments shows a surplus, seem encouraging for Canadian exporters and investors. The opening of the Abidjan Embassy could help bring about this increase.

Meeting on International Development

A MEETING to consider the major problems involved in the organization and co-ordination of the international development effort was held at the Seignior Club, Montebello, Quebec, on February 22 and 23, 1970. The Secretary of State for External Affairs, the Honorable Mitchell Sharp, acted as chairman of the wide-ranging and informal discussions. The participants included representatives from international and regional institutions concerned with development assistance, as well as ministers and senior officials responsible for the aid programs of major donor countries.

The Montebello discussions took place against the background of an increasing awareness of the importance of the co-ordination of bilateral and multilateral development-assistance policies and programs, and recognition of the need to develop improved machinery, procedures and practices to make the international development effort more effective.

The participants heard from the authors of three important recent reports on development assistance: the Right Honorable Lester B. Pearson, Chairman of the Commission on International Development; Dr. Jan Tinbergen, Chairman



Participants in the Montebello meeting (front row, left to right): Sir Robert Jackson, United Nations; Dr. Jan Tinbergen, Chairman, United Nations Committee for Development Planning; the Honorable Mitchell Sharp, Canada's Secretary of State for External Affairs; the Right Honorable Lester B. Pearson; the Right Honorable Judith Hart, British Minister for Overseas Development; Dr. Raul Prebisch, Director-General, Latin American Institute for Economic and Social Planning.

of the United Nations Committee for Development Planning; and Sir Robert Jackson, author of *A Study of the Capacity of the United Nations Development System*.

Participants in the meeting expressed their belief that it had afforded a valuable opportunity for an exchange of views on a variety of significant questions. In this context, a number of important problems were identified and discussed. The consensus appeared to be that another meeting should be held in due course to carry forward the work at Montebello.

The principal participants were : the Secretary of State for External Affairs, the Honorable Mitchell Sharp; Mr. Pearson; Mr. Jean-Pierre Goyer, Parliamentary Secretary to the Secretary of State for External Affairs; Mr. M. F. Strong, President, Canadian International Development Agency; Sheikh M. Aziz Alamoody, Vice-President, African Development Bank; Dr. Philippe de Seynes, Under-Secretary General for Economic and Social Affairs, United Nations; Mr. Erhard Eppler, Federal Minister of Economic Co-operation, Germany; Dr. John A. Hannah, Administrator, United States Agency for International Development; the Right Honorable Judith Hart, Minister for Overseas Development, Britain; Mr. Filipe Herrera, President, Inter-American Development Bank; Mr. Paul Hoffman, Administrator, United Nations Development Program; Sir Robert Jackson, Commissioner, Study of the Capacity of the United Nations Development System; Sir Arthur Lewis, President, Caribbean Development Bank; Mr. Edwin M. Martin, Chairman, Development Assistance Committee, Organization for Economic Co-operation and Development; Mr. Robert S. McNamara, President, International Bank for Reconstruction and Development; Mr. Ernst Michanek, Director-General, Swedish International Development Agency; Mr. C. V. Narasimhan, Deputy Administrator, United Nations Development Program; Dr. Saburo Okita, President, Japan Economic Center; His Excellency Egidio Ortona, Ambassador of Italy to the United States; Mr. Manuel Perez-Guerrero, Secretary-General, United Nations Conference on Trade and Development; Dr. Raul Prebisch, Director-General, Latin American Institute for Economic and Social Planning; the Honorable Nathaniel Samuels, Deputy Under-Secretary for Economic Affairs, Department of State, U.S.A.; the Honorable Raymond Scheyven, Minister, Department of Co-operation for Development, Belgium; Mr. Pierre-Paul Schweitzer, Managing Director, International Monetary Fund; Dr. Jan Tinbergen, Chairman, UN Committee for Development Planning; His Excellency B. J. Udink, Minister for Development Co-operation, the Netherlands; Mr. E. van Lennep, Secretary-General, Organization for Economic Co-operation and Development; Mr. Takeshi Watanabe, President, Asian Development Bank; Sir Geoffrey Wilson, Permanent Secretary, Ministry of Overseas Development, Britain; His Excellency Takeshi Yasukawa, Ministry of Foreign Affairs, Japan.

Cultural Affairs Division

THE Cultural Affairs Division was created in 1966 to formulate and execute Canada's cultural policies for foreign countries in accordance with directives of the Government and in co-operation with Canadian cultural agencies. The Division is organized in four sections: Agreements and Programs, Arts and Letters, Educational Liaison, and International Organizations and Conferences.

Agreements and Programs Section

This section negotiates agreements with countries designated by the Government, plans exchange programs within the framework of these agreements, prepares the operating budget of the division, and forecasts the cultural activities and projects of the Department in all parts of the world. Once the programs are established and the objectives for each project defined, the administration of the programs and the execution of the projects pass to the other appropriate sections. In performing its functions, the section maintains the necessary liaison with the Canada Council, the National Arts Centre, the National Film Board, the National Gallery and Museums, the Canadian Broadcasting Corporation, the National Research Council, and other agencies.

Since 1964 the Department of External Affairs has been implementing a program of cultural relations with countries wholly or partly French-speaking. The object of this program, in accordance with Government policy, is to stimulate bilingualism and biculturalism at the national level by promoting exchanges of all kinds with France, Belgium and Switzerland. In 1965, a cultural agreement was signed with France and in 1967 a similar agreement was signed with Belgium. Cultural-exchange programs have been instituted with West Germany, Switzerland, Italy and the Netherlands, where many naturalized Canadians were born.

In 1969 an agreement on book exchange was signed with West Germany and an agreement on scientific exchange was signed with France. Also, an agreement on the co-production of films was concluded with Italy.

The Department organized a conference, held in May at Montebello, Quebec, on Canadian cultural relations abroad, at which the Honorable Mitchell Sharp, Secretary of State for External Affairs, was the principal speaker, and a cultural tour in September for the Honorable Gérard Pelletier, Secretary of State, to Britain, Belgium and Italy.

In accordance with the France-Canada Agreement of 1965, Canada participated in a meeting of the Franco-Canadian Joint Commission, held in February in Paris, on general questions of cultural exchange. Mr. P. André Bissonnette, Assistant Under-Secretary of State for External Affairs, led the Canadian delegation. Canada also took part in a meeting of the Franco-Canadian

Scientific Subcommittee, held in November in Ottawa, on the terms and numbers of exchanges in 1970 and 1971 and on the possibilities of future development of scientific co-operation. Canada also participated in a meeting of governmental experts, held in Paris, on the equivalence of diplomas. Msgr Jacques Garneau, Director-General of the Association of Universities and Colleges of Canada, led the Canadian delegation. And the Department organized a study tour of Canada for six graduates of the National School of Administration of France, dealing with the theory and practice of public administration in Canada.

Arts and Letters Section

This section organizes Canadian cultural events abroad and ensures that the projects are of the highest possible artistic calibre. Moreover, it seeks to assure Canadian presence in foreign libraries by presenting collections of Canadian works, by organizing book exhibits, and by taking part in international book fairs. Finally, it acts as a link between foreign cultural events abroad and the Canadian artistic and literary community by providing cultural information received from Canadian embassies to artistic and literary organizations and individuals.

With the administrative and financial support of the Department of External Affairs, Les Grands Ballets Canadiens toured the principal cities of Britain, France, Belgium, Switzerland and Italy; the Toronto Symphony Orchestra visited Osaka, Japan, to promote Canada in advance of the opening of Expo 70 in that city; the contralto Maureen Forrester and the conductor Jacques Maudry participated in the Festival du Marais in Paris; the Popular Theatre of Alma, Quebec, represented Canada at the Amateur Theatre Festival of Monaco; the play *Le Quadrillé*, by Jacques Duchesne, was produced at the Studio Theatre of the Champs-Élysées in Paris; Toronto Workshop Productions staged a play at the Festival of Venice; the Pioneers, a folk-music group from Alberta, took part in the Fifth Popular Folk Arts Festival in Carthage, Tunisia; and Les Mutins de Longueuil, a folk-music group from Quebec, took part in the thirty-fourth Festival of International Folklore in Nice, France, the Festival of Vaison-la-Romaine, France, and the Festival of the Italian Riviera.

Also with the administrative and financial support of the Department, a collection illustrating the arts of the Indians and Eskimos, borrowed from 11 Canadian museums, was exhibited in Paris; a collection of paintings by European masters lent by several Canadian arts galleries was exhibited in London, Paris and Florence; and the arts in Canada were represented at the Biennial Festival of the Young and the Gallery of France in Paris by sculpture, painting, films and music.

The Department's permanent collection of Canadian art was enlarged under the expert direction of Mr. Luc d'Iberville-Moreau, one of its officers and a former Curator of the Montreal Museum of Fine Arts. The collection, which

comprises aboriginal and contemporary handicrafts, prints and sculptures, is intended for circulation by Canadian embassies in their countries of accreditation.

With the financial assistance of the Department, the Canadian Book Publishers' Council, of Toronto, and the Superior Book Council, of Montreal, participated in the Brussels Book Fair, the Festival of Nice, and the American Library Association meeting in Atlantic City, New Jersey; and Mr. J. G. Sylvestre, National Librarian, visited his counterparts in France, Belgium, West Germany and Italy to arrange book exchanges at the national level.

The Department of External Affairs presented a gift of Canadian books to Zambia to mark the occasion of that country's independence. The Department continued its program of presenting Canadian books to foreign institutions of national significance and donated book collections to the National Library, Tunis, the Free University of the Congo, Kinshasa, the University of Papua and New Guinea, Makerere University, Nairobi, the University of Umea, Sweden, the Catholic University of Santa Maria, Brazil, the University of Geneva, and the University of Genoa.

The Department sponsored the visit to Canada of a number of foreign journalists to attend the grand opening of the National Arts Centre and part of the Stratford Festival.

Educational Liaison Section

This section provides liaison between national and provincial organizations in educational matters arising from Canada's relations with other countries and its membership in international organizations, such as those of Canada's participation in the Commonwealth Foundation in London, the Commonwealth Education Liaison Committee (CELC) in London, the NATO Cultural Program (research fellowships and visiting professorships), and the ICETEX (Instituto Colombiano de Especialización Técnica en el Exterior) Scholarship Program with Colombia. The section also takes part in negotiations on educational exchanges and, since there is no federal department of education, directs to the proper authorities the frequent inquiries about education in Canada received by Canadian embassies. In carrying out its functions, the section maintains the requisite liaison with the Council of Ministers of Education of the Provinces, the Canadian Education Association, and the Association of Universities and Colleges of Canada.

The Department of External Affairs, on behalf of the Government, awarded grants to the Commonwealth Foundation in London, the Canadian House in Paris, and the Association of Partially or Entirely French-Language Universities in Montreal. The Department also awarded a grant, for the fifth consecutive year, to the German-Canadian Society of Hanover-Cologne, which facilitates the visit of some 50 German university students to Canada during the summer; this program was developed in co-operation with the Department of Manpower and Immigration as a gesture reciprocating the yearly visit to West Germany of some 400 Canadian students at the invitation of the Government of West Germany.

Within the framework of bilateral exchange programs, Canada makes available each year to certain European countries some scholarships administered by the Canada Council. In 1969, 127 students came to study in Canada from France, 14 from West Germany, 12 from Switzerland, 11 from Belgium, ten from Italy, and eight from the Netherlands.

The Department granted travel subsidies to a number of Canadians invited to visit Britain, France, Belgium and Switzerland to participate in meetings of international cultural interest.

In the sphere of academic exchanges with France, the Cultural Affairs Division of the Department, in co-operation with the Association of Universities and Colleges of Canada, introduced in 1968 a teaching-assistant exchange program through which Canadian students of French and French students of English may visit France and Canada respectively to assist teachers of French in Canada and teachers of English in France, at the same time improving their own knowledge of the other language. In 1969, the Department sent two teaching assistants from Ontario to France for one year.

Under an agreement signed in 1956 between Canada and France concerning admission of trainees, three vocational trainees came from France to apprentice in Canada.

International Organizations and Conferences Section

This section ensures Canada's participation in UNESCO activities and in general conferences. On occasion, it also organizes Canadian delegations in liaison with the Science Secretariat of the Privy Council and the National Research Council and with other scientific bodies, within the framework of scientific exchange programs.

In 1969, Canada's contribution to the UNESCO budget was \$990,969 (U.S.).

In accordance with the wishes of the fifteenth conference, UNESCO intends to devote increasing attention to the following problems: permanent education; practical literacy; the preservation of traditional, cultural and moral values in a technological age; the role of youth in the future; and the use of communications methods for the development of cultural exchanges.

The Government of Canada continued its participation in the work of the International Hydrological Decade and of the Intergovernmental Oceanographic Commission.

Canada took part in the eighty-second and the eighty-third sessions of the Executive Board of UNESCO in Paris. Mr. Graham McInnes, Canadian Ambassador and Permanent Delegate to UNESCO, led the Canadian delegation to the former session, held in April and May, and Mr. R. G. Blackburn of the Department of External Affairs led the Canadian delegation to the latter session, held in September and October.

Canada was represented at a meeting of non-governmental experts on the role of communications in society, held in May in Montreal. Mr. Alphonse

Ouimet, former President of the Canadian Broadcasting Corporation, chaired the meeting, and the Honorable Eric Kierans, Minister of Communications, delivered the keynote speech.

Canada participated in a meeting of governmental experts on international arrangements to promote the use of space communications, held in December in Paris. Mr. Kierans led the Canadian delegation. Canada also took part in a Satellite Communications Conference held in December in Paris. Again Mr. Kierans led the Canadian delegation, and he chaired the conference.

Canada participated in several meetings of the Intergovernmental Copyright Committee, held in February and December in Paris and in September and October in Washington. Mr. A. M. Laidlaw, Commissioner of Patents, led the Canadian delegation.

In conclusion, it should be mentioned that the Department works in continuous close co-operation with the Canadian National Commission for UNESCO, to which it belongs *ex officio*.

CONFERENCES

- Commonwealth Specialist Conference on Education in Rural Areas: Ghana, March 22 - April 2
- Third General Meeting of French-Speaking International Association of Parliamentarians: Abidjan, March 25-28
- Asian Development Bank annual meeting: Seoul, Korea, April 9-11
- NATO Committee on Challenges of Modern Society: Brussels, April 13-14
- Inter-American Tropical Tuna Commission, twenty-second annual meeting: Ottawa, April 22-24
- UNESCO Executive Board: Paris, May 4 - June 19
- NATO Foreign Ministers' Meeting: Rome, May 26-27
- Fifth International Mining Congress: Madrid, June 1-6
- International Conference on Public Education, thirty-second session: Geneva, July 1-9
- Sixteenth General Conference of UNESCO: Paris, October 12 - November 10
- Seventh Conference of Commonwealth Statisticians: New Delhi, November 16-27
- World Consultation on the use of Wood in Housing: Vancouver, July 5-16, 1971

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE DEPARTMENT OF EXTERNAL AFFAIRS

- Mr. P. Dumas posted from the Canadian Embassy, Rome, to the Canadian Embassy to the Holy See, effective January 1, 1970.
- Mr. R. V. Gorham, Commissioner, Delegation of Canada to the International Commission for Supervision and Control in Cambodia to Ottawa, effective January 7, 1970.
- Mr. F. Pillarella posted from the Canadian Embassy, Bonn, to Ottawa, effective January 29, 1970.
- Mr. C. T. Stone posted from the Office of the High Commissioner for Canada, Kingston, to Ottawa, effective January 31, 1970.
- Mr. J. F. R. Mitchell posted from the Canadian Consulate General, Chicago, to Ottawa, effective January 31, 1970.
- Mr. Y. Parent posted from the Office of the High Commissioner for Canada, Accra, to Ottawa, effective January 31, 1970.
- Mr. R. E. Caldwell posted from the Office of the High Commissioner for Canada, Nicosia, to Ottawa, effective February 2, 1970.
- Mr. J. K. Bartleman posted from the Canadian Embassy, Bogota, to Ottawa, effective February 4, 1970.
- Mr. N. F. H. Berlis appointed Canadian Ambassador to Austria, effective February 5, 1970.

- Mr. N. Belair transferred from the Department of External Affairs to the Secretary of State Department, effective February 6, 1970.
- Mr. A. Advokaat posted from Ottawa to the Foreign Service Institute Language School in Yokohama, effective February 6, 1970.
- Mr. C. S. Gadd posted from the Canadian Embassy, Quito, to the Canadian Embassy, Rio de Janeiro, effective February 11, 1970.
- Mr. P. Croft posted from the Office of the High Commissioner for Canada, New Delhi, to Ottawa, effective February 11, 1970.
- Mr. P. Tremblay, Canadian Ambassador to Belgium appointed Associate Under-Secretary of State for External Affairs, effective February 15, 1970.
- Mr. C. R. Jess posted from the Office of the High Commissioner for Canada, Canberra, to Ottawa, effective February 16, 1970.
- Mr. M. Cadieux, Under-Secretary of State for External Affairs, appointed Canadian Ambassador to the United States of America, effective February 20, 1970.
- Mr. C. E. Glover posted from the Canadian Embassy, Rio de Janeiro, to Ottawa, effective February 21, 1970.
- Mr. M. C. Temple posted from the Delegation of Canada to the International Commission for Supervision and Control in Vietnam to the Canadian Embassy, Helsinki, effective February 22, 1970.
- Mr. A. W. Clayton transferred from the Department of External Affairs to the Bureau of Management Consulting Services, effective February 27, 1970.
- Miss E. M. Stock posted from the Canadian Embassy, Madrid, to Ottawa, effective February 27, 1970.
- Mr. G. G. Crean, Canadian Ambassador to Italy, appointed Canadian Ambassador to Germany, effective February 27, 1970.
- Miss M. L. Reid posted from the Canadian Consulate General, Milan, to Ottawa, effective February 28, 1970.
- Mr. L. A. K. James posted from the Delegation of Canada to the International Commission for Supervision and Control in Laos to Ottawa, effective February 28, 1970.
- Mr. H. B. O. Robinson, Deputy Under-Secretary of State for External Affairs, appointed Deputy Minister of the Department of Indian Affairs and Northern Development, effective March 1, 1970.
- Mr. R. P. Bower, Canadian Ambassador to Germany, retired from the Public Service, effective March 1, 1970.
- Mr. G. R. Skinner posted from the Canadian Embassy, Cairo, to Ottawa, effective March 1, 1970.
- Mr. G. H. Duguay posted from the Canadian Embassy, Dakar, to the Canadian Embassy, Ankara, effective March 1, 1970.
- Miss S. J. McAuley posted from the Canadian Embassy, Quito, to the Office of the High Commissioner for Canada, London, effective March 2, 1970.
- Mr. C. C. E. Châtillon posted from the Canadian Embassy, Madrid, to Ottawa, effective March 4, 1970.
- Mr. G. D. Viau appointed to the Department of External Affairs as Director of the Canadian Cultural Centre in Paris, effective March 5, 1970.

- Miss E. Hesketh posted from the Canadian Embassy, Moscow, to Ottawa, effective March 5, 1970.
- Mr. J. M. Siegrist posted from the Office of the Commercial Counsellor, Melbourne, to Ottawa, effective March 5, 1970.
- Mr. W. H. Cullen posted from the Canadian Consulate General, Los Angeles, to Ottawa, effective March 7, 1970.
- Mr. G. G. Riddell, Canadian Ambassador to Senegal, accredited concurrently Canadian Ambassador to Mali, effective March 7, 1970.
- Mr. J. Gignac, Canadian Ambassador to Lebanon, appointed concurrently Canadian Ambassador to Jordan, effective March 10, 1970.
- Mr. T. D. Monaghan posted from the Canadian Consulate General, New York, to the Canadian Embassy, Prague, effective March 13, 1970.
- Mr. D. R. T. Fraser posted from the Canadian Embassy, Bonn, to Ottawa, effective March 13, 1970.
- Mr. G. W. Charpentier, Office of the High Commissioner for Canada, London, appointed Canadian Ambassador to Ivory Coast, effective March 11, 1970. Accredited concurrently Canadian Ambassador to Niger, effective March 13, 1970.
- Mr. R. T. Kendrick transferred from the Department of External Affairs to the Department of Manpower and Immigration, effective March 13, 1970.
- Mr. J. L. T. M. Ouellette posted from Ottawa to the Canadian Consulate General, Marseilles, effective March 14, 1970.
- Mr. E. T. Wiens posted from the Canadian Embassy, Warsaw, to Ottawa, effective March 14, 1970.
- Mr. R. W. Nadeau transferred from the Department of External Affairs to the Department of National Health and Welfare, effective March 16, 1970.
- Mr. E. B. Rogers, Canadian Ambassador to Spain, appointed Canadian Ambassador to Italy, effective March 17, 1970.
- Miss L. Smith posted from the Canadian Consulate General, Marseilles, to Ottawa, effective March 20, 1970.
- Mr. G. Ignatieff appointed Ambassador and Permanent Representative of Canada to the Office of the United Nations at Geneva and to the Conference of the Committee on Disarmament, effective March 24, 1970.
- Mrs. J. Lyon posted from the Canadian Embassy, Lima, to the Canadian Embassy, Athens, effective March 25, 1970.
- Miss J. J. Thornton posted from Ottawa to the Canadian Embassy, Paris, effective March 26, 1970.
- Mr. C. O. R. Rousseau, Canadian Ambassador to Cameroun, accredited concurrently Canadian Ambassador to Gabon, effective March 21, 1970, and Canadian Ambassador to Chad, effective March 27, 1970.
- Mr. A. R. Boyd posted from Ottawa to the Canadian Embassy, Madrid, effective March 28, 1970.
- Mr. R. D. Jackson posted from the Delegation of Canada to the International Commission for Supervision and Control in Vietnam to the Office of the Canadian Government Trade Commissioner, Hong Kong, effective March 31, 1970.

Mr. G. C. McInnes, Ambassador and Permanent Delegate of Canada to the United Nations Educational, Scientific and Cultural Organization, Paris, deceased February 28, 1970.

TREATY INFORMATION

Current Action

Bilateral

Peru

Agreement between the Government of Canada and the Government of Peru relating to the financing for the sale of wheat by Canada.

Signed at Lima March 3, 1970.

Union of Soviet Socialist Republics

Protocol to further extend certain provisions of the Trade Agreement between Canada and the Union of Soviet Socialist Republics signed at Ottawa February 29, 1956.

Signed at Ottawa March 1, 1970.

Entered into force March 1, 1970.

To be effective from April 18, 1969.

United States of America

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning participation by New Brunswick and Quebec in the Northeastern Institute Forest Fire Protection Compact.

Washington January 29, 1970.

Entered into force January 29, 1970.

Multilateral

Convention on the Continental Shelf.

Done at Geneva April 29, 1958.

Signed by Canada April 29, 1958.

Canadian Instrument of Ratification deposited February 6, 1970.

Entered into force for Canada March 8, 1970.

Convention on Offences and certain other Acts committed on board Aircraft.

Done at Tokyo September 14, 1963.

Signed by Canada November 4, 1964.

Canadian Instrument of Ratification deposited November 7, 1969.

Entered into force for Canada February 5, 1970.

EXTERNAL AFFAIRS

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It provides reference material on Canada's external relations and reports the current work and activities of the Department.

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Citation of External Affairs as the source would be appreciated.

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Living Resources of the Sea

PROTECTIVE LEGISLATION ANNOUNCED BY CANADA

On April 8, the House of Commons heard Prime Minister the Right Honourable Pierre Elliott Trudeau announce the Government's intention of introducing two bills concerning Canada's marine environment and the living resources of its territorial seas.

Mr. Trudeau tabled at this time a copy of a letter that had been delivered to the Secretary-General by the Canadian Ambassador to the United Nations, in which a new reservation was submitted to Canada's acceptance of the compulsory jurisdiction of the International Court of Justice. The Prime Minister stated that this reservation was meant to obviate any litigation of certain features of the two new bills.

The text of the letter follows :

Your Excellency,

On behalf of the Government of Canada,

(1) I give notice that I hereby terminate the acceptance by Canada of the compulsory jurisdiction of the International Court of Justice hitherto effective by virtue of the declaration made on September 20, 1929, and ratified on July 28, 1930, under Article 36 of the Statute of the Permanent Court of International Justice, and made applicable to the International Court of Justice by paragraph 5 of Article 36 of the Statute of that Court.

(2) I declare that the Government of Canada accepts as compulsory *ipso facto* and without special convention, on condition of reciprocity, the jurisdiction of the International Court of Justice, in conformity with paragraph 2 of Article 36 of the Statute of the Court, until such time as notice may be given to terminate the acceptance, over all disputes arising after the present declaration with regard to situations or facts subsequent to this declaration, other than:

- (a) disputes in regard to which parties have agreed or shall agree to have recourse to some other method of peaceful settlement;
- (b) disputes with the Government of any other country which is a member of the Commonwealth of Nations, all of which disputes shall be settled in such manner as the parties have agreed or shall agree;
- (c) disputes with regard to questions which by international law fall exclusively within the jurisdiction of Canada;
- (d) disputes arising out of or concerning jurisdiction or rights claimed or exercised by Canada in respect of the conservation, management or exploitation of the living resources of the sea, or in respect of

the prevention or control of pollution or contamination of the marine environment in marine areas adjacent to the coast of Canada.

(3) The Government of Canada also reserves the right at any time, by means of a notification addressed to the Secretary-General of the United Nations, and with effect as from the moment of such notification, either to add to, amend or withdraw any of the foregoing reservations, or any that may hereafter be added.

It is requested that this notification may be communicated to the governments of all the States that have accepted the Optional Clause and to the Registrar of the International Court of Justice.

Accept, Excellency, the assurances of my highest consideration.

Yvon Beaulne,
Ambassador.

His Excellency U Thant,
Secretary-General of the United Nations,
New York, New York.

In his statement to the House, the Prime Minister said:

... Canada strongly supports the rule of law in international affairs. Canada has made known to other states that it is prepared to participate actively in multilateral efforts to develop agreed rules on the protection of the environment and the conservation of the living resources of the sea.

Canada is not prepared, however, to engage in litigation with other states concerning vital issues where the law is either inadequate or non-existent and thus does not provide a firm basis for judicial decision. We have, therefore, submitted this new reservation to Canada's acceptance of the compulsory jurisdiction of the International Court relating to those areas of the law of the sea which are undeveloped or inadequate.

It is well known that there is little or no environmental law on the international plane and that the law now in existence favours the interests of the shipping states and the shipping owners engaged in the large-scale carriage of oil and other potential pollutants. There is an urgent need for the development of international law establishing that coastal states are entitled, on the basis of fundamental principle of self-defence, to protect their marine environment and the living resources of the sea adjacent to their coasts.

In spite of this new reservation, Canada's acceptance of the compulsory jurisdiction of the Court remains much broader than that of most other members of the United Nations, and it is the hope of the Government that it will prove possible to reach agreement with other states on the vital need to develop the law to protect the marine environment and its living resources so as to make it possible for Canada again to broaden its acceptance of the court's jurisdiction.

The following background notes on the two bills were provided:

The first of these bills reflects the policies of the Government as stated by the Prime Minister in the Throne Speech debate on October 24, 1969, on the need for legislative action to protect the delicate ecological balance of the Canadian Arctic by laying down stringent anti-pollution measures. The second bill would extend Canada's territorial sea to 12 miles and provide for the establishment by the Government of new fisheries zones.

The Prime Minister stated on October 24 last year, that Government policy "will reflect Canada's proposed interests not only in the preservation of the ecological balance... but as well in the economic development of the North, the security of Canada and our stature in the world community". The two bills are directed towards the maintenance of these interests and together form a part of a comprehensive approach to the Canadian North, the protection of the Canadian environment and the conservation of the fisheries and other living resources of the sea.

These bills are evidence of Canada's determination to discharge its responsibilities for Canada's offshore marine environment. The Canadian Government has for some time been concerned about the inadequacies of both international law and domestic law to give adequate protection to the environment and to ensure the conservation of fisheries resources. The two bills are part of a series of related measures to cope with these problems.

The effect of this new legislation would be to make clear that the Northwest Passage is to be opened for the passage of shipping of all nations subject to necessary conditions required to protect the delicate ecological balance of the Canadian Arctic. Canada seeks to preclude the passage of ships threatening pollution of the environment. Commercially-owned shipping intending to enter waters of the Canadian Arctic designated by the Canadian Government as shipping safety control zones would be required to meet Canadian hull, construction and navigation safety standards. These zones may extend up to 100 miles offshore. The owners of shipping and cargoes would be required to provide proof of financial responsibility and will be liable for damage caused by pollution. This liability would be limited but would not depend upon proof of fault or negligence. In the case of shipping owned by another state the necessary safety standards would be given effect by arrangement with the state concerned. Similarly, protective measures would apply to exploration and exploitation of the submarine resources of Canada's northern continental shelf.

The main provisions of the Arctic Waters Pollution Prevention Bill are set out in the attached summary. The second bill, amending the Territorial Sea and Fishing Zone Act of 1964, would have the effect of replacing the three-mile territorial sea and nine-mile exclusive fishing-zone by a 12-mile territorial sea. (Over 50 maritime states now claim a territorial sea of 12 miles or more.)

The bill would also enable the Government to draw fisheries closing lines across the entrances to bodies of waters in special need of fisheries conservation

protection. Canada pioneered in the development of the concept of exclusive fishing-zones distinct from the territorial sea and this proposed legislation takes a step further Canada's attempt to contribute to the development of international law both by state practice and by multilateral negotiations.

State practice, or unilateral action by a state, has always been accepted as one of the ways of developing international law. There have been many such instances; for example, the 1948 Truman Proclamation on the Continental Shelf, which became established in international law a few years later.

The proposed anti-pollution legislation is based on the overriding "right of self-defence" of coastal states to protect themselves against grave threats to their environment. It is widely accepted that existing international law does not adequately recognize the need of coastal states to protect themselves against such dangers, which are real and present, as recent experience has shown. Traditional principles of international law concerning pollution of the sea are based largely on ensuring freedom of navigation to shipping states engaged in the large-scale carriage of oil and other potential pollutants. These principles are of little or no relevance to an area having the unique characteristics of the Arctic, where there is an intimate relationship between the sea, the ice and the land, and where the permanent defilement of the environment and the destruction of whole species could take place. There is an urgent need to develop both domestic and international law directly related to the special economic, social and environmental needs of the Canadian North.

The Prime Minister has stated in the House of Commons that Canada strongly supports the rule of law in international affairs and that Canada is prepared to participate actively in multilateral efforts to develop agreed rules on environmental and fisheries protection, but that Canada is not prepared to engage in litigation with states on vital issues where existing law is either inadequate or non-existent and thus does not provide a firm basis for judicial decision. The Government has, therefore, submitted a reservation to Canada's acceptance of the compulsory jurisdiction of the International Court of Justice relating to those areas of the law of the sea which are undeveloped or inadequate. In spite of these new reservations, Canada's acceptance of the compulsory jurisdiction of the International Court of Justice remains much broader than that of most other members of the United Nations and it is the hope of the Government that it will prove possible to reach agreement with other states on these questions, so as to make it possible for Canada again to broaden the acceptance of the Court's jurisdiction.

These bills are the first of a series of related provisions with regard to the Canadian marine environment and offshore fisheries resources off Canada's East and West Coasts. Legislation now being prepared will protect that environment against the kind of pollution caused by the wreck of the oiltanker *Arrow* in Chedabucto Bay.

The Government is pledged to the development of the use of Canada's

Arctic waters to encourage expansion of Canada's northern economy. The Government intends to open up the Northwest Passage as a waterway for innocent passage by ships of all states, by laying down conditions for the exercise of such passage; by establishing that the passage of ships threatening pollution will not be considered innocent; by ensuring against the Northwest Passage becoming, through the process of customary usage, an uncontrolled international strait; and by adopting a functional and constructive approach which does not interfere with the activities of others and reflects the Government's responsibility to its own people and the international community to preserve the ecological balance of Canada and its marine environment.

Main Features of the Arctic Waters Pollution Prevention Act

(a) The Act begins with a brief preamble reciting the potentially great international and domestic significance of the exploitation and transportation of Arctic resources, and the obligation of Parliament to ensure that Canadian Arctic resources are exploited and the Arctic waters navigated "only in a manner that takes cognizance of Canada's responsibility for the welfare of the Eskimo and other inhabitants of the Canadian Arctic and the preservation of the peculiar ecological balance that now exists in the water, ice and land areas of the Canadian Arctic".

(b) The provisions of the Act apply to "Arctic waters" defined as frozen or liquid waters "adjacent to the mainland and islands of the Canadian Arctic within the area enclosed by the 60th parallel of north latitude, the 141st meridian of longitude and a line measured seaward from the nearest Canadian land and a distance of 100 nautical miles". An exception is that the line of equidistance between the Canadian Arctic islands and Greenland is substituted for the 100-mile line where the equidistance line is less than 100 miles from the Canadian coast. In addition, the "Arctic waters" include waters adjacent to those in the area described above where such adjacent waters overlie "submarine areas that Her Majesty in Right of Canada has the right to dispose of or exploit" (i.e., waters above the continental shelf) in so far as the Act applies to exploring for, developing or exploiting natural resources in submarine areas.

(c) The Act prohibits and prescribes penalties for the deposit of "waste" in Arctic waters or on the islands or mainland under conditions where such waste may enter the Arctic waters. The definition of waste is comprehensive and covers any substance which would degrade or alter the Arctic waters to an extent detrimental to their use by man or by any animal, fish or plant that is useful to man.

(d) The Act provides for civil liability resulting from the deposit of waste by persons engaged in exploring for, developing or exploiting the natural resou-

es on the land adjacent to the Arctic waters or in the submarine areas below the Arctic waters, or by persons carrying on any undertaking on the mainland or the islands of the Canadian Arctic or on Arctic waters, or by owners of ships navigating within the Arctic waters and owners of the cargo of any such ship. Such civil liability is absolute and does not depend upon proof of fault or of negligence. The Act, however, provides that the Governor General in Council may make regulations respecting the manner of determining the limit of liability of persons listed above and, in respect of ship and cargo owners, the limitation of liability shall take into account the size of the ship and the nature and quantity of the cargo carried.

(e) The Act provides that the Governor General in Council may require evidence of financial responsibility to be provided by persons exploiting the natural resources on the land adjacent to the Arctic waters or in the submarine areas below the Arctic waters, by persons carrying on undertakings which may result in the deposit of waste in the Arctic waters, and by owners of ships (and their cargo) navigating within any "shipping safety control zone" specified by the Governor General in Council.

(f) The Act provides that the Governor General in Council may take regulations relating to navigation in shipping safety control zones and prohibiting any ship from entering such a zone unless it meets the regulations concerning hull and fuel tank construction, navigation aids, safety equipment, pilotage, icebreaker escort, etc. The Governor General in Council may exempt from the application of such regulations any ship or class of ship that is owned or operated by a sovereign power other than Canada where the Governor General in Council is satisfied that such ships comply with standards substantially equivalent to those prescribed by Canadian regulations and that all reasonable precautions will be taken to reduce the danger of any deposit of waste.

(g) The Act provides that the Governor General in Council may order the destruction or removal of ships in distress which are depositing waste or are likely to deposit waste in the Arctic waters.

(h) The Act provides that a Pollution Prevention Officer may, with the consent of the Governor General in Council, seize a ship and its cargo anywhere in the Arctic waters or elsewhere in the territorial sea or the internal or inland waters of Canada when he suspects on reasonable grounds that the ship, or ship or cargo owners have contravened the provisions of the Act. Where a ship is convicted of such an offence, the court may order the forfeiture of both the ship and its cargo.

After the question period in the House of Commons, Mr. Trudeau met representatives of the press. Excerpts follow from the interview he gave at that time:

Question: Sir, without asking you to condense it in 30 seconds, the letter to

the United Nations is in anticipation of a challenge of this policy?

Answer: It is in anticipation of the possibility that some nations won't agree with our policy. The statement — the position we take — is that international law that now stands does not sufficiently protect countries on the pollution aspect of international waters. And it is important for Canada to take forward steps in this area to help international law develop If we had discussed this in Parliament before making the reservation, if we had waited until the law had been debated and perhaps passed, it would have been then too late to make a reservation because once courts have entered into litigation it's too late to make reservations, so it was important to make the reservation the moment we introduced the law for fear that at any moment there may be some litigation begun which we would be too late to withdraw from

Question: Does this mean that any country which objects, sir, will have to deal with Canada directly?

Answer: Yes, that means the courts themselves in this particular instance will not be able to adjudicate on a case which will be binding to Canada.

Question: Mr. Prime Minister, would you outline what the anti-pollution control measures are — the 12-mile limit and so on. It also mentions a 100-mile figure there — I wonder if you could clarify this?

Answer: Well, there are two aspects of the two bills, actually, which we introduced. One is with a view to prevent pollution in the Arctic. This is the one which draws a loosely-defined 100-mile zone outside from the Canadian islands in the Arctic and says that within this zone we will exercise certain anti-pollution controls and these controls will be developed by regulation. I'm gladly prepared to say that we will only adopt these regulations after we have consulted with other nations, such as the United States, who are interested in sailing up there. But the important thing is that we do, from Parliament, have authority to ensure that any danger to pollution there, and therefore any danger to the delicate ecological balance of the Arctic, is prevented or preserved against by Canadian action. This is the first bit of legislation — it is not an assertion of sovereignty, it is an exercise of our desire to keep the Arctic free of pollution, and, by defining 100 miles as the zone within which we are determined to act, we are indicating that our assertion there is not one aimed towards sovereignty but aimed towards one of the very important aspects of our action in the Arctic.

If I can give the second part of the answer, the 12 miles — this is another bill, this is merely an extension of the territorial sea of Canada which is now three miles to 12 miles. This is following some almost 60 nations of the world which have done that. We are absolutely certain that international law is moving from the three- to the 12-mile limit; therefore we are asserting that Canada's territorial seas henceforth will be coming under the 12-mile-limit law.

Now, on this there is no reservation in the courts. If some nation takes it to the courts and establishes that international law says it's three miles and not 12, then we will stand by the judgment of the court. In other words, in

the case where the law exists, it may be developing from three to 12, but the law exists. We're prepared to stand by the judgment of the world courts, world opinion.

In the other case, where no law exists, or where law is clearly insufficient, there is no international common law applying to the Arctic seas, we're saying somebody has to preserve this area for mankind until the international law develops. And we are prepared to help it develop by taking steps on our own and eventually, if there is a conference of nations concerned with the Arctic, we shall of course be a very active member in such a conference and try to establish an international regime. But, in the meantime, we had to act now.

Question: Would not the prosecution of any violation of the pollution regulations in the Arctic be an exercise in sovereignty — sovereignty claim?

Answer: They would be an exercise of authority given by Parliament to the executive branch to apply a certain statute. Now, this doesn't necessarily mean that you're asserting sovereignty over those seas any more than the continental-shelf doctrine, for instance, entails sovereignty with it. When the Truman document was proclaimed in 1945 saying that the continental shelf of the United States was part of the United States for the purpose of developing the shelf, there was no claim that this was an assertion of sovereignty by the United States over those waters, or even over the seabed in the normal sense. Therefore, the distinction between the absolute claim of sovereignty, which means that you own everything — the land, the water, the resources in the water and so on — which is the case for the internal waters of any nation (this is the sovereignty aspect of it), against the other aspect, which is not an assertion of sovereignty but an assertion of determination to control certain aspects of what is happening there. In the same way, you have this happening in the airways; the United States and Canada exercise some form of control over airships approaching Canada for hundreds of miles out over the Atlantic Ocean. This doesn't mean we are asserting sovereignty over that.

Question: But, sir, could these bills be described as another step along the way to asserting sovereignty?

Answer: You can describe them the way you want. But it's quite clear that in our two bills there are two approaches — one is asserting sovereignty on the 12-mile basis, the other is asserting a desire to prevent pollution, and this is where we introduced the 100-mile zone where we want to exercise some control. You know it doesn't mean we're going to control everything within the 100 miles. The regulations will determine what we shall do within these 100 miles and perhaps we shall only begin to adopt regulations concerning those areas where there is shipping or where there is exploitation of oil or where the currents make it dangerous for pollution to take place and so on. We're just making sure that government has the authority to adopt regulations which will cover a wide enough area that we don't have to come before Parliament next year and say, well, extend the lines a little further because it's obvious that to

prevent pollution you have to stop them at point X rather than point Y.

Question: Mr. Prime Minister, your Government is convinced that, if there is a bias in the international law, it favours the international oil exporters and shippers; is that it?

Answer: Yes, the way international law exists now, it is definitely biased in favour of shipping on the high seas and in various parts of the globe. And in the past this has probably been to the benefit of the states of the world because there has been, because of this bias in international law, a great deal of the development of commerce in all parts of the globe. But now . . .

Question: But no protection for countries like Canada — is that the implication?

Answer: That is the implication, that international law has been developed in the past in order to have the concept of high seas which is favourable to navigation and to commerce everywhere. And this was fine in the past. But now, with the advance of technology and the importance which is coming forth to us all in all parts of the world, of not only thinking of commerce but also of quality of life, we're saying international law has not developed in this direction. It's beginning — that's why there was a meeting in Brussels last year which Canada attended and that's why I talked to the Secretary-General of the United Nations this fall to indicate Canada's willingness to participate in every aspect of the development of international regimes which would prevent pollution of coastal states. But, until this international regime has developed, we are stuck with the law as it has developed in the past centuries and the centuries before, when, in the era of steamships and sailing ships, there was no danger of pollution, and it was important for commercial and other reasons that the nations could communicate on the high seas . . .

We are attempting to do what's right in the Arctic — to protect those interests which are Canadian, and to protect those aspects which have to be protected. And we believe that this package of legislation is doing that. We're preserving the North and the balance up there. We're asserting sovereignty to the 12-mile extent. We're ensuring that we're not taking a chauvinistic or jingoistic view on sailing in the North. We're not adopting such laws as to preclude the ships of all nations and all conditions from going up there because it's in the interests of Canada that the North be developed. We just want to make sure that the development is compatible with our interests as a sovereign nation and our duty to humanity to preserve the Arctic against pollution.

Question: Do you foresee any problems in enforcing these laws?

Answer: I don't see any problems. In one case, if there is a problem we shall be taken to the courts, and we'll fight it there and, as I say, we have the trend of international law in our direction — the 12 miles. In the other case, there is no law, so we can't be taken to the courts. I'm sure this action may accelerate the convening of international meetings by many nations to do multilaterally by international law, what, as of now, we've had to do alone because nobody else can act in the Canadian Arctic if we don't.

The following statement regarding the legislation announced by Prime Minister Trudeau on April 8 to prevent the pollution of Canada's Arctic waters was made in the House of Commons on April 16 by the Secretary of State for External Affairs, the Honourable Mitchell Sharp:

Mr. Speaker, it is evident from what has been said in this debate already that there is general agreement on all sides with the two fundamental objectives underlying the Arctic Waters Pollution Prevention Bill, the economic development of the Canadian Arctic, and the preservation of a unique environment comprising land and ice and open sea.

The Government has given long and careful consideration to the means by which these objectives could best be given effect and translated into legislative terms. We have considered these questions in the light of the duty and responsibility Canada owes not only to itself but to the community of nations — that is to say, to mankind as a whole. We have refused to be stampeded by clamour from any quarter, and we have rejected simplistic solutions which would create more problems than they might resolve. Instead, we have evolved, after very wide-ranging deliberations, a constructive and functional approach that distinguishes between jurisdiction and sovereignty and between essential national objectives and chauvinism, which reconciles national interest and international responsibility, and which will prevent pollution without discouraging development.

The problem of environmental preservation transcends traditional concepts of sovereignty and requires an imaginative new approach oriented toward future generations of men and the plant and animal life on which their existence and the quality of that existence will depend. The problem of environmental preservation, moreover, must be resolved on the basis of the objective considerations of today rather than the historical accidents or territorial imperatives of yesterday.

Canada has always regarded the waters between the islands of the Arctic archipelago as being Canadian waters. The present Government maintains that position . . . that there is no abandonment of these claims whatever in the legislation that has been put forward here.

This bill aims at meeting a real and imminent problem and provides for the exercise of a limited form of jurisdiction. This exercise of jurisdiction for the purposes of pollution control can in no way be construed to be inconsistent with a claim of sovereignty over the waters between the islands or otherwise. Similarly, the exercise of sovereignty over an area of the sea extending 12 miles from shore in accordance with the provision embodied in another bill that will shortly be under discussion cannot be said to be inconsistent with a claim to sovereignty beyond 12 miles

There is excellent authority for the propositions that I have put forward on this occasion. In the 1910 North Atlantic coast fisheries case between Britain and the United States, the Permanent Court of Arbitration held that a state

may, without prejudice to its claim to sovereignty over the whole of a particular area of the sea, exercise only so much of its sovereign powers over such part of that area as may be necessary for immediate purposes. That case is of particular relevance to the Canadian situation, since it involved areas of Newfoundland, Labrador and other parts of Canada's Atlantic coast.

There are those who argue that the problem of marine pollution can only be met by multilateral rather than unilateral action. Canada has attempted the multilateral approach to this problem, most recently at an international legal conference in Brussels in 1969. On that occasion, however, we were unsuccessful in our attempts to persuade the major shipping and cargo-owning states to provide adequate recognition and protection for the rights and interests of coastal states which are the innocent victims of pollution incidents of the seas.

State practice or, in other words, unilateral action by states, has always been a legitimate means open to states to develop customary international law This is how the rule of the three-mile territorial sea, and later the 12-mile territorial sea, originated. It was unilateral action by the United States in the 1945 Truman proclamation which led to establishment of the continental-shelf doctrine in international law. It was the practice of Norway in connection with the delimitation of its territorial waters which introduced the straight-baseline system later written into the Geneva convention on the territorial sea. Again, it was by unilateral action that Canada in 1964 and the U.S.A. in 1966 established nine-mile contiguous fishing-zones.

The action we are proposing for the Arctic waters in no way rules out the possibility of developing international arrangements for the preservation of the marine environment in Arctic regions. The bill we have introduced should be regarded as a stepping-stone toward the elaboration of an international legal order which will protect and preserve this planet Earth for the better use and greater enjoyment of all mankind. A single ecological system governs the lives of all men, and the Arctic regions are an extremely important part of that system. They determine the livability of the whole of the northern hemisphere. This bill is a beginning. It puts forward a legislative framework within which we shall develop controls and safety standards to ensure that this unspoiled and uniquely vulnerable region is preserved from degradation. We shall consult with other countries before we promulgate regulations to this end. We hope that these other countries will show a spirit of understanding and co-operation so that together we can construct a system of internationally-agreed rules and safety standards which will advance our common interests without interfering unreasonably with particular interests.

Canada has a long tradition of leadership and active participation in multilateral efforts to resolve problems which go beyond purely national concerns. This is especially true in the field of international environmental law. In the famous Trail Smelter Case, we went to arbitration with the United States in 1953 and accepted state responsibility for the pollution of United States territory.

In later years, we pressed hard for the non-proliferation treaty and we were in the vanguard of attempts to prevent fallout pollution from atomic testing. We have been engaged with the United States since 1909 in a unique experiment in international co-operation on common environmental problems, through the International Joint Commission. However, it is precisely this long experience with multilateral and bilateral approaches which convinces us that immediate action by Canada is required for protection of the Arctic environment.

We know only too well that a situation requiring urgent action cannot be met by the slow and difficult process of negotiating international arrangements. However valuable may be the work of the International Joint Commission, citizens of both Canada and the United States are painfully aware that it has not prevented the pollution and contamination of the Great Lakes to the point where the very life of these vast bodies of water is threatened. The International Joint Commission is undertaking remedial action on the Great Lakes, but that action is long overdue and will not easily undo the ravages that have taken place. We cannot be too late everywhere. We cannot wait until the damage has been done in the Arctic, if only because such damage in that environment may well be irreversible.

The first attempts to find an international solution to the problem of pollution of the seas by oil were made in the early 1920s, but did not achieve even partial success until the late 1950s. In 1926, an international conference held in Washington drew up a relatively modest proposal for the control of deliberate marine discharges of oil or oil mixtures. Even this modest proposal failed to achieve ratification.

By 1954, the oil-pollution problem had reached such a state of crisis in some areas that a second major conference was convened. The result was the London Convention for the Prevention of Pollution of the Sea by Oil. This convention, like the 1926 proposal, deals with the prevention of deliberate pollution by tanker-cleaning operations, but leaves enforcement to the flag states rather than the coastal states suffering the damage. This convention was adopted despite strong opposition from the United States, which believed that the problem of deliberate discharge would disappear by educational programs and technological advances.

The London Convention was only slowly accepted, and it was not until four years later that sufficient countries had ratified it to bring it into force. Canada's instrument of acceptance was deposited in 1956, and that of the United States in 1961. The Convention was amended by a second conference, held in 1962 under the auspices of the Intergovernmental Maritime Consultative Organization. The 1962 amendments were relatively marginal, but extended from 50 to 100 miles the minimum zones in which the deliberate discharge of oil is prohibited. Canada accepted these amendments in 1963, but they did not achieve sufficient acceptance to come into effect until 1967.

The amended London Convention remains the major international instru-

ment in force in this field. Despite its modest aims, and despite the fact that it leaves enforcement to the flag states and thus preserves their traditional exclusive jurisdiction over their vessels on the high seas, this limited convention did not come into effect until some 30 years after the oil-pollution problem first began to attract serious international attention. Its inadequacies as to the scope and enforcement of its provisions are, I believe, disputed by no one.

More recently, however, we believed there was cause to hope that the nations of the world might join together to attack the problem of oil pollution on a broader front and to adopt more effective measures for its prevention and control. The *Torrey Canyon* incident has awakened states and public opinion to the catastrophic consequences of a spill from a "jumbo" tanker. Domestically and internationally there had been increasing signs that the quality of the environment was becoming the major issue of our time. Against that background, Canada went to Brussels in November 1969 to participate in an international legal conference on marine pollution damage. The results of the conference, however, while reflecting a certain degree of progress, were seriously disappointing.

Many delegations at Brussels displayed what appeared to us to be an excessive caution and conservatism and a rigid preoccupation with the traditional concept of unqualified freedom of the high seas. That freedom, in our eyes, seemed to be tantamount to a licence to pollute; it did not in any way strike a proper balance between the interest of the flag state in unfettered rights of navigation and the fundamental interest of the coastal state in the integrity of its shores.

As a result, despite our most vigorous efforts, Canada was only partially successful in achieving recognition of the paramount need for environmental preservation and the principle that the bulk carriage of oil and other pollutants by sea is an ultra-hazardous activity, which gives rise to an absolute liability to compensate in full the victims of pollution damage arising from such carriage.

The outcome of the Brussels conference was so little oriented toward environmental preservation and so much oriented towards the interests of ship- and cargo-owning states that Canada abstained from voting on the public law convention dealing with the right of intervention on the high seas and voted against the private law convention on civil liability for pollution damage.

While the main thrust of the bill under debate is preventive, that of the Brussels conventions is remedial and liability-oriented. I do not wish, however, to be excessively severe or negative in judging the achievements of the Brussels conference. The public law convention negotiated there incorporates the very important principle that coastal states may intervene against foreign ships on the high seas to prevent or minimize major pollution damage where a marine accident, threatening or actually causing oil pollution, has already occurred.

I must say in this connection that I find it anomalous that certain countries can accept the right of a coastal state to sink a foreign ship on the high seas when a marine accident threatens pollution, but at the same time assert that

coastal states do not have the right to prevent such an accident by turning away such a ship from areas off its coasts, or by imposing certain safety standards or preconditions for entry into these areas.

The coastal state's right of intervention on the high seas, as incorporated in the Brussels convention on international law, may perhaps represent a sufficient basis, for the time being at least, to protect the marine environment and Canada's coastal interests beyond the proposed 12-mile limit for our territorial sea on the Atlantic and Pacific. As I have said, however, the problem of pollution in those areas is also a matter of vital concern and will be given the most energetic attention by this Government. With respect to the Arctic, other measures impose themselves.

We hope that the Arctic waters bill will provide a framework for internationally-agreed safety standards. The brief review of multilateral efforts which I have just made is sufficient proof, however, that an approach of that kind would not have met the need for early action and would not have provided the stability and certainty required for investment in the development of Arctic resources and Arctic navigation.

There can be no doubt, Mr. Speaker, that Canada has tested the climate for international action against marine pollution, and there can equally be no doubt that the climate has been found seriously wanting — if that is a good simile. We are determined to discharge our own responsibilities for the protection of our territory. We are equally determined to act as pioneers in pushing back the frontiers of international law so that the *laissez-faire* regime of the high seas will no longer prevent effective action to deal with a pollution threat of such a magnitude that even the vast seas and oceans of the world may not be able to absorb, dissolve or wash away the discharges deliberately or accidentally poured into them.

The Arctic waters bill represents a constructive and functional approach to environmental preservation. It asserts only the limited jurisdiction required to achieve a specific and vital purpose. It separates a limited pollution-control jurisdiction from the total bundle of jurisdiction which together constitute sovereignty. In this it resembles in some degree the approach which Canada was among the first to adopt with respect to jurisdiction over the exploitation and conservation of fishery resources.

The results which have been achieved in the latter field encourage us now to lead the way in developing rules to prevent pollution of the sea and of the shores of coastal states. We firmly believe that this is the best way to bring order out of impending chaos in the law of the sea.

The pioneering venture upon which we are embarked is a measure of our serious concern at the failure of international law to keep pace with technology, to adapt itself to special situations, and in particular to recognize the right of a coastal state to protect itself against the dangers of marine pollution.

Existing international law is either inadequate or non-existent in this respect.

Such law as does exist, as I have already indicated, is largely based on the principle of freedom of navigation, and is designed to protect the interests of states directly or indirectly involved with the maritime carriage of oil and other hazardous cargoes.

A new "victim-oriented" law must be created to protect the marine environment and those rights and interests of the coastal state which are endangered by the threat to that environment. The Arctic waters bill is intended to advance the development of such new law. It is based on the fundamental principle of self-defence and constitutes state practice, which has always been accepted as one of the ways of developing international law.

Where the law is deficient, any action undertaken to remedy its deficiencies cannot properly be judged by the existing standards of that law. Such a proceeding would effectively block any possibility of reform. Canada remains firmly attached to the rule of law in international affairs and has the highest respect for the International Court of Justice and the part it plays in the maintenance of that rule of law. At the same time, however, we are not prepared to litigate with other states on vital issues concerning which the law is either inadequate, non-existent or irrelevant to the kind of situation Canada faces, as is the case in the Arctic. It is no service to the Court or to the development of international law to attempt to resolve by adjudication questions on which the law does not provide a firm basis for decision. For these reasons, we have been obliged to submit a limited new reservation to our acceptance of the compulsory jurisdiction of the International Court of Justice.

Even with the new reservation, Canada's acceptance of the compulsory jurisdiction is much broader than that of many other countries. It does not in any way reflect lack of confidence in the Court but takes into account the limitations within which the Court must operate and the deficiencies of the law which it must interpret and apply. Moreover, it may be revoked and Canada's acceptance of the compulsory jurisdiction may again be broadened at such time as those deficiencies are made good. In the interval, Canada stands prepared to appear before the Court where the Court is in a position to exercise its proper function and render a decision either for or against us. Such is the case, for instance, with respect to our bill on the 12-mile territorial sea. Our readiness to submit to the international judicial process remains general in scope and is subject only to certain limited and clearly-defined exceptions rather than to a general exception which can be defined at will so as to include any particular matter.

I have already stressed the Government's hope that it will be possible to achieve internationally-agreed rules for Arctic navigation within the framework of our proposed legislation. We recognize that the interests of other states are inevitably affected in any exercise of jurisdiction over areas of the sea. We have taken these interests into account in drafting our legislation; we have, for instance provided that naval vessels and other ships owned by foreign governments may

to be exempted from the application of Canadian antipollution regulations if the ships in question substantially meet our standards.

We will give the interests of other states further consideration by entering into consultations with them before promulgating safety regulations under the Arctic waters bill.

I should point out that the interests of other states in the uses of the sea are not necessarily in conflict with ours. We, too, are concerned to preserve the essential freedoms of the sea. We, too, do not wish to place unnecessary or unreasonable restrictions on maritime commerce. Security factors are vital to us as well as to others. It is because we share the concern to head off developments undesirable for common interests that we ask other states to adopt a flexible attitude which is responsive to new needs and special circumstances, and that we seek the co-operation of other states and offer them ours.

In recognition of common interests and in the spirit of co-operation, Canada has for many years engaged in periodic consultations with the United States on matters concerning the law of the sea. We have not always agreed on those matters but we have always benefited from obtaining a better understanding of our respective positions and concerns.

I should like now to turn to a point of some importance in considering the international aspects of this legislation, namely the position of the United States Government concerning it. The Government of the United States has on a number of occasions recently expressed a particular interest in the various aspects of the law of the sea raised by the Prime Minister's statement in the Throne Speech debate when he announced the Government's intention to introduce legislation to protect the ecological balance of the Canadian Arctic, and requested an opportunity to discuss them with us. Two rounds of discussion were held for this purpose. On March 11, the Canadian Ambassador to the United States, Marcel Cadieux, accompanied by two Canadian officials (Mr. Beesley, head of the Legal Division of the Department of External Affairs, and Mr. Head, Legislative Assistant to the Prime Minister), called on Mr. Alexis Johnson, United States Under-Secretary of State for Political Affairs, and a group of senior United States officials. These discussions were very frank and friendly but they revealed, as expected, differences of view between our two governments on a number of questions, and it was agreed that a further round would be held after the United States Government had had time to consider the matter further. On March 17, President Nixon telephoned the Prime Minister to express his interest in the matter and offered to send a high-level team to Ottawa for further discussions. On March 20, a team of senior United States officials led by Under-Secretary of State Johnson and including the Under-Secretary of the Navy and an Assistant Secretary of Transport, as well as senior officials from the State Department, Defense Department, the Coast Guard, and the Department of the Interior, came to Ottawa and met with me, the Minister of Indian Affairs and Northern Development (Mr. Chrétien), the President of the Privy Council

(Mr. Macdonald), and senior Canadian officials, including the Under-Secretary of State for External Affairs, and Canada's Ambassador to Washington, to make known the United States views on the question under discussion. These discussions lasted all day and were again frank but friendly. Subsequently, there were further discussions in Washington between our Ambassador to the United States and Mr. Johnson, and a telephone conversation between the Prime Minister and Secretary of State Rogers. Unfortunately, it did not prove possible for the two governments to reach agreement on all aspects of these questions, as has since been made known by the United States Government. I think this account of these discussions makes quite clear that we have taken very seriously the United States interest in these matters.

These differences can be resolved, and resolved in a manner consistent with our interests as a sovereign nation and our long history of close and mutually co-operative relations with the United States. We cannot abdicate our responsibilities in a matter of special importance to us, and we cannot abandon our right and duty to protect our territory. Given this fundamental and irreversible position on our part, there remain nevertheless a wide range of possibilities for bilateral and multilateral co-operation which could advance the cause of environmental preservation in the Arctic waters in harmony with the interests of all concerned. We are prepared to go forward from this position, but only forward and not back.

On April 17, Mr. Sharp took up, in the following statement, the subject of the second of the two bills announced on April 8 by Mr. Trudeau :

Mr. Speaker, the proposed amendments to the Territorial Sea and Fishing Zones Act contain two major provisions: the first would establish the territorial sea of Canada at 12 miles in substitution for the present limit of three miles, and as a result would eliminate the present nine-mile fishing-zone which would become incorporated within the 12-mile territorial sea; the second would authorize the Government, by Order in Council, to create exclusive Canadian fishing-zones comprising areas of the sea adjacent to the coasts of Canada.

There are a number of reasons why the Government is proposing to extend its territorial sovereignty from three to 12 miles. Basically, the reason is that the limited fisheries jurisdiction which Canada at present exercises over the outer nine-mile zone is no longer sufficient to protect the full range of Canada's vital coastal interests. The 12-mile territorial sea would have the following advantages: (a) It would provide the comprehensive jurisdictional basis which Canada requires to enforce anti-pollution controls outside Arctic waters of Canada's East and West coasts up to 12 miles from the baselines of Canada's territorial sea, rather than merely three miles as at present. (b) It will permit Canada to expedite the conclusion of negotiations with the European countries

which have been permitted to continue their fishing activities in Canada's nine-mile fishing-zone. (c) It will further protect Canada's security interests by permitting Canada to exercise greater control over the movement of foreign ships.

The legal regime of the territorial seas permits the coastal state to determine whether a particular passage is innocent. This bill extends that right for Canada up to a distance of 12 miles from the territorial sea baseline. All the reasons why a state requires a three-mile territorial sea apply with equal vigour to the 12-mile territorial sea. From the point of view of security, the danger is removed farther offshore and the coastal state can take all measures open to it on its own territory within a wider belt of 12 rather than three miles. Then (d), since the inner limit of the continental shelf is measured from the outer limit of the territorial sea, the 12-mile territorial sea will have the effect of pushing the inner limit of Canada's continental shelf seawards a distance of nine miles.

Mr. Speaker, the U.S. Government has made clear its willingness to accept a 12-mile territorial sea provided this is achieved by multilateral agreement and not by the continuing development of customary law through state practice. The Canadian Government sympathized with the U.S. desire for agreed rules of law on these questions. Canada has repeatedly shown its good faith in the multilateral approach to these questions by participating vigorously and constructively in every effort in the last 40 years to achieve agreed rules of law on the breadth of the territorial sea and the nature and extent of contiguous zones.

I do not wish to belabour the point, but I would remind the House and the international community that Canada attempted to get agreement first on a three-plus-nine basis — three-mile territorial sea and nine-mile contiguous zones — in 1958, and, when this did not prove possible, we campaigned for the famous "six-plus-six" formula comprising a six-mile territorial sea and six-mile contiguous zone for certain purposes. We warned that the law was developing toward wider and wider assertions of territorial sovereignty and that the international community must recognize the legitimacy of extension of jurisdiction beyond the territorial sea for limited specific purposes. Unfortunately, we had only limited and belated success in enlisting the support of the U.S.A. for our proposal.

Later, in 1960, we campaigned very actively for the six-plus-six formula. We made representations in capitals all over the world through our diplomatic representatives there. (Might I point out parenthetically that our efforts then and the exercise in which we are now engaged require the existence of a well-trained foreign service and the presence of Canadian representatives in capitals all over the world, for many reasons, but particularly when we are seeking the support of the international community, as now, for a Canadian initiative.... Mr. Speaker, we are very fortunate in having a foreign service generally accepted as one of the very best in the world...)

It will be recalled that in 1960 our proposed six-plus-six formula fell short of success by a fraction of one vote. We did not, however, even then, abandon the multilateral approach. We joined with Britain in canvassing countries round the world to ask them if, in spite of the failure at Geneva, they would nonetheless join with us in a multilateral agreement based on the six-plus-six formula. We pressed the U.S.A. to join with us in these representations, but the U.S.A. declined.

Subsequently, when, as a result of our extensive and protracted canvassing efforts, we and our British friends found that we had the support of over 100 countries for such a proposal, provided the U.S.A. and other major powers would agree, we approached the U.S.A. again with this evidence. Unfortunately, we were told, after waiting a further period of many months for the U.S.A. reply, that the U.S.A. did not consider it timely or appropriate to join with us in our efforts. Mr. Speaker, I hope it will not be taken as a sign of anti-Americanism but merely as an affirmative sign of Canadianism for me to say that we really are not prepared, in light of these developments, to accept the proposition that it is always desirable to proceed multilaterally instead of unilaterally.

I mentioned yesterday that we decided in 1964 that it was necessary to do it alone, and so we did, we passed the Territorial Sea and Fishing Zones Act laying down the legislative basis for delimiting the territorial sea from straight baselines rather than from the sinuosities of the coast, and established a nine-mile fishing-zone contiguous to our three-mile territorial sea. Subsequently, we established straight baselines over long stretches of our coast. The United States, while expressing its disagreement with our legislation, followed suit in 1966 in establishing its own nine-mile fishery zone. It is, however, a reflection of the close and friendly relations between our two countries that it was agreed from the outset on both sides that the fishermen of either country would be allowed to fish freely in the contiguous zones of the other. This remains the Canadian position with respect to any new Canadian fishing-zones.

There are now in process discussions in many capitals concerning the desirability of a third Law of the Sea Conference, the agenda for such a possible conference and many other difficult and delicate questions. The United States has made known, as has the Soviet Union, that it would be willing to support an agreement providing for a 12-mile territorial sea, a high-seas corridor through international straits and certain limited rights to coastal states over offshore fisheries. As I have stated previously, we shall participate actively in any such conference. We cannot, however, accept the notion that a coastal state's fisheries conservation and protection jurisdiction must cease at 12 miles from shore.

The developments since 1960 have proved that there is no magic in the 12-mile limit. Unlike the deer and bears in national parks, who become aware after a period that they are safe when they enter the sanctuary of the park, the fish do not seem to know that they are safe — except of course from Canadian fishermen — when they enter the 12-mile limit. Massive fishing

expeditions by other states covering the surface of the sea with trawlers and mother-ships are rapidly depleting the living resources of the sea. We cannot wait longer for the international community to realize the danger and move to meet it. Once again, Canada, after long and serious deliberations, has decided to go it alone.

I shall now turn to the question in which all parties have expressed great interest — namely, the implications of the establishment of a 12-mile territorial sea for Canada's Arctic sovereignty. I should like to emphasize that there is no difference of views concerning Canada's sovereignty over the islands of the Arctic archipelago or Canada's sovereignty rights to explore and exploit the mineral resources of Canada's northern continental shelf. There is no need even to comment concerning Canada's long-established and universally-accepted sovereignty over the land

With respect to the seabed, Canada is a signatory of the 1958 Geneva Convention on the Continental Shelf, which recognizes the "sovereign rights" of coastal states over the continental shelf adjacent to their coasts for the purposes of exploring and exploiting its natural resources The Convention says that the rights are exclusive in the sense that, even if the coastal state does not exploit them, they cannot be exploited by other states without the express consent of the coastal state itself. The Convention provides also that the rights of coastal states over the continental shelf do not depend upon occupation, effective or notional, or on any express proclamation. The Convention defines the continental shelf (and this is a point of some importance) as "the seabed and subsoil of the submarine area adjacent to the coast but outside the area of the territorial sea, to a depth of 200 metres or, beyond that limit, to where the depth of the subjacent waters admit of the exploitation of the natural resources of the said areas". Of particular interest with respect to the Arctic is that, in defining the shelf, the Convention makes clear that it applies also to the seabed and subsoil or similar submarine areas adjacent to the coasts of islands".

Canada is engaged, in its capacity as a member of a special UN committee on the seabed, in active discussions and negotiations concerning the development of a legal regime for the peaceful use, in the interest of mankind as a whole, of the seabed beyond national jurisdiction. Such discussions may inevitably develop into consideration of a new and more precise definition of the area where the new international regime is to apply and, thus, where national jurisdiction ends. The Canadian Government knows of no basis, however, for any doubt concerning Canada's sovereign rights over Canada's northern continental shelf, and I feel no need to elaborate further on this issue.

Turning to the status of the waters, Members of the House are aware that the United States Government has publicly called into question the Canadian view that the waters of the Arctic archipelago are Canadian. We respect, of course, the right of the United States to their view, but we cannot and shall

not abandon the long-standing Canadian position on this question. The Government was criticized yesterday concerning the possible effects of the Arctic Pollution Prevention Bill and the bill we are now debating upon Canada's claim that the waters of the Arctic archipelago are Canadian.

I referred yesterday... to the decision of the Permanent Court of Arbitration in 1910 in the North Atlantic coast fisheries case between Britain and the United States. The subject matter of that dispute was the privileges enjoyed by the inhabitants of the United States, in common with British subjects, of the fisheries of Newfoundland, Labrador and other parts of the North Atlantic coast. In particular, the historic bays of Chaleur, Conception and Miramichi were called into question.

The tribunal referred to the argument of the United States that Great Britain during the period preceding the hearing of the case had abandoned its claims that these bays were historical, and therefore the three-mile limit should be applied to them. I propose to quote from the decision of the tribunal on this abandonment argument:

Neither should relaxations of this claim, as are in evidence, be construed as renunciations of it; nor should omissions to enforce the claim in regard to bays as to which any controversy arose, be so construed.

It is quite clear that, whether or not the Canadian Government chooses to establish at this time its claim to the whole of the waters of the Arctic archipelago by drawing straight baselines from island to island so as to enclose the waters, the fact that this Government does not draw such baselines, and that previous Canadian Governments have not done so, does not thereby weaken our sovereignty claim.

Similarly, the establishing of a 12-mile territorial sea and the establishment of pollution-control zones in these waters cannot be construed as an abandonment of the Canadian position concerning the status of these waters. I should like to quote again from the decision of the Permanent Court of Arbitration, from which I previously quoted on this issue, as follows:

Such a construction by this tribunal may not only be intrinsically inequitable, but internationally injurious, in that it would discourage conciliatory diplomatic transactions and encourage the assertion of extreme claims to their fullest extent.

I have made clear, as has the Prime Minister, that we shall not back down one inch from our basic position on sovereignty, but there is no interest on the part of the Canadian Government in the exercise of chauvinism.

What, then, is the effect of the 12-mile limit with respect to the Northwest Passage? It is known that the United States regards the waters of the Northwest Passage beyond three miles from shore as high seas. I think I have already demonstrated the weakness of the legal basis for such an assertion. The 12-mile territorial sea is far too widely recognized for it to be ignored by any state. Indeed, a state that refuses to recognize the 12-mile territorial sea of another state is itself unilaterally opting out of a developing rule of law.

Since the 12-mile territorial sea is well established in international law,

the effect of this bill on the Northwest Passage is that under, any sensible view of the law, Barrow Strait, as well as the Prince of Wales Strait, are subject to complete Canadian sovereignty. Whether or not those who disagree with us wish to allege that other waters are not Canadian, they cannot realistically argue any longer concerning these two bodies of water.

The question was asked whether Canada will admit a right of innocent passage through such waters, since the right of innocent passage pertains in the territorial sea but not in internal waters. There is considerable misunderstanding on some of the technical, legal questions involved here. Firstly, it is incorrect to argue that there can be no right of innocent passage in internal waters. The 1958 Geneva Convention on the Territorial Sea and Contiguous Zones makes specific provision for the right of innocent passage through internal waters where such waters have been established as such by means of the straight-baseline system. I do not cite that rule as now applicable to these waters but merely so as to point out that the difference between the regime of internal waters, over which a state has complete sovereignty, and the regime of the territorial sea, over which a state's sovereignty is subject to the right of innocent passage, is not as clear-cut as is alleged.

There is a school of thought, for example, that the status of the waters of the Arctic archipelago fall somewhere between the regime of internal waters and the regime of the territorial sea. Certainly, Canada cannot accept any right of innocent passage if that right is defined as precluding the right of the coastal state to control pollution in such waters. The law may be undeveloped on this question, but if that is the case we propose to develop it. Mr. Speaker, I hope I have said enough about the implications of this bill for the Arctic to allay any fears, real or imagined, about its effect upon our sovereignty

The fisheries provisions of this bill will provide the Government with greater flexibility for completing the delimitation of Canada's exclusive fishing-zones in those coastal areas where straight baselines have not so far been drawn from headland to headland. These provisions are enabling only; the creation of the proposed new Canadian fishing-zones will require executive action by way of Order in Council.

Under the existing legislation, Canada could not exercise exclusive fishing rights within such bodies of water as the Gulf of St. Lawrence, Bay of Fundy, Dixon Entrance, Hecate Strait and Queen Charlotte Sound. With the proposed amendment, Canada could now, where appropriate, draw what might be called "fisheries-closing lines" across the entrances to these bodies of water and thereby establish them as exclusive Canadian fishing-zones. In this way, Canada would have the required domestic legal basis for managing the fisheries resources of these areas.

The new fishing-zones will be established only where Canada's primary interests relate to fisheries, and in areas where Canada has historic claims. In such areas, the bill would, in keeping with the Government's approach to the

question, enable us to separate fisheries jurisdiction from the complete sovereignty which states exercise in their territorial sea and internal waters. This separation of fisheries jurisdiction from sovereignty already underlies the concept of the contiguous fishing-zone which has become an established principle of customary international law, owing in good measure to the pioneering activities of Canada.

In our view, the application of the concept of the exclusive fishing-zone to some or all of the special bodies of water in question is justified on geographic, economic and historic grounds, as well as by the urgent need to provide for the rational management and conservation of fisheries resources. Although the fishing-zone concept is best established with respect to the contiguous fishing-zone extending 12 miles from the baselines of the territorial sea, it is our view that the concept is equally applicable to Canada's special bodies of water.

I must emphasize that the fisheries provisions of this bill reflect our belief that there is an urgent need for bold and imaginative approaches to the problem of fisheries management and conservation and harvesting. So long as there was an abundance of fish for everyone, so long as the living resources of the sea seemed inexhaustible, it was necessary for states to exercise only a relatively limited control over the fisheries adjacent to their shores. With growing populations and the technical developments of fishing vessels and gear, which have virtually transformed fishing activities from a harvesting to a mining process, it has become dramatically evident that the resource itself could disappear. The coastal states which depend on this resource have a responsibility to ensure its conservation and to manage it on a rational basis.

Canada was one of the pioneering countries in efforts to bring about international arrangements for the conservation of the living resources of the sea. Since the beginning of this century, Canada has become a party to seven international conventions which, within the scope of their limitations, have been relatively successful but which have failed to bring about a truly effective regime for the protection of fisheries resources.

The Canadian Government is convinced, on the basis of its lengthy experience in this field, that neither existing customary international law nor contemporary conventional international law are adequate to prevent the continuing and increasingly rapid depletion of the living resources of the sea. It is for this reason that we propose to extend our fisheries jurisdiction in the manner I have described. It is our expectation that other governments will take similar action since it is only too evident that there is no other effective way of preventing the rapid depletion of the living resources of the sea.

It seems anomalous that, whereas international law recognizes the right of coastal states to control the exploitation of mineral resources and of the so-called sedentary species of shellfish on the continental shelf adjacent to their shores, it has not yet developed an equally effective system for the management of the "free-swimming" fish in coastal areas. A coastal state may license foreign

entrepreneurs to exploit the mineral resources of its continental shelf, but so far only a few states have taken a similar approach to controlling the exploitation of coastal fisheries resources.

Now that the world is becoming aware that living resources are not infinitely renewable and that they can indeed be exhausted or depleted by over-exploitation or wiped out by means of pollution of the sea, it is vitally necessary to apply to the exploitation of these resources some of the techniques which have been developed for offshore mineral resources. The action now being taken by Canada is a step in this direction, a step toward a more logical and systematic approach to the management of living marine resources.

Exclusive rights to harvest may be necessary, but they are not an end in themselves. The end we have in mind is conservation and rational management, and for this purpose we require jurisdiction. That jurisdiction, however, does not rule out the possibility of sharing fisheries exploitation with other countries; it does, however, allow us to set rules for that exploitation, to impose licensing requirements if necessary and thus to share the financial burden of conservation as well as the financial rewards of exploitation.

Following the establishment of Canada's new fishing-zones, we intend to conclude negotiations for the phasing-out of the fishing activities of the countries which have traditionally fished in the areas concerned — namely Britain, Norway, Denmark, France, Spain and Italy. With respect to the fishing activities of the United States in these areas, it is intended that they should continue on the basis of the *ad referendum* agreement on reciprocal fishing privileges we have recently negotiated with that country. Apart from traditional fishing practices, the United States and France also have certain treaty rights off Canada's East Coast, and these rights will, of course, be respected.

Before concluding, Mr. Speaker, perhaps I might refer to the note which was delivered to our Ambassador in Washington on April 14 and the reply which he delivered yesterday on behalf of the Canada Government. When the question was raised . . . two days ago, I made clear that we had already requested U.S. consent to dispense with the usual diplomatic practice of declining to publish exchanges of notes, but that I should, nonetheless, raise the question again. Our Ambassador has since stressed to the State Department the importance of publishing the exchange so as to lay at rest, once and for all, the misinformation appearing in some American newspapers to the effect that the United States note contained threats. I have already assured the House that the note contained no such threats and that the summary of the note published by the State Department accurately summarized its substance.

We have today received the response of Secretary of State Rogers to my proposal that the text of the diplomatic note of April 14 be published. His response is as follows:

The Secretary of State regrets that he cannot agree to the proposal of the Canadian Government that we depart from the usual diplomatic practice of not publishing exchanges of notes between governments in the case of our note of April 14, 1970, relating to the

introduction by the Canadian Government of legislation on pollution in the Arctic, fisheries and the limits of the territorial sea. Because of the public interest in the matters discussed in the note, the United States did include the substance of its note in its press statement of April 15, 1970.

Therefore, Mr. Speaker, I am now tabling — with the suggestion that it be appended to *Hansard* — a summary of the Canadian note. This is not the note itself but a summary of its contents.

The texts follow of a press release issued on April 15 by the U.S. State Department concerning the Arctic Waters Pollution Prevention Bill and the amendments to the Territorial Sea and Fishing Zones Act announced by Prime Minister Trudeau and of a summary of the Canadian note of April 16 in reply to the objections of the United States Government:

U.S. Press Release

... Last week the Canadian Government introduced in the House of Commons two bills dealing with pollution in the Arctic, fisheries and the limits of the territorial sea. The enactment and implementation of these measures would affect the exercise by the U.S.A. and other countries of the right to freedom of the seas in large areas of the high seas and would adversely affect our efforts to reach international agreement on the use of the seas.

The bills seek to establish pollution zones in Arctic waters up to 100 miles from every point of Canadian coastal territory above the 60th Parallel. Within these zones, Canada would assert the right to control all shipping, to prescribe standards of vessel construction, navigation and operation, and to prohibit, if Canada deemed it necessary, the free passage of vessels in those waters. Additionally, the legislation seeks to authorize the establishment of exclusive Canadian fisheries in areas of the high seas beyond 12 miles, such as the Gulf of St. Lawrence and the Bay of Fundy, and of a 12-mile territorial sea off Canada's coasts.

International law provides no basis for these proposed unilateral extensions of jurisdictions on the high seas, and the U.S.A. can neither accept nor acquiesce in the assertion of such jurisdiction.

We are concerned that this action by Canada, if not opposed by us, would be taken as precedent in other parts of the world for other unilateral infringements of the freedom of the seas. If Canada had the right to claim and exercise exclusive pollution and resources jurisdiction on the high seas, other countries could assert the right to exercise jurisdiction for other purposes, some reasonable and some not, but all equally invalid according to international law, merchant shipping would be severely restricted, and naval mobility would be seriously jeopardized. The potential for serious international dispute and conflict is obvious.

The U.S.A. has long sought international solutions rather than national

approaches to problems involving the high seas. We are working for appropriate action within the UN framework, looking toward the conclusion of a new international treaty dealing with the limit of the territorial sea, freedom of transit through and over international straits and defining preferential fishing rights for coastal states on the high seas.

We are also seeking new international means for controlling pollution on the high seas. Last fall, 47 countries, including the U.S.A. and Canada, participated in the preparation of two international conventions establishing the right of a coastal state to take certain limited anti-pollution measures against vessels on the high seas, and also imposing strict liability upon the owners of vessels responsible for pollution. These conventions, which the U.S.A. has recently signed, were concluded under UN auspices at Brussels. Other international approaches to control of pollution are under way at NATO and the UN. Moreover, the U.S.A. is acutely aware of the peculiar ecological nature of the Arctic region, and the potential dangers of oil pollution in that area. The Arctic is a region important to all nations in its unique environment, its increasing significance as a world trade-route and as a source of natural resources. We believe the Arctic beyond national jurisdiction should be subject to internationally-agreed rules protecting its assets, both living and non-living, and have noted with pleasure the Canadian Prime Minister's public statement that Canada would be prepared to enter into multilateral efforts to develop agreed rules of environmental protection. To this end, we intend shortly to ask other interested states to join in an international conference designed to establish rules for the Arctic beyond national jurisdiction by international agreement. We would be pleased if Canada were to join us in organizing such a conference.

We regret that the Canadian Government, while not excluding these co-operative international approaches to our mutual problems involving the oceans, now proposes to take unilateral action to assert its own jurisdiction and establish its own rules pending the conclusion of international agreements satisfactory to it. For the reasons indicated earlier, the U.S.A. cannot except these unilateral jurisdictional assertions and we have urged the Canadian Government to defer making them effective while co-operating in efforts promptly to reach internationally-agreed solutions.

If, however, the Canadian Government is unwilling to await international agreement, we have urged that, in the interest of avoiding a continuing dispute and undermining our efforts to achieve international agreement, we submit our differences regarding pollution and exclusive fisheries jurisdiction beyond 12 miles to the International Court of Justice, the forum where disputes of this nature should rightfully be settled. Canada's action last week excluded such disputes from its acceptance of the International Court's compulsory jurisdiction. However, such action only prevents Canada from being forced into the Court. It does not preclude Canada voluntarily joining with us in submitting these disputes to the Court or an appropriate chamber of the Court.

With respect to the 12-mile limit on the territorial sea, we have publicly indicated our willingness to accept such limit, but only as part of an agreed international treaty also providing for freedom of passage through and over international straits.

The history of U.S.-Canadian relations is unique in world affairs for its closeness and co-operation. We are confident that, in this spirit, our two countries will continue to resolve our differences amicably and with mutual understanding.

Summary of Canadian Reply

The Canadian Government is unable to accept the views of the U.S.A. Government concerning the Arctic Waters Pollution Prevention Bill and the amendments to the Territorial Sea and Fishing Zones Act, and regrets that the U.S.A. is not prepared to accept or acquiesce in them. The Canadian Government cannot accept, in particular, the view that international law provides no basis for the proposed measures. For many years, large numbers of states have asserted various forms of limited jurisdiction beyond their territorial sea over marine areas adjacent to their coasts. The position of the U.S.A. Government is that the waters beyond a three-mile limit are high seas and that no state has a right to exercise exclusive pollution or resources jurisdiction on the high seas beyond a three-mile territorial sea. The Canadian Government does not accept this view, which, indeed, the U.S.A. itself does not adhere to in practice. For example, as early as 1790, at a time when the international norm for the breadth of the territorial sea was without question three miles, the U.S.A. claimed jurisdiction up to 12 miles for customs purposes and enacted appropriate enforcement legislation, which is still in force. Since 1935 the U.S.A. has claimed the authority to extend customs-enforcement activities as far out to sea as 60 miles, in clear contradiction of applicable international law. In 1966, the U.S.A. established exclusive fisheries jurisdiction beyond its three-mile territorial sea extending out to 12 miles from shore, and the U.S.A. has just passed analogous legislation asserting exclusive pollution-control jurisdiction beyond its three-mile territorial sea and up to 12 miles. Canada reserves to itself the same right as the U.S.A. has asserted to determine for itself how best to protect its vital interests, including, in particular, its national security. It is the further view of the Canadian Government that a danger to the environment of a state constitutes a threat to its security. Thus the proposed Canadian Arctic water pollution prevention legislation constitutes a lawful extension of a limited form of jurisdiction to meet particular dangers, and is of a different order from unilateral interferences with the freedom of the high seas such as, for example, the atomic tests carried out by the U.S.A. and other states, which, however necessary they may be, have appropriated to their own use vast areas of the high seas and constituted grave perils to those who would wish to utilize such areas during the period of the test blast. The most recent example of such a test by the U.S.A. and its consequences for the freedom of the high seas, at

was pointed out by some governments at that time, occurred in October 1969, when the U.S.A. warned away shipping within a 50-mile radius of the test it was conducting at Amchitka Island. The proposed anti-pollution legislation, proposed fisheries-protection legislation and the proposed 12-mile territorial sea constitute a threat to no state and a peril to no one.

It is a well-established principle of international law that customary international law is developed by state practice. Recent and important instances of such state practice on the law of the sea are, for example, the Truman proclamation of 1945 proclaiming U.S. jurisdiction over the continental shelf and the unilateral establishment in 1966 by the U.S.A. of exclusive fishing-zones. Overwhelming evidence that international law can be and is developed by state practice lies in the fact that, in 1958, at the time of the first of recent failures of the international community to reach agreement on the breadth of the territorial sea, some 14 states claimed a 12-mile territorial sea, whereas by 1970 some 45 states have established a 12-mile territorial sea and 57 states have established a territorial sea of 12 miles or more. Indeed, the three-mile territorial sea, now claimed by only 24 countries, was itself established by state practice.

The U.S. Government is aware of the major efforts made by Canada at the 1958 and 1960 Geneva Law of the Sea Conferences to bring about an agreed rule of law on the breadth of the territorial sea and on the breadth of contiguous zones for the exercise of various other types of limited jurisdiction. Subsequent to the failure of the 1958 and 1960 Conferences, Canada joined with other countries in a further extensive and vigorous multilateral campaign to bring about agreement on these questions, but these efforts failed because the U.S.A. ultimately declined to participate in them. In 1964, when Canada passed legislation establishing a nine-mile contiguous fishing-zone, the U.S.A. objected to it, only to follow suit two years later, thereby confirming its acquiescence in both the substance and the manner of Canada's action. In discussions between Canada and the U.S.A. from time to time over the last ten years, Canada has made clear its serious concern over the unresolved questions of the breadth of the territorial sea and the rights of coastal states to assert limited forms of jurisdiction beyond the territorial sea for the purpose of protecting their vital interests. With respect to the Arctic Waters Pollution Prevention Bill, the Canadian delegation at the November 1969 Brussels IMCO Conference made strenuous efforts to bring about international agreement on effective pollution-prevention measures, but the results of that Conference fell short of effective protection for coastal states and the world's marine environment.

It is well known that Canada takes second place to no nation in pressing for multilateral solutions to problems of international law, and that Canada has repeatedly and consistently shown its good faith by its continuous efforts to produce agreed rules of law. The Canadian Government is, however, determined to fulfil its fundamental responsibilities to the Canadian people and to

the international community for the protection of Canada's offshore marine environment and its living resources, and the proposed legislation is directed to these ends.

The Canadian Government has long been concerned about the inadequacies of international law in failing to give the necessary protection to the marine environment and to ensure the conservation of fisheries resources. The proposed anti-pollution legislation is based on the overriding right of self-defence of coastal states to protect themselves against grave threats to their environment. Traditional principles of international law concerning pollution of the sea are based in the main on ensuring freedom of navigation to shipping states, which are now engaged in the large-scale carriage of oil and other potential pollutants. Such traditional concepts are of little or no relevance anywhere in the world if they can be cited as precluding action by a coastal state to protect this environment. Such concepts are particularly irrelevant, however, to an area having the unique characteristics of the Arctic, where there is an intimate relationship between the sea, the ice and the land, and where the permanent defilement of the environment could occur and result in the destruction of whole species. It is idle, moreover, to talk of freedom of the high seas with respect to an area large parts of which are covered with ice throughout the year, other parts of which are covered with ice most of each year, and where the local inhabitants use the frozen sea as an extension of the land to travel over it by dogsled and snowmobile far more than they can use it as water. While the Canadian Government is determined to open up the Northwest Passage to safe navigation, it cannot accept the suggestion that the Northwest Passage constitutes high seas.

In these circumstances, the Canadian Government is not prepared to await the gradual development of international law, either by other states through their practice or through the possible development of rules of law through multilateral treaties. The Canadian Government has repeatedly made clear that it is fully prepared to participate actively in multilateral action aimed at producing agreed safety and anti-pollution standards and protection of the living resources of the sea but is not prepared to abdicate in the meantime its own primary responsibilities concerning these questions.

With respect to the bill which would authorize the establishment of a 12-mile territorial sea off Canada's coasts, the large number of coastal states now claiming a territorial sea of 12 miles or more, and the recent efforts of the U.S.A. directed towards a rule of law on the territorial sea, rights of passage and fisheries jurisdiction, provide the best evidence of the validity of the Canadian position on this question. The Canadian Government is aware of U.S. interest in ensuring freedom of transit through international straits, but rejects any suggestion that the Northwest Passage is such an international strait. The widespread interest in opening up the Northwest Passage to commercial shipping and the well-known commitment of the Canadian Government to this end are themselves ample proof that it has not heretofore been possible to utilize

the Northwest Passage as a route for shipping. The Northwest Passage has not attained the status of an international strait by customary usage nor has it been defined as such by conventional international law. The Canadian Government reiterates its determination to open up the Northwest Passage to safe navigation for the shipping of all nations, subject, however, to necessary conditions required to protect the delicate ecological balance of the Canadian Arctic.

Canada's new reservation to its acceptance of the compulsory jurisdiction of the International Court does not in any way reflect lack of confidence in the Court but takes into account the limitations within which the Court must operate and the deficiencies of the law which it must interpret and apply. Canada's readiness to submit to the international judicial process remains general in scope and is subject only to certain limited and clearly-defined exceptions rather than to a general exception which can be defined at will so as to include any particular matter.

It is the earnest hope of the Canadian Government that it will be possible to achieve internationally-accepted rules for Arctic navigation within the framework of Canada's proposed legislation. It is recognized that the interests of other states are inevitably affected in any exercise of jurisdiction over areas of the sea. These interests have been taken into account in drafting this legislation; Canada has, for instance, provided that naval vessels and other ships owned by foreign governments may be exempted from the application of Canadian anti-pollution regulations if the ships in question substantially meet Canadian standards. Canada will give the interests of other states, including the U.S.A., further consideration in entering into consultations with them before promulgating safety regulations under the Arctic waters bill.

The Canadian Government is pleased to note that the U.S.A. confirms that it is acutely aware of the peculiar ecological nature of the Arctic region and the potential dangers of oil pollution in that area. The Canadian Government agrees that the Arctic is a "region important to all nations in its unique environment, its increasing significance as a world trade route and as a source of natural resources". The Canadian Government does not, however, agree that the Arctic as a whole should be subjected to an international regime protecting its assets both living and non-living, if that is what is proposed by the U.S.A. Canada's sovereignty over the islands of the Arctic archipelago is not, of course, in issue, nor are Canada's sovereign rights over its northern continental shelf, and the Canadian Government assumes that the U.S. Government is not suggesting an international regime to cover these environments (or the land near and adjacent submarine resources of Alaska).

With respect to the waters of the Arctic archipelago, the position of Canada has always been that these waters are regarded as Canadian. While Canada would be pleased to discuss with other states international standards of navigation safety and environmental protection to be applicable to the waters of the Arctic, the Canadian Government cannot accept any suggestion that Canadian

waters should be internationalized. The Canadian Government notes that the U.S.A. intends shortly to ask other interested states to join in an international conference designed to establish internationally-agreed rules protecting the living and non-living assets of the Arctic beyond national jurisdiction, and notes that the U.S. Government would be pleased to join the Canadian Government in such a conference. Before the Canadian Government can express a definitive view on this question, further information will be required as to the scope, nature and territorial application of the rules the U.S.A. proposes, since the Canadian Government obviously cannot participate in any international conference called for the purpose of discussing questions falling wholly within Canadian domestic jurisdiction. With regard to matters properly of an international character, the Prime Minister took the lead in his statement to Canadian Parliament on October 24 last, in inviting the international community to join Canada in promoting a new concept, an international legal regime to ensure to human beings the right to live in a wholesome natural environment.

With respect to the proposed legislation permitting the establishment of exclusive fishing-zones, it is the considered view of the Canadian Government that neither existing customary international law nor contemporary conventional international law are adequate to prevent the continuing and increasingly rapid depletion of the living resources of the sea. The Canadian Government is aware of the proposals of the U.S.A. and other states concerning possible solutions to this problem through a multilateral approach, and intends to participate actively and constructively in any conferences to be held to consider such questions. The Government in the meantime proposes to take all measures necessary for the protection and conservation of the living resources of the sea adjacent to Canada's coast. It is Canada's expectation that other states will take similar action, since it is becoming increasingly apparent that there is no other effective way of preventing the rapid depletion of the living resources of the marine environment.

The Canadian Government is pledged to the development of the use of Canada's Arctic waters for the encouragement and expansion of Canada's northern economy and has adopted a functional and constructive approach to these questions which does not interfere with, and, indeed, can facilitate, the legitimate activities of others. The two bills reflect the determination of the Canadian Government to fulfil its responsibilities to its own people and to the international community to preserve the ecological balance of Canada and to protect and conserve the living resources of its marine environment.

The Canadian Government reaffirms its faith in the spirit of co-operation which Canada and the U.S.A. have shown throughout so much of the history of their relations and is confident that it will be possible to resolve their differences amicably and with mutual understanding.

Peace and Security on the Ocean-Floor

TEXT OF STATEMENT MADE BY THE

CANADIAN ALTERNATE REPRESENTATIVE, MR. L. H. LEGAULT,

IN THE COMMITTEE ON THE PEACEFUL USES OF THE SEABED

AND THE OCEAN-FLOOR BEYOND THE LIMITS OF NATIONAL JURISDICTION

ON MARCH 6, 1970.

VERY nearly three years have passed since an initiative of the delegation of Malta added to the agenda of the United Nations a proposal calling for the reservation exclusively for peaceful purposes of the seabed and ocean-floor beyond the limits of national jurisdiction, and the use of their resources in the interests of mankind. That proposal has since been studied in both the Ad Hoc Committee and the Standing Committee established for this purpose; it has been extensively debated in three sessions of the General Assembly; and one of its most important aspects has been the subject of exhaustive negotiations in the ENDC ⁽¹⁾ (later the CCD ⁽²⁾). In the course of these studies and these debates and negotiations, the political, legal, economic and military questions raised by the seabed proposal have been searchingly explored and a number of very useful documents have been produced. The Canadian delegation, agreeing as it does with our chairman's recommendation in this regard, does not propose today to review all that has gone on before, or to restate the positions it has adopted on various questions. Rather, we intend to touch on certain points of a largely political nature which, it is hoped, may be of value in promoting a constructive approach to the work of the two subcommittees which are to begin their sessions next week.

Agreement Not Exploited

The Canadian delegation believes that the Seabed Committee has, in fact, reached a substantial measure of agreement on certain fundamental principles as a result of the deliberations which have taken place in this and other bodies since 1967. Unfortunately, however, the Committee has not been able to concretize that measure of agreement. It has, so to speak, been unable or unwilling to agree that it does agree. It has not succeeded in formulating a declaration of principles reflecting the very real progress made — even though, in our view, such a declaration is basic to the mandate with which the Committee has been charged.

The Canadian delegation believes that perhaps the most useful task which

(1) Eighteen-Nation Disarmament Committee.

(2) Conference of the Committee on Disarmament.

might be undertaken during the present session of the Seabed Committee would be to identify and then to attempt to overcome the difficulties which have inhibited the Committee from giving form and expression to the measure of agreement that so far has been reached. In this way it may be possible for the Committee to recommend to the twenty-fifth General Assembly a declaration of principles which will be comprehensive enough to serve as the foundation of an international regime for the seabed beyond national jurisdiction without, at the same time, attempting to be so comprehensive as to substitute either for the regime itself or for the subsequent international agreement which must give it force and effect.

If the Committee is unable to achieve this result, then all of us may find that our deliberations, even if continued, will be overtaken by events and become increasingly academic and unrealistic. Time waits for no man, and technological, economic, political and military developments will not await the pleasure of this Committee.

It would be invidious, in the view of the Canadian delegation, to suggest that the major factor inhibiting the progress of the Committee is some supposed "split" between various groups of states represented here, or between the forces of conservatism and nationalism on the one hand and the forces of progress and internationalism on the other. The delegations assembled here undoubtedly share a common dedication to working out an international regime which will encourage, in the interests of humanity, the peaceful and orderly exploitation of the seabed and ocean-floor beyond the limits of national jurisdiction. At the same time, of course, all states wish to ensure that the regime which eventually emerges will be consistent with their national interests as they see them.

Need to Define National Interests

There is no need to be apologetic about this concern for national interests, if such interests are viewed in the broadest and most enlightened sense, as to include a proper concern for international co-operation and mutual assistance. Nor, in our view, is it helpful to mask particular interests by attempting, however sincerely, to equate them with the general interests of humanity as a whole. What is necessary, on the contrary, is for all delegations carefully and clearly to define their interests and then to seek a responsible accommodation of their particular interests with those of other states. It is precisely in that accommodation that the Committee will find and safeguard the interests of humanity, and will ensure the exploitation of the seabed beyond national jurisdiction for the benefit of mankind, having particular regard to the special needs and interests of the developing countries.

Perhaps, then, one of the major factors slowing the progress of the Committee has been the fact that important uncertainties do still exist concerning the balance of national and international interests relative to the seabed both within and beyond national jurisdiction. Many states do not yet have sufficient

information concerning the resources of the areas adjacent to their coasts. Too little is known about the resource potential of the oceanic basins. More serious still is the lack of a precise agreed boundary for the area beyond national jurisdiction, which makes it difficult for states to determine their position on the regime to be developed for that area. Conversely, of course, the present uncertainty about the nature of the regime which will apply beyond the limits of national jurisdiction also makes it difficult for states to decide what their position should be concerning a precise agreed boundary for that area. And finally, to complicate an already complex situation, there exist also for many states serious unresolved questions as to how the ultimate decisions regarding the precise boundary and the regime may affect their whole range of interests in the defensive, economic, social and scientific uses of the sea.

The Canadian delegation believes that some at least of the difficulties created by the uncertainties just discussed can be obviated or reduced in a number of ways.

Gradual but Positive Approach

The first step in this process would be to adopt a gradual but positive approach which does not insist upon the elaboration in one single exercise of a full-blown legal regime and attendant apparatus or machinery. Only in this way, we believe, will it be possible to achieve agreement in an area involving such basic uncertainties with respect to decisions of such far-reaching consequences. The proposal is not original; it has been made before by Canada and by other delegations, and it was reflected in much of the debate during the Committee's last session. However, the need for such an approach stands out with far greater cogency today in the light of the Committee's experience thus far. This does not mean that the Committee must content itself with only the lowest common denominator; but let us at least begin from that lowest common denominator. Let us concentrate our efforts on the synthesis of legal principles achieved in the Legal Subcommittee last year. Let us proceed from these to the adoption of a statement of fundamental legal principles which is sufficiently balanced and comprehensive to provide the foundation for an international regime, while at the same time remaining flexible enough to admit of further development under various forms, without material prejudice to differing positions and points of view. Let us, while making this step with respect to principles, consider basic propositions with respect to the regime itself and then the machinery required to give it effect.

In this connection, Mr. Chairman, the Canadian delegation is in general agreement with the propositions enunciated by the representative of Britain in the First Committee on November 4, 1969. We also agree that these propositions should be considered in the plenary committee with a view to securing a consensus on the nature of the international regime. Perhaps these goals may seem too modest to some delegations. If our past experience is an accurate

yardstick, however, then the immediate choice before us is not between half a loaf and a whole loaf but rather between no loaf at all and half a loaf now with a promise of more to come.

Mr. Chairman, the proposal made yesterday by the delegate of Italy is consistent with Canada's view of the limits of national jurisdiction. We recognize, however, that the hypothesis proposed by Italy may present some difficulty for some other delegations. In the circumstances, there is a second suggestion the Canadian delegation would like to make as a possible means of helping us to find a way around the difficulties we face. We referred a few moments ago to the intimate interrelation between the determination of the limits of national jurisdiction and the determination of the regime which will govern the area beyond. Recently the Secretary of State for External Affairs of Canada described this interrelation as being of the "après vous, Alphonse" variety. What may result from this routine, of course, is that the exaggerated courtesy of Alphonse and his companion may leave them both bowing at the door *ad infinitum*, neither one of them being willing to precede the other. The Seabed Committee, however, has little choice in the dilemma as between the question of the boundary and the question of the regime. Although it is beyond the powers of the Committee to establish the precise limits of national jurisdiction it is within our powers, and, indeed, an essential part of our mandate, to elaborate and recommend principles which will form the basis of a regime for the area beyond.

Boundary and Regime

Accordingly, the second suggestion which my delegation wishes to make is intended to help clarify the uncertainty arising out of this relation between the boundary and the regime, so that the Committee can more readily address itself to the elaboration of fundamental legal principles underlying the regime. My delegation made this same suggestion previously, in the First Committee of the twenty-fourth General Assembly, but it is one which could most appropriately be considered in the Legal Subcommittee of the Seabed Committee. Let us in that forum study the possibility of accepting the principle that every ocean basin and seabed of the world shall have a percentage of its area reserved for the benefit of mankind. Let us ensure that in our future discussions the interests of all our countries are involved in an equal degree. It may be that we could not only move forward in the elaboration of legal principles but also establish some useful guidelines for the eventual redefinition of the limits of national jurisdiction by adopting a new approach in which we would proceed landward from the centre of every ocean and sea in the world and reserve out of each some considerable percentage of the underwater acreage for exploitation under a regime dedicated to the interests of humanity as a whole. In terms of providing immediate benefits to the developing and landlocked nations, this approach would be infinitely more effective than any now being considered.

since it would encompass areas in smaller and shallower seas which are already being exploited. Under other approaches these areas would not fall within the region beyond national jurisdiction but would remain for the exclusive benefit of the riparian nations.

Moving on, Mr. Chairman, we wish to refer very briefly to two concepts which have occupied much of the time of the Legal Subcommittee in the past. The first is the concept that the seabed beyond national jurisdiction has the same status as the superjacent waters and that the freedoms of the high seas apply to the seabed below. There is, as delegations are aware, a theory of so-called "creeping jurisdiction" which holds that coastal-state jurisdiction over the resources of the continental shelf has tended to creep upwards and be translated into claims to comprehensive jurisdiction over the superjacent waters. Conversely, with respect to the freedoms of the high seas, there appears to be some tendency to have these freedoms creep downwards and apply to the subjacent seabed beyond national jurisdiction. There are a number of reasons why such a process would be inappropriate, in our opinion. Although the Canadian delegation is firmly of the view that the seabed beyond national jurisdiction does not represent a legal vacuum, and although there is obviously an interplay between activities on the seabed and the freedoms which prevail in the superjacent waters, this does not mean that a traditional concept related largely to activities on the ocean surface can be made applicable to new activities on the bottom. That traditional concept of the freedom of the seas is currently undergoing a difficult transformation in response to new situations which have created new needs and problems. Its essential features must, of course, be preserved, but in a form which will provide greater flexibility for the protection of the interests not only of coastal states but of the international community as well.

Common Heritage of Mankind

What is needed, however, for the new regime for the seabed beyond national jurisdiction is a new concept, in the same way that a new concept was required in developing the regime of the continental shelf. One such new concept has been advanced in this Committee, to the effect that the seabed beyond national jurisdiction represents the "common heritage of mankind". Mr. Chairman, this concept is in many respects an attractive one to the Canadian delegation. We must admit, however, that as a legal principle it presents certain difficulties for us, particularly regarding its possible implications for other areas and other resources. Nevertheless, we are willing to explore it further with other interested delegations in an attempt to resolve those difficulties. And we invite all delegations to approach the concept of the common heritage in such a way that it need not be viewed as necessarily and automatically predetermining the nature of the proposed regime for the seabed beyond national jurisdiction.

Mr. Chairman, there are only a few additional remarks I should like to

make before concluding. Delegates may be aware that, since the last session of the Committee, the Canadian Government has ratified the Geneva Convention on the Continental Shelf. I wish to emphasize that my Government's position has always been that the Convention generally represents accepted principles of customary international law. This was made clear, for instance, in the 1967 reference to the Supreme Court of Canada with respect to jurisdiction over the continental shelf off the coast of British Columbia. Domestic considerations have delayed Canada's ratification of the Convention until this year, but that ratification in no way represents a change in policy on the part of the Canadian Government and is rather the formal act confirming earlier policies.

Canadian delegations on previous occasions have referred to the ever-increasing pace of exploration activity being undertaken on Canada's continental shelf. One of the most promising areas, and certainly the most forbidding one, is the shelf adjacent to the Canadian Arctic archipelago. The exploitation of Canada's Arctic shelf poses special problems and involves special dangers which the Canadian Government is determined to avoid. This Committee, unfortunately, has not yet been able to give sufficient consideration to the threat of marine pollution, and it is that threat which is of particular concern to my Government in respect of the Canadian Arctic. In this connection, Mr. Chairman, I should like to quote briefly from an address on this subject by Prime Minister Trudeau in the House of Commons on October 24, 1969. On that occasion the Prime Minister said:

Canada regards itself as responsible to all mankind for the peculiar ecological balance that now exists so precariously in the water, ice and land areas of the Arctic archipelago We do not doubt for a moment that the rest of the world would find us at fault, and hold us liable, should we fail to ensure adequate protection of that environment from pollution or artificial deterioration. Canada will not permit this to happen. It will not permit this to happen either in the name of freedom of the seas, or in the interests of economic development. We have viewed with dismay the abuse elsewhere of both these laudable principles In saying this, we are aware of the difficulties faced in the past by other countries in controlling water pollution and marine destruction within their own jurisdiction.

Mr. Chairman, at the outset of our present session there was some concern that the Committee might not have sufficient work to occupy the time allocated to it. I am sure that these misapprehensions have now been resolved, and the Canadian delegation for its part pledges its earnest co-operation in the difficult but rewarding endeavors we must undertake in the weeks remaining to us.

Paris and Bonn Visited by Mr. Sharp

FROM April 1 to 3, 1970, the Secretary of State for External Affairs, the Honourable Mitchell Sharp, visited Paris to inaugurate Canada's first cultural centre in a foreign country. (1)

In his address at the opening ceremony, Mr. Sharp pointed out that the Centre's having been founded in Paris gave further emphasis to the importance Canada attached to the strengthening of every form of cultural bond with France, and the will of the people of Canada to extend to other countries the influence of the policy of bilingualism established by their Government and vigorously promoted within Canada.

Although Mr. Sharp's visit was essentially of a private nature, the French Minister of Foreign Affairs, Mr. Maurice Schumann, was on hand at Orly Airport to welcome his Canadian counterpart as he descended from the plane that had brought him to France. Later, at a luncheon in the Canadian Embassy, the Secretary of State for External Affairs was to meet several senior members of the French Government, including Messrs Giscard d'Estaing, Minister of Economics and Finance, Edmond Michelét, Minister of Cultural Affairs, and Léo Hamon, Secretary of State to the Prime Minister, representing the French Government at the inauguration of the Cultural Centre.

Since this visit coincided with the opening of a new session of France's parliament, Mr. Sharp was invited to the opening ceremony by the President of the National Assembly, Mr. Achille Peretti. The two had met the previous March during a visit to Ottawa by Mr. Peretti.

Mr. Sharp also visited the Quebec General Delegation in Paris at the invitation of the Delegate General, Mr. Chapdelaine.

At a lunch given at the Quai d'Orsay by Mr. Schumann in Mr. Sharp's honour, the two ministers talked at length, reviewing the main questions of mutual interest, both multilateral and bilateral. Giving greater emphasis to the latter, the Canadian minister spoke to his colleague of what he considered the three principal elements on which relations between France and Canada should be based. First, co-operation between France and Quebec, considered essential by the Canadian Government, should take place in consultation with the Federal Government. Secondly, Franco-Canadian co-operation should consist not merely of words but of action. Finally, France should refrain from any action contrary to the Canadian constitution.

This frank and open dialogue may have provided a means to avoid in the future the type of incident that has caused needless tension between the two countries in the past.

(1) To be described in an article to be published in a subsequent issue of *External Affairs*.



The French Minister of Foreign Affairs, Mr. Maurice Schumann (right), welcomes Canada's Secretary of State for External Affairs, Mr. Mitchell Sharp (left), to Paris. Behind Mr. Sharp are Mr. Paul Tremblay, Associate Under-Secretary of State for External Affairs, and Mr. John Halsted, Director of the European Division of the Department of External Affairs.

Mr. Sharp in Bonn

From Paris, the minister proceeded to Bonn, thus returning the visit made to Canada last year by the Federal Chancellor, at that time Minister of Foreign Affairs.

The primary purpose of this visit was to give the Germans a clearer insight into the Canadian viewpoint on a number of international problems, to hear the German view of the latter, and to lay the groundwork for increased co-operation between the two countries.

Accordingly, Mr. Sharp first held talk with his counterpart, Mr. Walter Scheel, including in his comments an expression of the Canadian Government's admiration for the courage, imagination and realism of the policy followed by the West German Government in its efforts to improve relations with its neighbours to the East and to promote progressive European integration.

In an address to the German Institute of Foreign Affairs, Mr. Sharp outlined Canadian foreign policy and its geographic, economic and cultural foundations.



The Canadian Secretary of State for External Affairs, Mr. Mitchell Sharp (left), in conversation with Mr. Walter Scheel, the Minister for Foreign Affairs of the Federal Republic of Germany.

Discussions with several members of the Federal German Government showed that a number of avenues were open for co-operation between the two countries, especially in science and technology. It is, therefore, hoped that a Canadian team will be sent to the Federal Republic of Germany this year to conduct a study of such possibilities at first hand.

The visit of the Secretary of State for External Affairs will thus have confirmed how important a position Europe holds in Canada's foreign relations, a position Mr. Sharp, speaking in Bonn, defined as follows:

Europe is, to us, the most important area in the world, after the United States. In Europe, we can build relations of substance with states of a similar cultural background and a similar level of technology that will complement our close ties with the United States. We must develop new areas of co-operation in addition to the military and political ties that have been the principal basis of our past relationship.

Agents of Chemical and Biological Warfare

CANADIAN GOVERNMENT POLICY

The following statement was made in Geneva on March 24, 1970, by the Canadian Representative to the Conference of the Committee on Disarmament, Mr. George Ignatieff:

Mr. Chairman,

In my opening statement I indicated that, in the opinion of the Canadian delegation, the Conference should, during this session, give priority to completion of the Seabed Arms Control Treaty and the question of the elimination of chemical and biological methods of warfare. I made this suggestion partly because discussion of these two topics would be a logical extension of work begun on them at our 1969 session, and partly because the last session of the United Nations General Assembly provided specific mandates to the Committee on both topics.

This morning I should like to make some remarks on the problem of the elimination of chemical and biological warfare. As an agreed basis for commencing our discussions, we have Resolution 2603B (XXIV), which, *inter alia*, recommends to us the report of the Secretary-General, takes note of the British



The Canadian delegation to the Conference of the Committee on Disarmament, Geneva, February 1970: Mr. George Ignatieff (left) and Mr. R. W. Clark.

draft convention on biological warfare and the draft for a ban on the production and stockpiling of both chemical and biological weapons submitted at the UN General Assembly by nine socialist countries. The resolution also requests us to give urgent consideration to reaching agreement on the prohibitions contained in the British and socialist drafts and to submit a progress report on all aspects of the problem of the elimination of chemical and biological weapons to the next General Assembly.

In my view, Mr. Chairman, we should approach this problem by trying to consolidate in the first instance the common ground which I believe exists as a result of (a) our discussions in the General Assembly and (b) the relevant reports available to us, as well as recognition of the constraints already in existence on the use of these weapons. Once we have taken stock of where we are now, we can then fairly rapidly, I hope, move to clarify what our objectives should be in developing further necessary restrictions on chemical and biological weapons, in particular delineating the areas where immediate progress is possible as well as those areas where further consideration will be required if obstacles are to be removed.

Foundation for Concrete Measures

Now, Mr. Chairman, I should like to briefly review the basic elements of the foundation, as we see it in the Canadian delegation, upon which we should be able to construct concrete measures whose purpose shall be the complete elimination of CBW from the world's arsenals:

- (1) First and foremost, we have the 1925 Geneva Protocol. Despite its age and the extensive scientific developments in chemical and biological warfare which have taken place since it was concluded, no one has contended that this instrument is obsolete. In fact, its effectiveness is evidenced by the fact that, since it was drawn up, the world has been virtually free of gas warfare as it was used in the First World War — though, of course, the fear of retaliation may have contributed to this absence in some instances. Nevertheless, I think we can say that the Geneva Protocol has been effective in banning the "first use" of CBW. Our task is to strengthen and supplement this protocol by the conclusion of measures to eliminate any development, production and stockpiling of CBW.
- (2) Next we have the three experts' reports, which have all been prepared within the past year: the report of the Secretary-General which the last UN General Assembly recommended to us; the recent report on health effects drawn up by experts appointed by the World Health Organization; and, lastly, the first three parts of a report prepared by SIPRI ⁽¹⁾, which we think will be of exceptional value to the Committee, particularly in our discussion of possible methods of

(1) International Institute for Peace and Conflict Research (Stockholm).

verifying a CBW ban. All these reports will assist us in defining the problems and in clarifying the characteristics of the systems with which we will be dealing.

- (3) Lastly, the Conference has, as I mentioned above, two draft conventions — the British draft convention banning biological methods of warfare and the socialist draft convention on the prohibition of chemical and biological methods of warfare and the destruction of these weapons.

I think it important to recognize that no one has contended that the consideration of the various documents of the Assembly resolution governing our work should be separated. As I pointed out in my general statement, in supporting the British delegation's draft convention, I also had in mind the statement of Lord Chalfont that he was willing to fall in with the wish of the majority if this majority wished to discuss the prospects of progress on chemical and biological warfare together. Moreover, the British draft contains a number of important points. Notable among them is the care with which definitions of the agents to be prohibited have been drawn up and the complaints procedure provided for the purposes of verifying compliance with the convention. On the other hand, the draft presented by the socialist countries has the advantage of dealing with both chemical and biological weapons. Unfortunately it also has some defects. Some other speakers have referred to the vagueness with which chemical and biological weapons are referred to in the draft of the socialist delegations. These comments lead directly, we think, to the necessity to differentiate and include, if we are to have an effective ban, both weapons components and their means of delivery. The present wording of the draft, however, does not make this as clear as we would wish and leaves the impression that the prohibitions may leave a party the right to retain a retaliatory capability. This consideration, in particular, has to be examined in relation to chemicals, capable of use for non-military as well as for military purposes, as was clearly brought out in the "mapping expedition" of the distinguished Delegate of Sweden. In the context of capability, we should like clarification from the draft co-sponsors of the exact relationship between the prohibitions in this draft convention, and the reservations of many states, including the U.S.S.R., of the right to retaliate against non-party violators of the prohibitions of the Protocol of their allies.

This problem in turn leads us to the important question of assurances that may be devised that the prohibitions of the convention will be observed. There has been some discussion of this aspect of the socialist draft both here and at the twenty-fourth General Assembly, and I would only add at this time that we are looking forward to receiving the proposals to which my colleague, Ambassador Natorf of Poland, referred at the four hundred and fifty-second meeting.

Taking into account all of the above, we would appear to have more than adequate background and documentation to begin our labours. The question

is, what should be our objectives and how should we move to attain them?

Total Prohibition

In our view (and I admit it is by no means an original one), the ultimate objective should be to ban all use, production and stockpiling of both chemical and biological weapons, and our negotiations should begin by identification of common areas of agreement and areas that will require detailed study and examination because of differing views. We welcome the recent announcement by President Nixon, and on this basis we hope it would be relatively easy to reach agreement on the total prohibition of the development, production, stockpiling and any use of biological weapons and toxins. Concurrently, we should wish to devote our attention to possibilities for total prohibition on chemical weapons. In this regard, we shall need to examine the particular problems that certain broad groupings of these weapons pose, as well as the lack of any sharp demarcation between these groupings because of differing effects in various conditions and concentrations.

In the process of examining the range of chemical weapons, we must recall that some chemical agents are "dual purpose" and play an important commercial role, for which they are manufactured by virtually the same process as the same agent for weapons purposes. This problem was recognized, particularly in the context of verification, by the distinguished representative of the U.S.S.R. in his statement to the four hundred and fifty-fourth meeting, when he said:

Many delegations drew attention to the special nature of chemical and bacteriological weapons, whose production is closely and specifically connected with the peaceful production of chemical and bacteriological substances. Therefore, verification, for instance, in the form of control posts, on-site inspections and so on would be simply impossible to exercise from the practical point of view, since, as many delegates at the General Assembly pointed out, controllers would have to be assigned to practically every laboratory.

Obviously there will be great difficulties in the way of a complete ban on the production of these agents. Nevertheless, despite the verification difficulties the Conference might have a useful exchange on exactly what safeguards, such as licensing, might be feasible.

There are yet other chemical agents which will need to continue to be produced, primarily (although not exclusively) for civilian use in the maintenance of internal order. A total ban on these agents presents certain difficulties, but on the other hand such agents can probably be identified now with relatively little difficulty and any exclusion of them from a general ban correspondingly restricted.

The problems of effective verification, particularly on the side of chemical weapons, are not simple, but we are inclined to think that a full-scale discussion of these problems might well await progress on reaching a consensus in dealing with the particular problems I have noted concerning chemical agents. Nevertheless, a useful preliminary examination might be made of the five main methods for formal verification identified in Part IV of the SIPRI report.

These are methods of (1) administrative and budgetary inspection, (2) a search through the existing literature, (3) aerial and satellite reconnaissance, (4) remote sensors, and (5) visiting inspection teams. In fact, the Canadian delegation would like to suggest that these problems I have mentioned just now could be discussed at a technical level in an informal meeting or series of informal meetings attended by a group of relevant experts. If this were the feeling of the Committee, our delegation, for one, would be prepared to bring an expert to Geneva and participate in such a meeting or series of meetings.

Canadian Position

Now, Mr. Chairman, I should like to read a statement of the Canadian position concerning chemical and biological weapons that I have been authorized by my Government to present to the CCD:

The Government of Canada intends to contribute fully to the efforts of the UN and of the Conference of the Committee on Disarmament to reduce and, if possible, eliminate the possibility of chemical and biological warfare. Canada intends to participate actively in negotiations towards an agreement or agreements which would supplement and strengthen the Geneva Protocol of 1925 by prohibiting the development, production and stockpiling of chemical and biological weapons. Practical progress need not wait until the conclusion of these negotiations. The Protocol can be strengthened significantly through unilateral declarations of policy and intentions on the issues involved. For this purpose, the Government of Canada wishes to make known its attitude toward chemical and biological warfare.

1. Canada never has had and does not now possess any biological weapons (or toxin) and does not intend to develop, produce, acquire, stockpile or use such weapons at any time in the future.

2. Canada does not possess any chemical weapons and does not intend to develop, produce, acquire, stockpile or use such weapons at any time in the future unless these weapons should be used against the military forces or the civil population of Canada or its allies. The latter condition is in accordance with the reservations Canada entered at the time of our ratification of the Geneva Protocol of 1925. We would consider formally withdrawing our reservations if effective and verifiable agreements to destroy all stockpiles and prevent the development, production and acquisition of chemical weapons can be concluded. Tear gas and other crowd- and riot-control agents are not included in this commitment because their use or the prohibition of their use in war presents practical problems in relation to the use of the same agents by police and armed forces for law enforcement purposes that require detailed study and resolution.

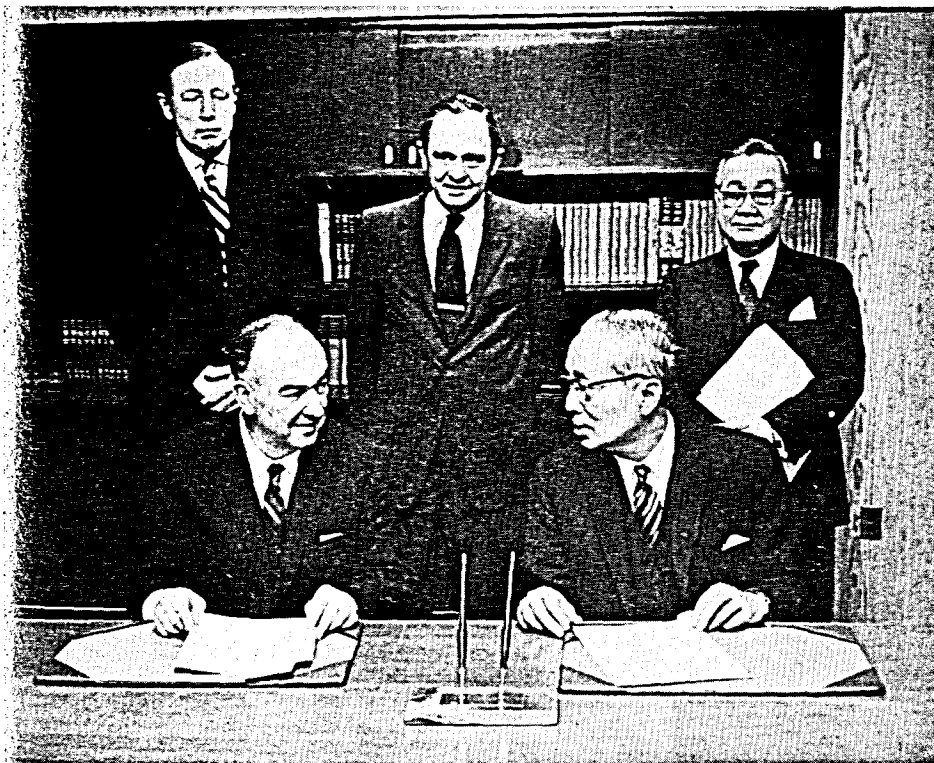
In conclusion, Mr. Chairman, I should like to make one comment about the research being conducted in Canada by the Department of National Defence through its Defence Research Board, on chemical and biological defence. This has been halved during the last two years and is limited to the development of methods of protection against chemical and biological warfare, the development of protective clothing, equipment and methods for training troops to defend themselves. Research of this kind is entirely consistent with the Geneva Protocol of 1925 and with our current efforts to supplement and strengthen this Protocol. Indeed, in this latter context I can state that the Canadian Government has instructed that the Defence Research Board's research program should include research towards resolving problems associated with the verification of any comprehensive ban on chemical and biological warfare that may be concluded.

United Nations Force in Cyprus

CLAIMS AGREEMENT CONCLUDED

THE Secretary-General of the United Nations, U Thant, and the Permanent Representative of Canada to the United Nations, Ambassador Yvon Beaulne, signed an agreement at United Nations headquarters in New York on March 25, 1970, concerning third-party claims that might arise as a result of the stationing of personnel of the Canadian Armed Forces personnel with the United Nations Force in Cyprus (UNFICYP).

The formal ceremony consisted of an exchange of notes in English and French signifying acceptance by the UN and Canada of a text designed to



Mr. Yvon Beaulne, Canada's Permanent Representative to the United Nations (seated left), and U Thant, Secretary-General of the United Nations (seated right), are shown in conversation just before signing the supplementary agreement between the UN and Canada relating to claims arising out of acts committed by members of the Canadian contingent of the UN Force in Cyprus. Standing, left to right: Lieutenant-Colonel J. Eric Falkner, Canadian Military Adviser; Mr. F. Blaine Sloan, Director, UN General Legal Division; and Mr. David Ho, UN Legal Division.

supplement an agreement signed in February 1966, between the United Nations and Canada on the participation of a Canadian contingent in UNFICYP.

The March 25 ceremony took place almost six years after the first Canadian Armed Forces personnel arrived in Cyprus. Since March 1964, close to 10,000 have served with the Canadian contingent, and many of those have done more than one tour of United Nations duty in Cyprus. During the same period, in addition to paying the normal salaries and allowances of its personnel, Canada has absorbed at its own expense just over \$14 million in costs relating to the contingent.

Commonwealth Caribbean Sugar Rebate Payments

SINCE the beginning of 1967, the Canadian Government has been making direct annual payments to the governments of the Commonwealth Caribbean countries equal to the duty collected on imports of raw sugar from them. The value of the sugar rebates amounted over the last three calendar years to about \$1 million annually. After careful consideration, the Canadian Government decided to discontinue the sugar rebates in 1970 and to offer the Commonwealth Caribbean countries a special agricultural development fund of \$5 million.

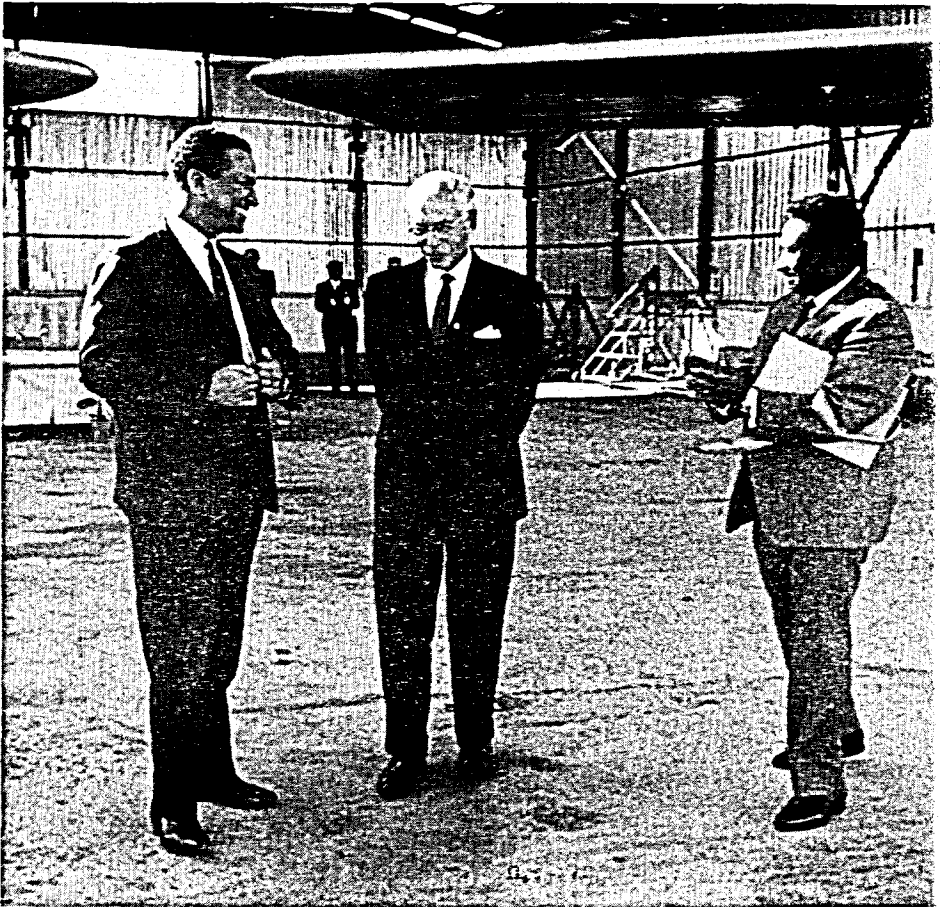
A new International Sugar Agreement, which Canada was instrumental in helping to negotiate, came into effect in 1969 and has resulted in a stabilization of and substantial increase in free-market sugar prices of benefit to sugar-producing countries generally and Commonwealth Caribbean producers in particular. In this light, the Canadian Government concluded that the proposed agricultural fund would be an appropriate way of trying to assist the Commonwealth Caribbean governments in promoting the agricultural development of the area. The special fund would be in addition to normal allocations of development assistance, and before its exhaustion the possibility of replenishment would be reviewed with the area in the light of needs and objectives. The Canadian Government is consulting closely with the governments concerned about the establishment of the fund.

The following figures are the amounts of the rebate payments:

1967		1968	
British Honduras	\$ 77,377.39	British Honduras	\$ 132,698.65
Guyana	511,867.24	Guyana	463,096.11
Jamaica	248,137.72	Jamaica	375,901.22
Barbados	179,571.72	Trinidad and Tobago	176,563.65
Trinidad and Tobago	109,950.63		
Total	<u>\$1,126,904.70</u>	Total	<u>\$1,148,259.63</u>
1969			
British Honduras		\$ 180,092.71	
Guyana		228,220.78	
Jamaica		278,047.82	
Trinidad and Tobago		102,659.72	
St. Kitts-Nevis-Anguilla		34,714.07	
Total		<u>\$ 823,735.10</u>	

Canadian Aircraft to Fight African Locusts

THE Canadian Government recently completed the transfer of two De Havilland *Beaver* aircraft to the Desert Locust Control Organization for Eastern Africa. The Canadian Ambassador to Ethiopia, Mr. Charles Woodsworth, made the presentation in Asmara, Ethiopia, on January 12, 1970, to Mr. Ado Zegeye Aberru, the Assistant Minister of Agriculture of the Ethiopian Government, who accepted the donation on behalf of Mr. Ato Adefris Bellehu, the Director of the Organization. The aircraft were fully equipped with radio, spray gear and accessories to enable them to meet DLCO requirements. The Canadian Government also supplied recommended spare parts and bore the cost of ferrying the aircraft to Nairobi.



Mr. Charles Woodsworth, Canadian Ambassador to Ethiopia, presents two Beaver aircraft to the Desert Locust Control Organization for Eastern Africa in Asmara, Ethiopia.

A Serious Threat

This grant was made in response to a request by the DLCO, several of its member countries, and the United Nations Food and Agriculture Organization (FAO) for assistance in combating the desert-locust plague in Eastern Africa. Swarms of locusts, which had previously been confined primarily to the Middle East and the northerly countries of Africa, invaded Eastern Africa in 1968 and 1969, threatening widespread crop damage. If the insects were left unmolested while breeding when they moved into the Ogaden Desert in Ethiopia and Somalia, there was a serious danger that they would spread further southward. The swarm was particularly large and it was predicted that it would inflict damage comparable to the plague which had swept through Africa only five years previously. That plague had lasted 14 years, invaded one-fifth of the land surface of the world and affected one-tenth of the world's population.



Canadian-built Beaver ready to embark on a desert-locust control mission.

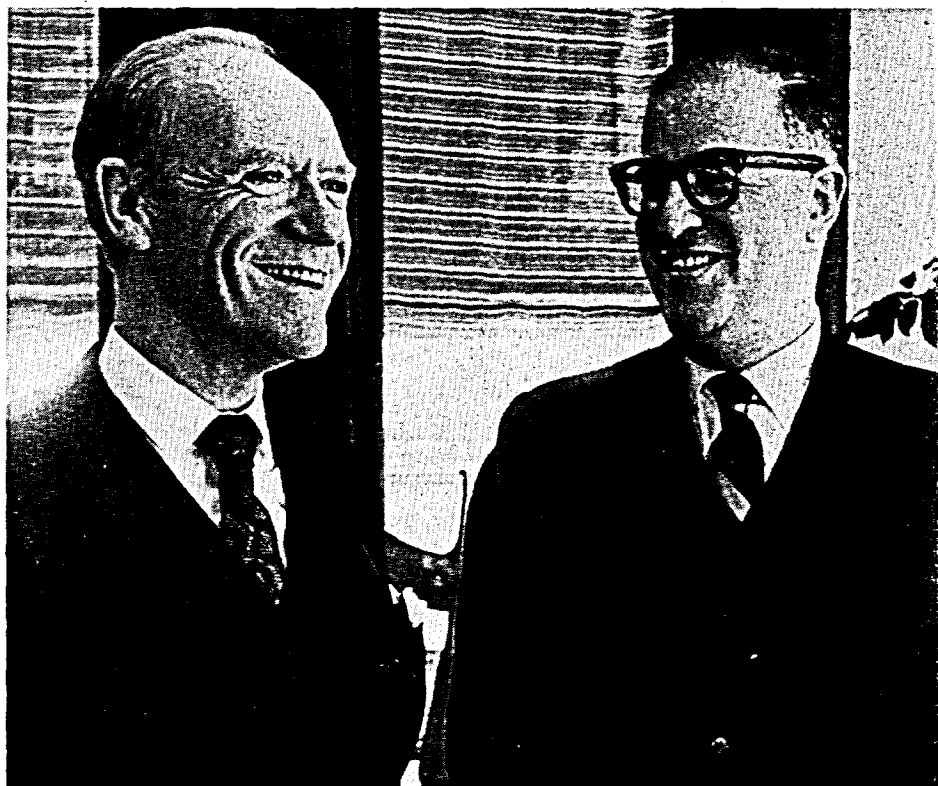
By late 1968, the situation had reached emergency proportions, requiring outside assistance. Several governments, including Canada, Britain, the United States and the U.S.S.R., responded to the appeal. Canada offered \$175,000 in assistance to the DLCO, which had specifically requested that the donation be made in the form of two *Beaver* aircraft in order to strengthen the air unit of the Organization. Since the plague can be most efficiently combated by spraying insecticide from low-flying aircraft onto locust nesting-grounds, the small Canadian-built *Beaver* aircraft were considered to be ideally suited to the task.

The DLCO is a regional association founded in 1956 for effective co-operation in desert-locust control. It was established by an international convention

signed by the Governments of Ethiopia, Kenya, the Somali Republic, Sudan, Tanzania, Uganda and France (for the Territory of Afars and Issas), and is affiliated with the FAO. Its headquarters are in Asmara, Ethiopia.

Presentation Statement

Speaking at the presentation ceremonies, Mr. Woodsworth expressed Canada's pleasure in being able to provide aircraft to an agency recognized for the comprehensiveness of its work and the efficiency with which it had carried it out. "I am sure", he stated, "that the Canadian International Development Agency and the Canadian Government generally would share my conviction that the two aircraft they are contributing to the Desert Locust Control Organization are going to be used to maximum efficiency and will help to protect to the greatest extent possible the food supplies of this multinational area against the ravages of one of the oldest and worst scourges of mankind."



Foreign Minister Abba Eban of Israel (right), visited Ottawa from May 13 to 15. He is seen above during one of the two sessions of official talks he had with the Honourable Mitchel Sharp, Secretary of State for External Affairs. Mr. Eban explained his Government's assessment of the current situation in the Middle East. His discussions with Mr. Sharp also dwell on certain bilateral questions such as the proposed Canada-Israel civil air agreement.

CONFERENCES

- UNESCO Executive Board: Paris, May 4 - June 19
World Health Organization Assembly: Geneva, May 5-22
ECOSOC, resumed forty-eighth session: New York, May 18-20
World Health Organization Executive Board, forty-sixth session: Geneva, May 25-26
International Labour Organization, 179th Governing Body: Geneva, May 25-30
NATO foreign ministers' meeting: Rome, May 26-27
Sixth International Mining Congress: Madrid, June 1-6
International Conference on Public Education, thirty-second session: Geneva, July 1-9
ECOSOC, forty-ninth session: Geneva, July 9 - August 5
World Youth Assembly: New York, July 9 - August 17
UNCTAD, Trade and Development Board, tenth session: Geneva, August 25 - September 18
UNESCO, sixteenth general conference: Paris, October 12 - November 10
Seventh Conference of Commonwealth Statisticians: New Delhi, November 16-27
World Consultation on the Use of Wood in Housing: Vancouver, July 5-16, 1971

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE DEPARTMENT OF EXTERNAL AFFAIRS

- Mr. C. J. Gregor posted from the Office of the Canadian Trade Commissioner, Sao Paulo, to the Canadian Embassy, Brazil (Brazilia Office), effective February 23, 1970.
- Miss M. Catley, posted from the Office of the High Commissioner for Canada, Colombo, to Ottawa, effective February 26, 1970.
- Mr. P. de W. Wilson transferred from the Department of External Affairs to the Department of Energy, Mines and Resources, effective March 2, 1970.
- Mr. P.E. Heinbecker posted from the Canadian Embassy, Ankara, to Ottawa, effective March 10, 1970.
- Miss M. C. P. Kelley transferred from the Department of External Affairs to the Department of Supply and Services, effective March 11, 1970.
- Mr. A. Napier transferred from the Department of External Affairs to the Department of Consumer and Corporate Affairs, effective March 16, 1970.
- Mr. P. A. Oldham posted from the Office of the High Commissioner for Canada, Wellington, to the Office of the Canadian Commercial Counsellor, Melbourne, effective March 16, 1970.
- Miss J. Matthews posted from the Canadian Embassy, Helsinki, to Ottawa, effective March 19, 1970.
- Mr. D. Lazorka resigned from the Department of External Affairs, effective March 19, 1970.
- Miss M. Loggie posted from the Canadian Embassy, Beirut, to Ottawa, effective March 20, 1970.
- Mr. A. R. Todd transferred from the Department of External Affairs to the Department of National Defence, effective March 23, 1970.

- Mr. G. P. Creighton posted from the Office of the High Commissioner for Canada, Dar-es-Salaam, to Ottawa, effective March 23, 1970.
- Mrs. A. Waterman posted from the Canadian Embassy, Athens, to Ottawa, effective March 24, 1970.
- Mr. J. P. Carrier seconded to the United Nations Development Programme, Bogota, effective March 31, 1970.
- Mr. D. H. Tucker posted from the Office of the High Commissioner for Canada, Port-of-Spain, to Ottawa, effective March 31, 1970.
- Mr. J. H. Fast retired from the Public Service, effective April 1, 1970.
- Mr. L. O. Bailey transferred from the Department of External Affairs to the Canadian International Development Agency, effective April 1, 1970.
- Mr. W. Savage transferred from the Department of External Affairs to the Department of Indian Affairs and Northern Development, effective April 1, 1970.
- Mr. P. R. Jennings resigned from the Department of External Affairs, effective April 1, 1970.
- Mr. J. P. Richer-Lafèche resigned from the Department of External Affairs, effective April 1, 1970.
- Miss N. J. Hopps transferred from the Department of External Affairs to the Canadian International Development Agency, effective April 1, 1970.
- Mr. H. H. Carter, Canadian Ambassador to the Republic of South Africa, appointed concurrently High Commissioner to Swaziland, effective April 1, 1970.
- Mr. P. A. Howard transferred from the Department of External Affairs to the Dominion Bureau of Statistics, effective April 1, 1970.
- Miss J. McPhee resigned from the Department of External Affairs, effective April 1, 1970.
- Miss H. D. Burwash from the Canadian Embassy, Washington, to Ottawa, effective April 4, 1970.
- Mr. E. D. Wilgress posted from the Canadian Embassy, Buenos Aires, to Ottawa, effective April 5, 1970.
- Mr. J. J. Jacques resigned from the Department of External Affairs, effective April 8, 1970.
- Mr. T. N. Ulch posted from the Canadian Embassy, Paris, to Ottawa, effective April 9, 1970.
- Mr. H. F. Clark retired from the Public Service, effective April 9, 1970.
- Miss N. A. Brennan resigned from the Department of External Affairs, effective April 1, 1970.
- Mr. P. Croft transferred from the Department of External Affairs to the Canadian International Development Agency, effective April 15, 1970.
- Mr. G. W. Charpentier, Canadian Ambassador to Ivory Coast, accredited concurrently Canadian Ambassador to Upper Volta, effective April 16, 1970.
- Mr. P. L. K. Hahn posted from the Canadian Embassy, Madrid, to Ottawa, effective April 17, 1970.
- Mr. A. W. J. Robertson posted from the Permanent Mission of Canada to the United Nations, New York, to the Canadian Embassy, The Hague, effective April 17, 1970.
- Mr. G. G. Riddell, Canadian Ambassador to Senegal, accredited concurrently High Commissioner to Gambia, effective April 17, 1970.

Mr. J. E. Robbins appointed to the Department of External Affairs, effective January 1, 1970. Appointed Canadian Ambassador to the Holy See, effective April 23, 1970.

Mr. G. L. Ohlsen seconded to the United Nations Development Programme in Tananarive, effective April 23, 1970.

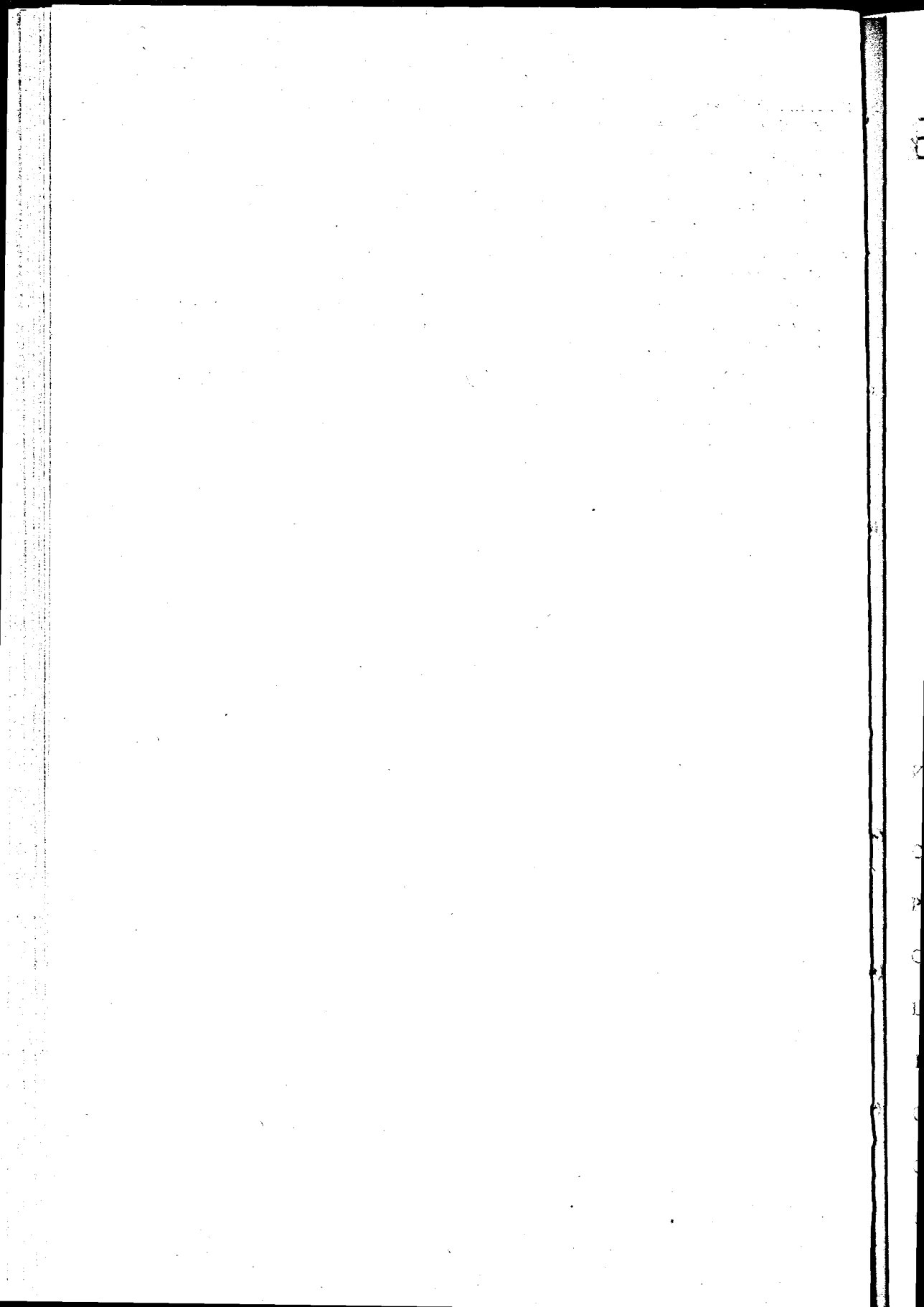
Mr. J. T. Boehm posted from Ottawa to the Office of the High Commissioner for Canada, Kingston, effective April 27, 1970.

Mr. J. A. Irwin, High Commissioner for Canada to Tanzania, appointed concurrently High Commissioner for Canada to Mauritius, effective April 27, 1970.

Mr. J. B. Seaborn transferred from the Department of External Affairs on his appointment as Assistant Deputy Minister for the Department of Consumer and Corporate Affairs, effective April 27, 1970.

Mr. G. Dick transferred from the Department of External Affairs to the Solicitor General Department, effective April 28, 1970.

Miss M. C. M. Girard transferred from the Department of External Affairs to the Department of Consumer and Corporate Affairs, effective April 28, 1970.



EXTERNAL AFFAIRS

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Canada and the United States Co-operate in Pollution Control

The following statement was made in the House of Commons on May 21, 1970, by the Secretary of State for External Affairs, the Honourable Mitchell Sharp, when he tabled the Special Report of the International Joint Commission on Potential Oil Pollution, Eutrophication and Pollution from Watercraft :

This report constitutes the third of three interim reports on water pollution of Lake Erie, Lake Ontario and the international section of the St. Lawrence River. These reports, together with the final report which is expected to be submitted to the two federal governments later this year, derive from a joint request from the Canadian and United States Governments to the IJC on October 7, 1964, to investigate and report upon the extent, causes, locations and effects of pollution in the waters of Lake Erie, Lake Ontario and the international section of the St. Lawrence River and to recommend the most practicable remedial measures.

This third interim report focuses on three major problem areas: potential oil pollution from all sources including underwater drilling; eutrophication, with particular reference to the removal of phosphorus from detergents and sewage; and pollution from watercraft. The findings and recommendations are based on the investigations of the Commission's two technical advisory boards, the International Lake Erie Water Pollution Board and the International Lake Ontario-St. Lawrence River Water Pollution Board, and the subsequent public hearings held to consider these reports.

With regard to potential oil pollution in Lake Erie, the Report contains significant recommendations for action to be taken by all levels of government.

With regard to eutrophication of Lake Erie, Lake Ontario and the international section of the St. Lawrence River, the Commission makes important recommendations calling for the implementation by the Governments of the United States and Canada in concert, at the earliest possible date, of an integrated program of phosphorus control.

With regard to pollution from watercraft, the Commission recommends that the federal, provincial and state governments in concert consider and implement at the earliest possible date compatible regulations for the control of water pollution from all classes of commercial vessels and pleasure craft using Lake Erie, Lake Ontario and the international section of the St. Lawrence River.

The International Joint Commission and its advisory boards have rendered invaluable service to both countries in helping to identify major pollution problems in the Great Lakes, in singling out particular problems for urgent action at this time and in proposing practical ways of improving the quality of these vitally important waters.

Canadian Federal Legislation

The Government of Canada has been giving close attention to the Great Lakes pollution problems and fully recognizes that stronger control measures by both Federal governments, as well as the Province of Ontario and the Great Lakes States, are necessary. Within Canada, wide-ranging measures are already being taken to combat pollution in the Great Lakes and elsewhere. Important legislation has already been introduced in Parliament which would be used to implement several of the Report's recommendations.

One of the amendments to the Canada Water Bill now before Parliament would give the Federal Government authority to limit the use of phosphorus content in detergents and control the input of other nutrients into Canadian waters. It is the intention of the Government to use this authority to achieve a reduction in the phosphorus content in laundry detergents to 20 per cent by next autumn and to work towards its elimination, probably in 1972.

Also, there are amendments before Parliament to the Fisheries Act which will strengthen existing provisions which prohibit the deposit of deleterious waste substances of any type.

Amendments to the Canada Shipping Act were adopted by Parliament in June 1969. These empower the Governor-in-Council to make federal regulations for preventing the pollution by oil, chemicals, garbage, sewage or any other substances from ships within Canadian waters.

Ontario Measures

The Government of Ontario and its Water Resources Commission have also made a major contribution to the abatement of pollution in the Great Lakes, in particular through programs for the control of harmful waste discharges into the Great Lakes and for financing and construction of municipal sewage treatment plants.

I should like to emphasize the importance of Canada and the United States taking co-ordinated action to deal with the pollution problems of the Great Lakes. The IJC has shown us what needs to be done. A meeting at the ministerial level between United States and Canadian Government representatives is planned for June in order to discuss urgent trans-boundary Great Lakes pollution problems, including, in the first instance, implementation of the recommendations of the International Joint Commission Special Report. A preliminary meeting between Canadian and United States Government officials will be held in Ottawa on May 25.

Preparations for a Human Environment Conference

IN 1968, in response to growing international concern about the deterioration of the environment, the Economic and Social Council (ECOSOC) of the United Nations called on the General Assembly to consider convening an international conference on the problems of the human environment. The General Assembly subsequently adopted a resolution calling for a conference to be held in 1972, and requested the Secretary-General to submit a report to ECOSOC on current work in the realm of human environment and on the areas that might be considered at the conference.

Canada played an active part in the development of this proposal and joined with Sweden and other delegations in co-sponsoring the Assembly resolution. The Canadian delegation stated:

that the proposed conference should produce guidelines for future action, particularly through international co-operation; that the most effective way of continuing preparations for the Conference would be the establishment of an *ad hoc* preparatory committee to work closely with the UN Secretary-General; that the Conference should not be of more than three weeks' duration; that it should attract a wide spectrum of participants such as public officials, educators, journalists and technical experts; and that it should focus its attention on questions relating to pollution.

Preparatory Measures

During the twenty-fourth session of the UN General Assembly in 1969, Sweden, supported by Canada, introduced a draft resolution that gained unanimous support. The resolution established a Preparatory Committee of 27 members, invited the co-operation of the Specialized Agencies, intergovernmental and nongovernmental organizations, and accepted the invitation of Sweden to hold the conference in Sweden in June 1972. The General Assembly asserted that a basic purpose of the conference should be to focus attention on the importance and urgency of the problems of the human environment and to identify, in particular, those aspects which could be solved by international action. Special importance was attached to the need to assist developing countries in avoiding such problems while fostering economic growth.

The first meeting of the Preparatory Committee was held in New York from March 10 to 20, 1970. In opening the meeting, the Secretary-General emphasized that it would not be enough for the 1972 Conference merely to draw attention to the serious problems of the human environment, and stressed that it would have to be oriented towards action. An already aroused public opinion had now to be channeled into constructive effort. To illustrate the urgency, he observed that most economic, social and physical indicators (e.g. population and

water, energy and mineral consumption) would double every 25 years. An attack on the environmental problems could no longer be delayed.

The scope of the term "environment" was found to be so vast that the Committee had to cope with an almost overwhelming variety of subjects. To facilitate its work, three *ad hoc* working groups were therefore set up, of which the first, on the critical question of conference program content, was chaired by Dr. G. C. Butler of the National Research Council of Canada. (The Canadian delegation contained expert advisers from several federal departments.) The second working group considered the desirability of drafting a declaration on the human environment; and the third, the preparation of national reports for the 1972 Conference.

Program Content

It was concluded that the program content should cover three subject areas: environmental aspects of human settlements; rational management of natural resources; and environmental degradation from pollution and nuisances. Under the first of these areas were listed the basic and immediate questions of population growth and distribution, such as housing, land use, traffic congestion, waste disposal. The subject of natural-resource management is of particular concern to Canada, and the recommended multi-disciplinary "management approach", which the Preparatory Committee finally adopted, reflects Canadian views. Environmental degradation from pollution, the third subject area, has many aspects, but the Committee's recommendations were particularly directed to the need for national, regional and international monitoring programs, the establishment of universally acceptable international pollution standards and the need for study of the economic and social implications of anti-pollution measures.

The Canadian delegation was most concerned that some order of priorities be assigned to the list of subject areas. This question of priorities for the Conference is to be considered at the next meeting of the Preparatory Committee, tentatively scheduled for January 1971.

The second working group recommended in favour of a draft declaration on the human environment being made to the Conference, although it was recognized that a document of this kind could in no way be a substitute for action. The difficulties in obtaining an acceptable declaration are formidable, but it could be one of the most important documents to come out of the Conference as an expression of a world commitment to the long-term betterment of the human environment.

The Preparatory Committee discussed a wide range of other subjects, and from among these one of the most important was the role of the developing countries. There was unanimous agreement on the need to ensure their fullest participation, since it was recognized that their environmental problems were often of a different nature from those of the industrialized countries.

Supply of Experts

During the meeting of the Preparatory Committee, the Under-Secretary General for Economic and Social Affairs announced the appointment of Mr. Jean Mussard, a Swiss engineer, as Director of the Conference Secretariat, which is charged with the mass of work in preparation for the 1972 Conference. The Secretariat will draw upon the resources of the UN Specialized Agencies, such as UNESCO, WHO and FAO, as well as outside experts. Canadian experts will be made available to assist in the work. Special arrangements have also been made in Ottawa to facilitate the co-ordination of Canadian participation in the Conference to ensure that we shall be able to make a meaningful contribution to its success.

Canadian Gift to Kennedy Arts Center

ON April 16, 1970, the Honourable Gérard Pelletier, Secretary of State, announced, on behalf of the Government of Canada, the gift of a theatre curtain to the John F. Kennedy Center for the Performing Arts in Washington, D.C. The curtain is to be "flown" in the Center's Eisenhower Theater. The announcement was made at an official ceremony held at the Kennedy Center site.

It was about six years ago that the Government of Canada became aware that the centre for the performing arts that was to be built in Washington would be named after the late President Kennedy. It was decided that, in addition to the \$100,000 that had been contributed to the Kennedy Memorial Library at Harvard, Canada should take its proper place among the many states donating gifts to the Center, with the presentation of an art object of high and permanent value; the choice was a theatre curtain.

To commission the curtain, advantage was taken of the assistance offered by Mr. G. Hamilton Southam, Director-General of the National Arts Centre in Ottawa and of the National Arts Centre Visual Arts Committee. Four leading Canadian artists were invited to submit samples of their work, and Mariette Rousseau-Vermette of Ste Adèle, Quebec, designer of the theatre curtain in Canada's National Arts Centre, was chosen to create her country's gift. Her design for the curtain subsequently won the approval of all concerned, and it was at this stage that the decision was made to formally announce Canada's gift.

The presentation ceremony was attended by a number of prominent persons, including in the Canadian party, the Secretary of State and Mrs. Gérard Pelletier, the Ambassador of Canada and Mrs. Marcel Cadieux, the Under-Secretary of State and Mrs. Jules Léger, the Director-General of the National Arts Centre and Mrs. Hamilton Southam, the Assistant Under-Secretary of State and Mrs. Max Yalden, Mr. André Ouellette, Executive Assistant to the Secretary of State, Mrs. Mariette Rousseau-Vermette, the artist, and Mr. Claude Vermette.

The members of the American party included Mr. and Mrs. Robert C. Baker, the Honorable and Mrs. George A. Garrett, the Honorable and Mrs. Thomas Kuchel, the Honorable and Mrs. James C. Wright, the Honorable and Mrs. Stanley Woodward, Mr. and Mrs. Eugene Carusi, Mr. and Mrs. William H. Hessick, the Honorable and Mrs. R. Thayer, Senator and Mrs. J. William Fulbright, and Mr. and Mrs. Richard S. Pederson.

Mr. Pelletier, after an introduction by Mr. William McCormick Blair, General Director of the Kennedy Center, described the event as a "proud and gratifying" occasion for Canadians, and explained the gift in the following words:

Canadians see in this presentation not only an offering of aesthetic value but a symbol of something even more profound: a quality all too rare in this age of tension, the quality of international amity expressed through the universality

of art. The Greek poets were fond of pointing out that life was short but art enduring. Perhaps a century from now the world will remember not the wars we fought or the battles we won, however gallant they may have been, but rather those precious time when we paused in our less glorious pursuits and reached out to try and touch the eternal.

Mr. Pelletier presented to Mr. Roger L. Stevens, Chairman of the Board of Trustees of the Kennedy Center, a commemorative booklet, illustrated by a miniature woven representation of the curtain and containing information on the gift and its creator. In his acceptance remarks, Mr. Stevens said:

I am honoured to convey the deep gratitude of the Board of Trustees of the John F. Kennedy Center for the Performing Arts for this beautiful curtain for the Eisenhower Theater from the people of Canada.

Our sharing of a common border of 3,000 miles, unarmed and without conflict for nearly two centuries, is a relationship unmatched among nations of the world. It is evidence of our mutual trust and has stimulated a free and open exchange in commerce and culture, enriching all of us.

The gift we accept is especially significant because Madame Rousseau-Vermette also designed the theatre curtain in the new National Arts Centre in



Following the ceremony of presentation of a Canadian curtain to the Eisenhower Theater at the John F. Kennedy Center for the Performing Arts in Washington, D.C., a triptych illustrating the gift is held up for inspection by the audience. Left to right: Miss Susan Eisenhower, Mrs. R. Rousseau-Vermette, the artist; Mr. Roger Stevens, who accepted the curtain on behalf of the Kennedy Center; the Honourable Gérard Pelletier, Canadian Secretary of State and Mrs. Edward Kennedy.

Ottawa. The curtain will be a physical reminder of the new bond of common interest which joins us, since the edifice in Canada is similar in size and in the scope of its artistic objectives. Thus America is following her good neighbour to the north in the creation of a performing arts centre in its nation's capital.

You have given us a guide and a source of inspiration. It is our understanding public response in the few months after opening has already exceeded the most optimistic expectations and the Center promises to have an important effect upon the performing arts throughout Canada.

We hope to be equally successful at the Kennedy Center, and, in the process, it would be our wish that our two centers can work together to establish new horizons in the performing arts.

This triptych, symbolizing the gift that is soon to come, is also a work of art which we shall cherish and will be a prized possession on permanent display when the Kennedy Center opens in the fall of 1971.

On that occasion, Mr. Secretary, we invite you to be present when the curtain will rise on a new era of culture in the United States which Canada has helped to bring into being.

Mr. Pelletier and Mr. Stevens then held the opened booklet to be viewed by the audience. The model of the curtain, and the artist Mariette Rousseau-Vermette, who was asked to stand, received warm applause.

Introduced during the ceremony were Mrs. Edward Kennedy, representing the Kennedy family, and Miss Susan Eisenhower, granddaughter of the late President Eisenhower. In accepting the gift, Miss Eisenhower spoke warmly of Canada and expressed her admiration of the curtain and its enhancement of the theatre.

Mr. Blair terminated the ceremony by inviting the audience to a tour of the Kennedy Center and the reception to follow.

Looking at Information Systems ⁽¹⁾

CURRENTLY an "in" technique for television and movies is to use the story-inside-a-story technique. Sometimes it leaves one confused about the intended flow of the plot. At the risk of creating the same problem for readers, this article will by frequent quotation from outside sources and by looking at our own situation attempt to communicate the considerations which led to the formation of the Information Systems Division and will determine its activity. Let us ask "Is there a problem?"

Information Explosion

"America does need to take a critical view of where we stand in information retrieval . . . to-day more than ever before, the deluge of information in every form — printed, written, visual, audio, and oral, words, numerals, illustrations — manual and machine — in all sorts of permutations and combinations — represents one of the great challenges and opportunities to this dynamic era.

"In every aspect of human affairs — science, technology, economics, culture, politics — information is exploding, breaking through traditional lines of demarcation, and requiring use, re-use and re-routing."

Hubert H. Humphrey,
Office of the Vice-President,
April 29, 1966.

"Over the past 50 years the communication of information in social relationships and in all institutions has increasingly become one of the single most important tasks of civilized man. Business, industry, university, government — each is concerned with a world encompassing more and more relationships and each is becoming more deeply involved in the process of decision-making. Information is the basic ingredient in the process so that, as the amount of information increases, the process of selecting, obtaining, processing and examining the particular information needed for decision-making become matters of supreme importance.

"The needs for information have become especially pressing, because this is an age of crisis and change, of challenges and unprecedented situations, an age that is forcing almost all institutions to undergo profound transformations."

Special Study No. 8,
Science Council of Canada, 1969

These quotations describe an almost overwhelming "information explosion". Are we in the Department of External Affairs contributors to or partners in

⁽¹⁾ Cartoons by courtesy of *Electronic Age*.

this situation? The records representing essentially the departmentally-originated substantive and administrative activity from 1909 to 1939 accumulated at about an average rate of 20 lineal feet of file space a year. The records for the period from 1940 to 1963 accumulated at the average rate of 230 lineal feet a year and from 1963 to 1969 accumulated at an average rate of 600 lineal feet a year. This does not include outside documentation such as UN and NATO material. The years 1939 and 1963 are previous points at which it was recognized that major changes had occurred in information handled and new file systems were introduced. We appear indeed to be involved in the information explosion.

Specialization

It may be interesting and pertinent to note that over the past ten years the number of unique communications departmentally originated and exchanged by each officer annually has not significantly changed. In this period the growth in those substantive communications has been largely because of increasing numbers of personnel. This has important implications.

"There is a growing mountain of research. But there is increased evidence that we are being bogged down today as specialization extends. The investigator is staggered by the findings and conclusions of thousands of other workers.... Yet specialization becomes increasingly necessary for progress, and the effort to bridge between disciplines is correspondingly superficial. ... Mendel's concept of the laws of genetics was lost to the world for a generation because his publication did not reach the few who were capable of grasping and extending it; and this sort of catastrophe is undoubtedly being repeated all about us, as truly significant attainments become lost...."

As We May Think,
by Vannevar Bush,
The Atlantic Monthly,
July-December 1945.

While the increasing number of employees reflects a deeper involvement in the areas which were the subject of departmental activity ten years ago, perhaps more it reflects specialization in a greater number of areas of foreign interest and activity. The following table illustrates this change:

Base Year	Embassies and High Commissions	Delegations to Permanent Organizations	Miscellaneous e.g. ICC	Ottawa Divisions
1955	44	3	3	18
1968	119	7	4	35

Dissemination of Information

Let us assume that the information in each communication directly or indirectly interacts on only two of our posts, and consider the range of consequences of our own growth. In 1955, with approximately 18 divisions and 44 resident or accredited embassies and high commissions, there were 1,891 different possible combinations of two units which might be jointly involved. In 1968, when we had grown to approximately 35 divisions and 119 such posts, there were 11,781 possible combinations of two units which might be jointly involved.

It is not often that a communication is directed or of interest to only one action and one information addressee, but if one carries the previous calculations to involve even three divisions or posts one might be accused of hyperbole.

Suppose one is in the position of deciding if a particular communication should be known to three recipients, say:

- (1) UN Division and European Division and London?
Or should it be
- (2) UN Division and European Division and Paris?
Or
- (3) Paris and European Division and Disarmament Division?
Or
- (4) NATO Division and Disarmament Division and Delegation at Geneva?
and so on and on.

From how many possible distributions is one choosing? Currently, the number of such combinations for our departmental divisions and posts is over 590,000.

Is it surprising that selective dissemination of communications to the few interested parties who must be cognizant of the contents is one of the major problems of present-day information systems management?

"... Our problem is founded on the fact that on the one hand every man's reading time is limited whilst on the other hand there must exist, somewhere among the millions of items of literature available, the particular ones which contain the ideas most apposite to his needs if only there was some means of singling these out from the mass. The scientist's time and power of attention are precious things which need to be husbanded; and to do this we need techniques of controlled selectiveness in supplying his needs."

J. E. Holmstrom,
Royal Society Scientific
Information Conference, 1948.

Current-Awareness

Closely related to the selective dissemination problem is that of current-awareness. In any area involving the research function, be it the pure, social, behavioural or applied sciences, there are pressures to "publish or perish". If, as has been suggested, this motivation to communicate information has been followed to some extent by foreign service officers, it is only fair to observe that it has

been powerfully supported by the academic community. There are those now actively questioning this philosophy, which has led, in their view, to a waste of resources and a pollution of the literature with redundant papers comparable to the pollution of our real environment. No one likes to discover his work or paper has been anticipated by another's. In the absence of effective methods for ensuring current-awareness, duplication is almost inevitable and researchers are frustrated by making repetitive rather than progressive contributions to their field.

Indexing

New challenges also face the cataloguer or indexer of information for incorporation into the files of a record system. As the variety of specializations with which the organization deals increases or as the volume of information grows, there is pressure on the file-classification managers to increase the number of file titles. This may be by adding new combinations of existing descriptive words, by introducing new descriptor words and even by permutating existing file titles. All of this is done with the hope of achieving smaller search-fields when volume is a problem and more specific search-fields when specialization has placed a topic in the area of intersection of two or more broad fields. Does such a proliferation of file titles demand a correspondingly greater sensitivity of the indexers to their subject matter?

"About 15 years ago, some evidence was brought to the attention of the field which indicated that, if several different indexers are all asked to index the same document, a great deal of inconsistency is likely to be apparent in the results. . . . This evidence must have been received with considerable scepticism by those who believed that there is only one 'right' way to index a document and that any properly trained indexer has a pretty good idea of what that 'right' way is. . . . It seems that a substantial amount of interindexer inconsistency, as the phenomenon of conflicting decisions has come to be called, is the rule rather than the exception. Now, the phenomenon of interindexer consistency is devoid of practical interest unless it can be shown that it has something to do with indexing quality and ultimately with retrieval effectiveness.

A foolish consistency is the hobgoblin of little minds. . . .

—Emerson"

William S. Cooper,
American Documentation,
July 1969.

The author of the article just quoted, after a good deal of esoteric mathematics, concludes that, in the special case analysed, there is a relationship between consistency of indexing and effectiveness of retrieval. It is gratifying to know that there may be logical support for the *prima facie* case one has made for a personal "gopher or pack rat" work file, i.e. the only indexer who has

the consistency required to serve my interests is me. This seems to be an easy solution, but the information store is deficient — it lacks the wealth of information which did not come directly to the possessor of the work file. It attacks one constraint on its owner's effectiveness and evades another.

Retrieval

The fundamental issue herein was recognized by Robert Fairthorn:

"Indexing is the basic problem as well as the costliest bottleneck of information retrieval."

Computer Journal, 1958.

This sentence could be read so as to throw responsibility for the responsiveness of an information-management system on those who do the pre-storage cataloguing. This would be unjust, because there are two phases of indexing. There is the pre-storage indexing of the contents of communications and documents and there is the pre-search indexing of the enquirer's interest. One might think of a tumbler lock. The lock will release for access only when the key having the correct combination of lifts is chosen. The onus is as much on the person seeking access to choose that correct key as it was on the locksmith to construct and code the lock properly.

During a recent meeting with a British Foreign and Commonwealth Office Computer Study Team, one of its members suggested that the classical file systems were systems for "losing" documents. The material in these files is not lost; it is the key that is lost, because the logical associations made by the indexer and the logical approaches of the searcher are unmatched — the barrier is language interpretation and the fact that words are imperfect and limiting labels for meaning even when used by experts.

"Man consists of body, mind and imagination. His body is faulty, his mind untrustworthy, but his imagination has made him remarkable."

John Masefield.

It is because we can apply our *imagination* to the problem of *finding* the correct key, to achieving coincidence between the description for storage and a description for retrieval, that many of the difficulties can be overcome. The retriever, if he will, can exercise his intellect to follow related and synonymous paths through the indexing system until he has the desired content of the information retrieved.

"One barrier to retrieval is reluctance to look for anything. Man — and woman — avoids the frustrations of a search whether it be the correct accessory to add psychedelic colour to the blue serge suit, or an elusive bit of correlation data developed long ago and far away."

"Breaking the Information Network Barrier",
by Hester L. Dale,
Special Libraries, January 1969.

Unfortunately, the frustration of an unsatisfied search thickens the barrier, which compounds the frustration and even leads to rejection of the tool.

Problem Solving

What has preceded has been a subjective study from which one might conclude that there are difficulties in the information-handling field. Are people seeking solutions to these problems and what form are the proposals taking?

"Information handling is the new term for an old process. It is not synonymous with 'computerization' nor is it mere 'paper shuffling' Everyone handles information but few people do so consciously or systematically Anyone who is used to working mainly with pieces of paper tends to be overwhelmed at the thought of handling information in other forms But there are ways of doing it more easily with sufficient forethought and still others of diminishing the larger problem by approaching it in stages rather than all at once. But progress will still be slow."

Grant G. Hilliker,
"The Long Task of Improving
Information Handling",
Department of State News Letter,
November 1968.

"A couple of years ago, the *New York Times* carried an article which said that the State Department had made a great advance in its information processing technology. Up to now, when critical events happened . . . the Department had

to rely on teletypes to bring in this information, and the teletypes . . . got very far behind things, and hence all this information couldn't flow into the State Department in a hurry. Now they were going to get line-printers, and the article went on to tell how many times as much paper they could produce in the State Department at a time of crisis than could have been produced previously, in the way of gathering in the world news. The picture that flashed into my mind was a picture of the then Secretary of State, Mr. Rusk, as this great volume of paper burst open his office door"

Herbert A. Simon,
"Man's New Information Environment",
Far Horizons, May 1969.



"Don't just sit there! If you've processed all the data there is, go out and find more data!"

It would be naive to conclude that by a change of role or equipment or organization our information-handling problems would be resolved. There are many questions which need to be answered as objectively as possible about the information which flows to us and from us: What is relevant, what is irrelevant; what is ephemeral and what has intermediate and long-term significance; what is already in our information bank and what is lacking; what is factual and what is conjectural or unsubstantiated; what are stable data and what should be purged and refreshed; what can be left as raw information and what should be refined for the senior officers; what has current-awareness value and what is required for analysis and decision-making; what should be immediately retrievable and what can be awaited; how do we think about information in storage and how may we think; and how can we design a dynamic system which will best recognize the answers to all these questions?

Prospects

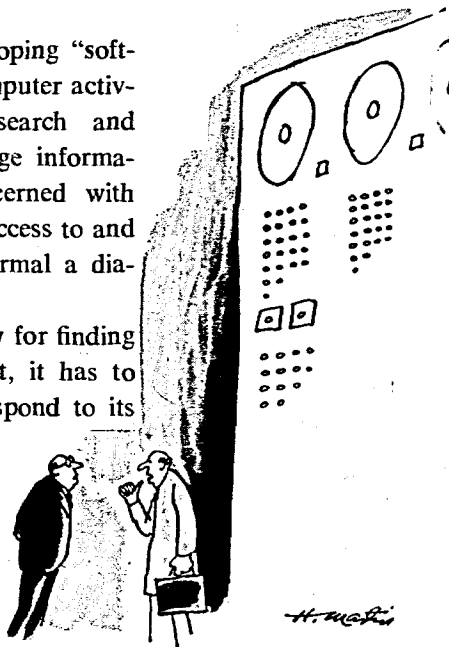
No field is undisturbed to-day by the information-handling problem. Physical scientists, engineers, library scientists, behavioural scientists, computer scientists, lawyers, doctors and social scientists are all perturbed by the volume and interaction of the literature with which they are involved. This is fortunate, because a solution cannot be derived from any one discipline and the mutual interest is leading to effective interdisciplinary attacks.

Library techniques are serving as a base from which researchers are seeking and studying more effective ways to cope with the recognized need for sophisticated and detailed access to information.

Computer-systems specialists are developing "software" (the programs which direct the computer activity) which recognize the particular search and manipulation problems of natural language information. They are, from self-interest, concerned with higher-level languages which will permit access to and conversation with the computer in as normal a dialogue as possible.

The computer is not a universal remedy for finding information. Like humans in this respect, it has to be addressed with questions which correspond to its comprehension and data base.

"The period when we were delighted that computers worked at all is over. We are only just beginning to realize how challenging is the task of making them work properly for us, just how difficult it is to pose the right problems



"Amnesia."

and just how important it is to specify the correct solutions in full. If only someone would invent a computer that would 'do what I mean, not what I say'."

Dr. P. A. Samet, Director,
University College, Computer Centre,
London.

Electronics engineers are designing computers which are specifically adapted to this kind of activity. They are also producing more and more economical electronic switching systems to speed our telecommunications, terminal consoles from which the layman can readily communicate with the computer, and means of displaying the images of original documents at remote points on command.

Linguistic experts and social scientists of many disciplines (e.g. law, economics, politics) are working out controlled vocabularies for indexing and interrogation and are enthusiastic about applications for correlation, analysis and simulation in their individual fields of knowledge.

Information Systems Division

There is a very great potential in the analytical and practical work that is going ahead to bring a general systems approach to information handling. The purpose of the Information Systems Division is to apply such an integrated systems approach to the study of the substantive information-handling needs of foreign service operations and to the design and implementation of solutions for our department. The Division, as it is now conceived and being staffed, will include specialists in foreign service, library science, computer systems and telecommunications.

Norbert Wiener, the father of cybernetics, would have viewed with cynicism (and we might respect his opinion) the takeover by automation implied in the following cartoon.

"No, the future offers very little hope for those who expect that our new



mechanical slaves will offer us a world in which we may rest from thinking. Help us they may, but at the cost of supreme demands upon our honesty and our intelligence. The world of the future will be an ever more demanding struggle against the limitations of our intelligence, not a comfortable hammock in which we can lie down to be waited upon by our robot slaves."

"Houston claims he's found a way to mass-produce them economically!"

God & Golem, Inc., 1964.

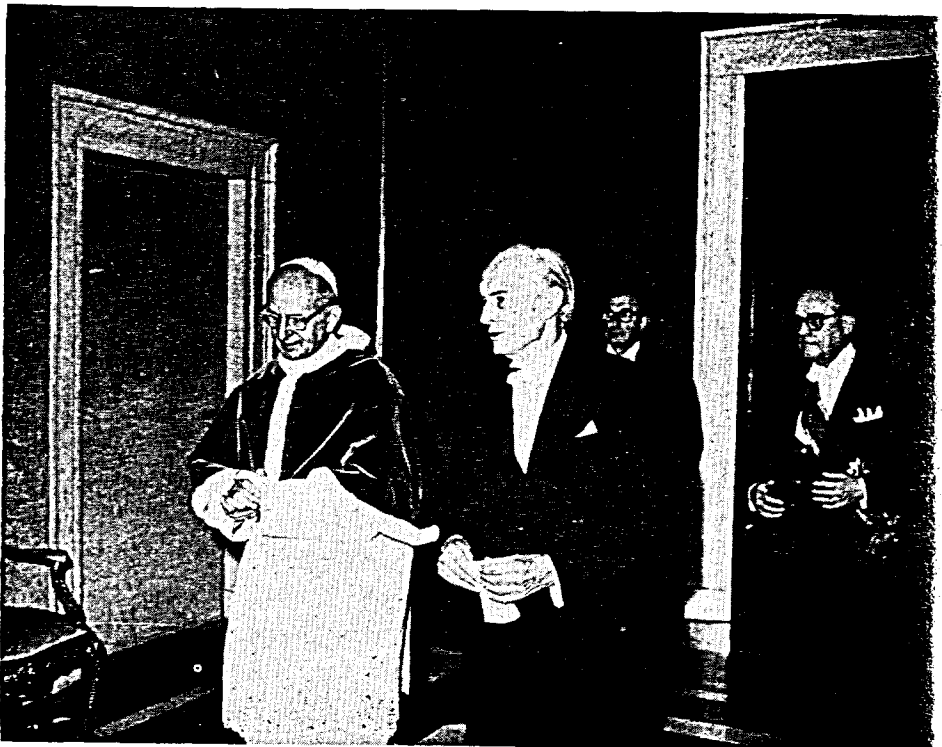
The Vatican Welcomes Canada's First Envoy

The first Canadian Ambassador to the Holy See, Dr. John Robbins, presented his letter of credence to His Holiness Pope Paul VI on April 23, 1970. Dr. Robbins made the following statement :

Your Holiness, to me has fallen the singular honour of being named the first Ambassador of Canada to the Holy See, and the privilege of presenting today the resulting letter of credence addressed to you by Her Majesty Queen Elizabeth.

It was a year ago that the Prime Minister of Canada, the Right Honourable Pierre Elliott Trudeau, discussed with Your Holiness the question of establishing diplomatic relations between Canada and the Holy See, and it is only a few months since joint announcements were made that a positive decision had been reached by each of the two parties.

The Canadian initiative in this matter was prompted by an appreciation of the increasing role of the Holy See on the international stage, and by a realization of our common interest in solving urgent international problems.



Dr. John Robbins, Canada's first Ambassador to the Vatican, chats with Pope Paul following the presentation of his credentials.

Assistance to underdeveloped nations and to refugees, avoidance or settlement of conflicts, and the promotion of understanding and co-operation among peoples are objectives toward which, it is hoped, we can work more effectively with the benefit of regular consultation.

The opening words of the preamble of the UNESCO Charter are these:

Since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed.

The influence of few centres in the world can compare with that of the Holy See in forming the minds of men. The repeated urgings of Your Holiness make clear your passionate concern that men think and feel and do those things that will help to ensure the maintenance of international peace. Sharing this concern, the Canadian people feel deep gratitude that the high moral authority of your office focuses attention on the world's prime need.

It is my personal hope that our new office may prove to be a useful means of consultation and joint endeavour that will contribute to the achievement of our common purposes on behalf of the world's people."

In reply, Pope Paul said :

Mister Ambassador, it is with warmth and pleasure that we welcome Your Excellency this morning. It is with a special joy that we greet you as the first Ambassador of Canada to the Holy See, and thus see operative the diplomatic relations recently established. We appreciate the kind words which you have spoken about the role exercised by the Holy See on the international stage. For our part, we know the contribution made by your great country in this regard over the years. We are now confident that this new bond that unites us will enable both of us to work more effectively towards those goals of our common interest mentioned by Your Excellency. It is, indeed, on behalf of all peoples of the world that our co-ordinated efforts must be made.

To Your Excellency we extend our very best wishes for the fulfilment of your mission. We assure you that you will find us always ready to be of assistance, especially in what concerns world peace. We pray that you will render great service to your country, for which we renew our best wishes for prosperity and harmonious development.

To Her Majesty Queen Elizabeth, in whose name you have presented your letters of credence, go our respectful greetings; we ask Your Excellency to reiterate to the Right Honourable Prime Minister the expression of our deferential esteem. Upon yourself, your family and the beloved Canadian people we invoke in abundance the blessing of God.

Canada's Post-War Relief to Nigeria

ON March 22, the motor vessel *Sir John Crosbie* arrived at the busy harbour of Lagos with a cargo of relief supplies sent to Nigeria by the Government of Canada. The ship was soon unloaded and the relief supplies, consisting of 40 trucks, more than 20,000 blankets and ten feeding-stations, were turned over to the Nigerian authorities for use in those areas of the country affected by the recent civil war.

The dispatch of this cargo was only one of a number of steps taken by the Canadian Government to help Nigeria and its people in the weeks that followed the sudden end of the civil war. The fighting ceased on the weekend of January 10-11, when the rebel forces capitulated. Four days later, on January 15, the rebel authorities declared that the Republic of Biafra had ceased to exist and that they accepted the authority of the Federal Military Government (FMG). As a result, the FMG faced the task of providing food and medical supplies to millions in the eastern part of the country. Major-General Yakubu Gowon, head



The High Commissioner for Canada in Lagos, Mr. Paul Malone, turns over the first shipment of Canadian medical supplies to Mr. Donald Shephard, a fellow-countryman in charge of the pharmacy stores of the International Committee of the Red Cross in the Nigerian capital.



Part of the consignment of International Harvester 5-ton trucks donated by the Canadian Government to the Nigerian Government for relief work.

of the FMG, declared that this was a task for Nigerians but indicated that assistance from certain foreign countries and international agencies would be welcome.

Canada Offers Help

On January 15, Prime Minister Trudeau sent a message to General Gowon in which he told the Nigerian leader of Canada's willingness to provide emergency relief. A team of government officials was sent to Lagos to assist the Canadian High Commissioner, Mr. Paul Malone, in assessing how best Canada could help. Major-General Arthur Wrinch, the National Commissioner of the Canadian Red Cross Society, was also asked by the Secretary of State for External Affairs, the Honourable Mitchell Sharp, to go to Nigeria to give the team the benefit of his wide and valuable experience. Following discussions with the Nigerian authorities in Lagos, a number of specific requests were submitted to Canada, and arrangements were rapidly made to meet them. Large quantities of medical supplies and four emergency hospital units were assembled and flown to Lagos in four DC-8 aircraft chartered from Air Canada. The first plane to leave made the journey from Montreal to Lagos non-stop — a flight that is believed to be a historic « first ». This Canadian aircraft was the second to arrive at Lagos airport from abroad since the end of the war carrying relief supplies.

The Canadian Government also decided on a number of other measures. On January 14, Mr. Sharp announced a grant of \$200,000 to the United Nations

Children's Fund to help it continue its program in Nigeria. Other contributions had been decided on earlier, including \$500,000 for the Nigerian Red Cross and \$250,000 for the International Committee for the Red Cross. A sum of \$500,000 donated to the Nigerian Rehabilitation Commission was used to purchase the trucks carried by the *Sir John Crosbie*.

As a result of the discussions in Lagos, it also became clear that another acceptable form of Canadian assistance would be money to help civilians re-establish themselves; the Government gave \$75,000 to the Nigerian authorities for this purpose. This money is being used to buy farm implements and seedlings for distribution to those affected by the war in the states in the eastern part of the country.

Since Nigeria became independent in 1960, it has been an important recipient of Canadian economic development assistance. The ending of the war will enable the Canadian aid program to go ahead with new vigour at a time when Nigeria faces not only long-standing problems associated with economic development but also new ones of reconstruction and rehabilitation resulting from a long civil war.

Canadian Aid to El Salvador

PRESIDENT Fidel Sanchez Hernandez of El Salvador participated on March 7, 1970 in the ceremonies that marked the completion of the first stage of expansion of the port of Acajutla.

Following a loan agreement that was signed in May 1966, Canada provided, through the Inter-American Development Bank, \$3.24 million for the extension



President Fidel Sanchez Hernandez of El Salvador cuts the tape to open the first section of the expanded facilities of the port of Acajutla made possible by a loan from Canada. Holding the tape on the President's right is the Canadian Ambassador, Mr. D. W. Munro; to the left of Mr. Sanchez is Dr. Gregorio Guardado, President of the Legislative Assembly of El Salvador.

of the existing dock, the installation of bulk loading and unloading equipment, the construction of a bulk warehouse, and harbour dredging.

The project, which is of importance to El Salvador and the region, is part of the country's program for the improvement of port facilities in order to keep pace with the expected increase in port traffic.

Further Canadian assistance totalling \$2 million has been granted for the construction of a breakwater at Acajutla to increase the security of the existing wharves and improve the operating efficiency of the port.

CONFERENCES

UNESCO Executive Board: Paris, May 4 - June 19

Sixth International Mining Congress: Madrid, June 1-6

International Conference on Public Education, thirty-second session: Geneva, July 1-9

ECOSOC, forty-ninth session: Geneva, July 9 - August 5

World Youth Assembly: New York, July 9 - August 17

UNCTAD, Trade and Development Board, tenth session: Geneva, August 25 - September 18

UNESCO, sixteenth general conference: Paris, October 12 - November 10

Seventh Conference of Commonwealth Statisticians: New Delhi, November 16-27

World Consultation on the Use of Wood in Housing: Vancouver, July 5-16, 1971

EXTERNAL AFFAIRS

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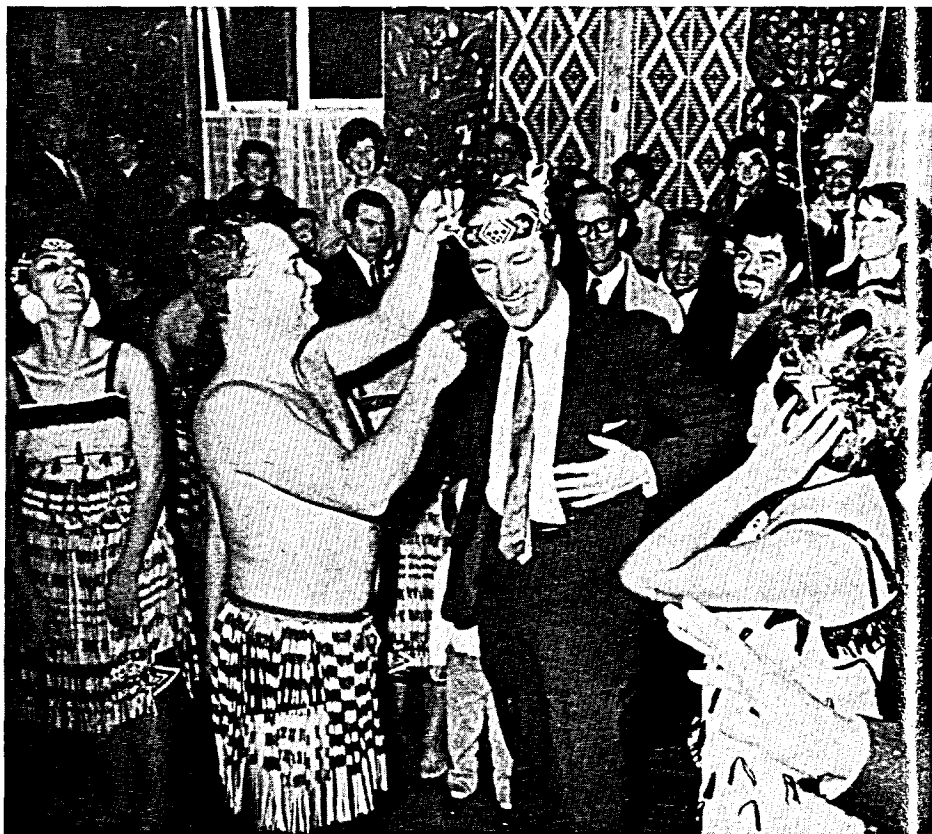
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The Prime Minister's Pacific Tour

CANADA'S increasing interest in the countries of the "Pacific Rim" was given new and important emphasis by Prime Minister Trudeau's official visits to New Zealand, Australia, Malaysia, Singapore and Japan during the latter part of May, 1970. Leaving Ottawa on May 10 in a Boeing 707 jet aircraft of the Canadian Armed Forces, the Prime Minister, accompanied by a group of Canadian journalists and officials, made a brief overnight stop at Honolulu and arrived at Ohakea, New Zealand, in the late afternoon of May 12.



Prime Minister Trudeau enters into the spirit of a Maori welcoming ceremony near Wellington, New Zealand.

New Zealand — May 12 to 15

On arrival, the Prime Minister was met by the Prime Minister of New Zealand, the Right Honourable Keith Holyoake, who accompanied him from Ohakea to Wellington, where he was greeted by assembled dignitaries and a small but enthusiastic group from the Canada-New Zealand Society. As in all the countries

he visited on the tour, the Prime Minister's New Zealand schedule was a crowded one involving talks with Government leaders, discussions with university students, a speech at a state luncheon, and the laying of a wreath (made by Canadian war veterans) at the national war memorial. The official talks covered a wide range of subjects and culminated in the signature of a protocol to the Canada-New Zealand Trade Agreement and an exchange of letters establishing a Canada-New Zealand Joint Consultative Committee, which will meet from time to time to enable Canadian and New Zealand ministers and officials to exchange views on trade and other matters of mutual interest. Mr. Trudeau also had useful discussions on problems of ecological balance and environment in the Arctic with a number of New Zealand experts who had had personal experience of similar problems in the Antarctic.

While in New Zealand, the Prime Minister announced Canada's willingness to co-operate with the University of the South Pacific in Fiji in a two-year program of development assistance, valued at \$250,000, by providing scholarships, a limited amount of equipment and two or three professors. One of the highlights of the stay in New Zealand was a visit to a Maori settlement in Lower Hutt, a city close to Wellington, where the Prime Minister was welcomed into the ceremonial house and entertained with the pageantry and folklore of the Maori people. The Prime Minister met many other New Zealanders from all walks of life at the Land and Country Exhibition at Wanganui and in the attractive city of Christchurch, where he kicked off a rugby game.

Australia — May 15 to 20

After a brief visit to a glacier near Mount Cook, the Prime Minister flew to Australia. A weekend of relaxation along the Great Barrier Reef was succeeded by a call on the Premier of New South Wales in Sydney and the unveiling of a plaque commemorating the sojourn in Australia of French-speaking and English-speaking Canadians exiled because of their role in the struggle for responsible government in Canada in the rebellions of Upper and Lower Canada in 1837-1838. (1) The inscription on the plaque, which was affixed to a cairn erected in an attractive setting in Cabarita Park in Concord, a suburb of Sydney, described the history of the event in French and English, in the following terms:

Near this spot in the Longbottom stockade fifty-eight French-speaking Canadian prisoners from the uprising of 1837-1838 in Lower Canada were incarcerated from March 11, 1840 to November 1842 before being released on ticket-of-leave and eventually pardoned to return to Canada. Their sojourn in the Paramatta River areas is recalled by the names of Exile Bay, French Bay and Canada Bay. Ninety-two English-speaking prisoners captured in Upper Canada in 1838 were similarly exiled in Van Diemen's Land.

Measures taken as a result of the uprising in Lower and Upper Canada represented significant steps in the evolution of responsible government and parliamentary democracy in Canada and Australia.

(1) These exiles will be the subject of an article that will appear in the August issue of *External Affairs*.



Mr. Trudeau receives an enthusiastic welcome on his arrival in Sydney, Australia.

This plaque was unveiled on May 18, 1970 by the Right Honourable Pierre Ellice Trudeau, Prime Minister of Canada, to mark the 130th anniversary of the landing of the Canadian exiles in Australia and to commemorate the sacrifices made by many Canadians and Australians in the evolution of self-governing, equal and free nations within the Commonwealth of Nations.

On arrival in Canberra, the Prime Minister was welcomed by the Prime Minister of Australia, the Right Honourable John Gorton, and accorded full military honours. At Canberra, in addition to wide-ranging discussions with Prime Minister Gorton and the Australian Cabinet, the Prime Minister addressed the National Press Club and a Parliamentary luncheon. In addition, he laid a Canadian wreath at the national war memorial, participated in a spirited "teach-in" at the Australian National University, planted a maple tree at the Canadian High Commission and visited other parts of Australia's beautiful capital. It was in Australia, too, that the Prime Minister announced the provision by Canada of three scholarships under the Commonwealth Scholarship Plan for Papua and New Guinea.

The talks between the two Prime Ministers and among senior Canadian and Australian officials concerned a number of topics of mutual interest, including the situation in Indochina, multilateral and bilateral trade matters, development of nuclear energy for peaceful purposes, economic assistance in the Colombo Plan area, and the desirability of closer and more extensive exchanges in future. The wide scope of the official discussions was summarized in the text of the joint communiqué issued by the two Prime Ministers at the conclusion of the visit.

"In the course of his official visit to Australia, the Prime Minister of Canada, the Right Honourable P. E. Trudeau, met with Mr. Gorton at Parliament House this morning for official discussions and later with Cabinet Ministers in the Cabinet Room. The Australian Government expressed great pleasure at the Canadian Government's increasing interest in the Pacific and South East Asian area. The Prime Ministers' talks affirmed the importance of the closest relations between Australia and Canada. They discussed means of fostering periodic consultations between the two governments and between Canadian and Australian ministers and officials.

"These consultations will bring under review matters of common interest affecting the two countries, including those in the economic field, international political developments, multilateral trade and economic conditions, investment and other business activity. The Prime Ministers envisaged these talks also extending to matters relating to cultural exchanges, communications, science, technology and civil aviation. Whilst there would be no fixed timetable for regular meetings, it was expected that these discussions would take place either between ministers or officials not less frequently than every two years, alternately in Ottawa and Canberra.

"The course of recent events in Cambodia and the Djakarta Conference, including the call for the reactivation of the ICC, were brought under review in the course of a discussion of world trends. (Mr. Trudeau noted that if the ICC were reactivated it would be essential to have its functions clearly defined and effectively supported.) The importance of foreign aid to the stability and the welfare of developing nations and the scope for the development of Australian and Canadian aid programs in the region were discussed.

"The discussions in Ottawa between exporter members of the International Grains Agreement on May 4 and 5 and the problems likely to arise from Britain's negotiations to enter the EEC were reviewed. Mr. Trudeau reviewed the development of Canada's nuclear power program and its role in the country's economic and industrial future.

"The visit of Mr. Trudeau, following upon Mr. Gorton's official visit to Canada last year, symbolized the essential quality of the historic and friendly relationship of continuing exchanges on the many matters of common interest."

Overflight of Indonesia

After the ceremonial departure from Canberra on May 20 and a short tour of Darwin, where the aircraft stopped for refueling, the Prime Minister proceeded to Malaysia. During his flight over Indonesia, Mr. Trudeau sent the following message by radio to President Suharto:

As I fly above your beautiful and vigorous country, I wish to send to you and your people my sincere good wishes and those of all Canadians. I regret that I am unable to visit Indonesia on this trip as I regret your inability to accept this year my invitation to you to visit Canada. I hope we shall meet soon. In the meantime, may I say how much

I admire your Government's recent initiatives designed to bring hostilities to a conclusion in Southeast Asia? I assure you that the Canadian Government is anxious to do all it can to co-operate in an effective and useful fashion in these endeavours.

Malaysia — May 20 to 22

At Kuala Lumpur, the Prime Minister was greeted by the Prime Minister of Malaysia, Tunku Abdul Rahman, Malaysian dignitaries and members of the Canadian community, all of whom were undeterred by the short tropical shower that had started just before Mr. Trudeau arrived. On the first evening, he attended a reception to meet other members of the Canadian community. On the next day, after laying a wreath at the very impressive national monument, Mr. Trudeau put on jungle boots and a bush-shirt and travelled by helicopter to the Jengka Triangle to see at first hand a joint Malaysian-Canadian operation established to clear a jungle area for a resettlement project. Later, the Prime Minister engaged in a lively discussion with students at the University of Malaysia and attended a performance of *sepa raga*, a popular traditional Malaysian sport.



In the Jengka Triangle, Mr. Trudeau operates a log-skidder owned by a British Columbia firm that is helping to clear the dense Malaysian jungle.

As in New Zealand and Australia, Mr. Trudeau engaged in wide-ranging talks with the Malaysian Prime Minister and Cabinet, and he signed two development-assistance agreements. Funds made available under these agreements include \$2.87 million for the Pahang Tenggara land-development scheme and \$500,000

for an appropriate feasibility study. He also announced Canadian willingness to participate in a water-power project at Temengor on the Perak river up to an amount of \$50 million (\$150 million Malaysian), to pay off-shore procurement and foreign-exchange costs. Official discussions in Malaysia focused on the situation in Indochina, the conference just concluded in Djakarta and developments in Cambodia. During the formal dinner given by the Prime Minister of Malaysia, Mr. Trudeau said:

... Sir, may I congratulate your Government for the initiative it has taken in conjunction with Indonesia and Japan in attempting to find a solution to the problems in Indochina? The Canadian Government will do anything it can to assist you in these respects if a useful effective role can be found for Canada.

Singapore — May 22-23

From Malaysia the Prime Minister went on to pay a brief but busy visit to Singapore, where he had wide-ranging discussions with Prime Minister Lee Kuan Yew. Later Mr. Trudeau accompanied Mr. Lee to a celebration in the form of a cultural show held in the latter's constituency, which provided Mr. Trudeau with an opportunity to meet a number of citizens of Singapore in



Prime Minister Lee Kuan Yew of Singapore greets Prime Minister Trudeau on May 22.

an informal setting. Later the two Prime Ministers visited a low-cost housing development. On the following day, arrangements were made for Prime Minister Trudeau to visit the Jurong Industrial Estates, a complex that has a large number of industrial plants, including oil refineries, and to make a tour of Singapore's important and thriving harbour. At a press conference held before his departure for Hong Kong, Prime Minister Trudeau stated that his discussions

with Prime Minister Lee had concentrated mainly on international problems, particularly those affecting the Pacific area and Southeast Asia. In this context, he expressed admiration for Prime Minister Lee's knowledge of the forces at play in the area and the forthright way in which he expressed his views.



Mr. Trudeau lays a wreath at the foot of the memorial to Canadian dead of the Second World War in Hong Kong's Sai Wan Bay War Cemetery.

Hong Kong

The Prime Minister's stopover in Hong Kong was essentially a private one and provided a brief opportunity to rest from the heavy schedule that he had been following. Nevertheless, he took time to visit the Sai Wan Bay War Cemetery, where he laid a wreath in honour of the 558 members of the Royal Rifles of Canada and the Winnipeg Grenadiers who lost their lives during the Second World War in the defence of Hong Kong or who had died in captivity. The Prime Minister also met members of the Hong Kong Canadian community and paid a brief courtesy call on the Governor, Sir David Trench.

Japan — May 25 to 29

On arrival in Japan, the Prime Minister was the guest of honour at a formal dinner given by Prime Minister Eisaku Sato. The following morning the Prime Minister had an audience with the Emperor and met with Prime Minister Sato for consultations before departing for Osaka. The discussion with Prime Minister Sato focused on questions relating to Canada's rapidly-expanding economic relations with Japan, development in Southeast Asia and Canadian policy toward countries of the Pacific, including the People's Republic of China.

The Prime Minister visited Osaka for the purpose of taking part in the celebration of "Canada Day" on May 27 at Expo 70. Following a visit to the outstanding Canadian pavilion, Mr. Trudeau delivered the opening address at the Canada Day ceremonies, during which he emphasized the importance to Canada of Japan and other countries of the Pacific by describing them as Canada's "New West". The Prime Minister then viewed the exciting special performances of Les Feux Follets, the folk-singers Ian and Sylvia, and Estienne Gymnasts from Toronto, and attended the RCMP Musical Ride. These special ceremonies were telecast "live" to Canada by satellite on the network of the Canadian Broadcasting Corporation. Visits to the pavilions of Ontario, Quebec, British Columbia and Japan followed, after which the Prime Minister attended the special Canada Day reception given by Commissioner-General Patrick Reid. The next day he visited Canadian naval vessels that were paying a goodwill visit to Japan, toured a number of other national pavilions at Expo and then proceeded to Japan's historic former capital, Kyoto. On his return to Tokyo, the Prime Minister toured an important Japanese steel mill that is a major consumer of Canadian coal, had lunch with top Japanese business leaders, met members of the Canadian community, attended a "little league" baseball game organized for Japanese school-children in the grounds of the Canadian Embassy, visited a *judo* hall, where he was awarded an honorary black belt (the Prime Minister had already earned his brown belt), and watched a performance of *kendo* (Japanese fencing).

The basic object of the Prime Minister's tour of the countries of the "Pacific Rim" was threefold: to emphasize to the governments and peoples of these countries Canada's increasing interest in the affairs of the Pacific; to obtain,



At the giant NKK steel plant at Kawasaki, Japan, Mr. Trudeau shovels Canadian coal.

through the personal contact afforded with government leaders, officials, students and people from all walks of life, a better appreciation and understanding of their views; and to focus the attention of the Canadian public on the countries of the "Pacific Rim" and the important relations they have with Canada in the form of historic and cultural ties, opportunities for trade and investment, and co-operative efforts for peace and economic and social development. The Prime Minister summed up his impressions of the tour in a statement to Parliament on June 1 in the following terms:

"In the dozen countries which might be said to form the Asian and Australian 'rim' of the Pacific basin, there live more than a billion persons — a billion persons with increasing expectations of a better life, a billion persons desiring to participate more fully in the economic advantages available to so many people elsewhere in the world. As a country on the eastern shore of the Pacific, Canada must be aware of the aspirations and interests of these people.

"I am happy to report to the House that, in the five countries of this group which I visited on my recent trip, the name of Canada is well respected. There is evident in those places a sincere friendship for Canada and Canadians of which we can all be proud.

"I hope, as a result of visits such as this, that those bonds of friendship can be strengthened and that the community of interest shared by the Pacific nations can be increased. Canadian interest in the Pacific is not, of course, of recent origin. It is perhaps not widely enough known that Canada's mission in Tokyo was opened in 1929, at a time when we had missions in only three other countries: the United Kingdom, the United States and France. In 1970, however, when Canadian trade with Japan and Australia is assuming major proportions, at a time when our regional economic assistance programs are proving their value, and at a time when some at least of those countries are requesting Canada to continue its participation in peace observation activities, we must increase our awareness of this important area of the world.

"Canada's presence in Asia is well established this summer by means of the brilliant Canadian participation at Expo 70. The Canadian pavilion and those of Ontario, Quebec and British Columbia are outstanding successes and among the most popular there. Their emphasis on the youthful and dynamic character of Canadian society have drawn an enthusiastic response from the Japanese fairgoers. This presence, plus the less obvious but more widespread influence of Expo 67 which is reflected in the organization of the Osaka fair, are matters of deep pride to me and, I am sure, to all Canadians. The Japanese officials are very forthcoming in their praise of the benefits gained from our 1967 experience.

"As many of my predecessors in this office have found, a trip to other countries permits a Prime Minister to demonstrate with some emphasis Canada's interests in the area visited and to probe in some depth the attitudes and preoccupations of government leaders in those places.

"On this occasion I was able to speak with five different prime ministers and ask them of their views about the Indochina war and the role, if any, which Canada might usefully play there; of their attitude towards China and the intentions of the Canadian Government to recognize as *de jure* the Government of Peking; of their suggestions for the most effective way to increase multilateral trade. In these respects we were told in both New Zealand and Australia of the active desire of those governments to engage in regular meetings of ministers and officials to discuss these and other matters. We were made aware by Prime Ministers Holyoake and Gorton of the sense of responsibility which they feel toward the countries of Southeast Asia, as evidenced by their aid programs, by the participation of New Zealand and Australian troops in Vietnam, and the presence of New Zealand and Australian ministers at the Djakarta conference.

"In those two countries, as well as in Malaysia and Singapore, I was impressed with the deep belief which was held in the importance both of the United Nations and the Commonwealth. Without question, the common ground occupied by those states which are members of the Commonwealth permits almost automatically an exchange of views among their representatives which is at least as friendly and as frank as, and in most cases more so than, is possible

between any countries anywhere.

"In Japan we were impressed with the throbbing economy; an economy in which actual productivity far outstrips the real growth in GNP in this country; an economy which has reached the point where restrictions on the import both of investment capital and a number of manufactured items are expected to be progressively relaxed in the period ahead.

"The visits to the five countries offered an opportunity to discuss matters for special Canadian concern. We were able, for example, to explain in some detail the nature of Canada's Arctic legislation and the circumstances which led to its introduction. Because Australia will be receiving tenders later this month for the construction of a nuclear-powered steam-generating plant, there was an opportunity to represent to the Australian Cabinet the advantages of the Canadian natural-fuel CANDU reactor. Agricultural problems occupied a considerable portion of the discussions in both New Zealand and Australia, where dairy products and wheat form important segments of the economy, while Canadian textile policies attracted keen and, I think, understanding, interest in Malaysia, Singapore and Japan. The implications for the trade of each of our countries of the possible entry of Britain into the European Common Market were also discussed, especially in Australia and New Zealand, and will no doubt be the subject of further discussions in the months ahead.

"It is difficult in the short term to measure with any accuracy the value of such a trip. Perhaps the only thing that can be said for certain is that Canada would lose opportunities for increased trade and influence were such trips not to take place on occasion. I sense, however, additional positive gains. For myself as Prime Minister, I have had the invaluable experience of listening to the views of important world leaders both on their own regional problems and on their relations with Canada. This in turn has given the Canadian Government the opportunity to make its views better known in matters of mutual concern. Several important agreements were signed and markets of great value, especially to Western Canada, were explored.

"But perhaps of more importance than either is the opportunity which has been given to hundreds of thousands of persons in the Pacific countries to learn something of Canada and Canadians through the publicity given in their homes on the occasion of this visit, and the opportunity given to Canadians to see something of their Pacific neighbours through the eyes of the newsmen who accompanied me on the tour and who were so painstaking in their coverage of all official activities. If nothing more were to be achieved than this educational experience, an experience which leads to tolerance and understanding, then the trip could well be regarded as worthwhile. . . .

Canada is well represented abroad. I particularly wish to express my appreciation and admiration, and that of those who were with me, for the skill of the members of the Canadian Armed Forces who carried our party with safety and punctuality throughout a very demanding itinerary. . . ."

A Foreign Policy for Canadians

THE Secretary of State for External Affairs, the Honourable Mitchell Sharp, tabled in the House of Commons on June 25 a series of papers under the general title *Foreign Policy for Canadians*. These papers presented the results of a special review of foreign policy announced by the Prime Minister in May 1968.

The Government's approach to foreign policy is explained in the general paper. Five sector papers, on Europe, Latin America, the Pacific, the United Nations and international development, deal in more detail with Canadian policy in these areas.

It is a basic assumption of these papers that Canadian foreign policy has not been static since the Second World War, but has been adjusting to a changing world and to Canada's changing needs. However, an empirical process of adjustment cannot be continued indefinitely. A time comes when policy must be comprehensively examined and renewed.

The papers present, in essence, the results of the special review of foreign policy carried out by the Government. They show the main contours of Canada's external policies and suggest how they are being reshaped to meet the challenges and opportunities offered by a rapidly-changing world. In some cases the papers present policy decisions taken by the Government, such as to increase the proportion of national income to be spent on international development assistance, to develop closer relations with the nations of the Pacific, and to play a larger part in the Inter-American System. In other cases, they offer ideas for public discussion.

General Paper

The pursuit of Canada's aims and interests in their external dimension provides the major theme of the general paper. These aims and interests must be seen in the light of the realities Canada faces in the contemporary world, foremost among which is the preponderant power and influence of the United States. The dilemma of Canada's relationship with the United States, with the advantages and difficulties it presents, underlies much of the discussion throughout the general paper and is returned to frequently in the sector papers. A forecast of prospective power relationships and conflicts in the seventies, set out in Chapter IV, suggests that the United States will continue to hold a dominant position among Western nations and that the relative stability of the last 20 years is likely to continue, since both the United States and the Soviet Union seem convinced of the need to avoid nuclear war. Within the terms of this general statement, the paper outlines the dynamic changes that are taking place

in the power relationships within the two blocs and between them, and the potentially disruptive effect of the emergence of China as a major power. The continuing effect of conflicts such as those in the Middle East and Indochina is discussed, as is the development of a sense of unity and identity among the Latin American nations and among many of the nations of the Pacific basin.

The rapid changes in today's world, the complexity of relationships and the kaleidoscopic context in which foreign policy aims are pursued necessitated a thorough examination of fundamental assumptions and the systematic consideration of policy in a comprehensive conceptual framework. This framework developed as the review proceeded. Simply stated, the Government concluded that national aims and interests should be seen in terms of six policy themes:

- (1) Fostering economic growth
- (2) Safeguarding sovereignty and independence
- (3) Working for peace and security
- (4) Promoting social justice
- (5) Enhancing the quality of life
- (6) Ensuring a harmonious natural environment.

Looking at basic national aims in terms of these policy themes, the Government decided that the foreign policy pattern for the seventies should be based on a ranking that gives relatively higher priorities to economic growth, social justice and quality of life. This does not mean that the other policy themes would or could be neglected. The question is one of priority. International or domestic developments could bring about urgent and radical readjustments of these priorities.

The paper records the Government's decision to reorganize Canada's representation abroad in the light of the new conditions of the seventies to make it fully effective in the pursuit of Canada's aims and interests.

In considering this paper, Canadians will be asking themselves what kind of Canada they want in what kind of world. They will be thinking about such questions because Canada's foreign policy must in the end depend on what kind of country Canadians think Canada is, or should be in the coming decade.

The Pacific

The Government's intention to enlarge its interests and activities in the Pacific was made known from the outset of the policy review. The Pacific sector study is largely concerned with ways and means of doing this effectively. The study notes measures already taken by the Government, such as the opening of negotiations with Peking for the establishment of diplomatic relations, and outlines future intentions for increased aid and development assistance.

A major emphasis is on the prospects for the expansion of trade relations. The Pacific area is Canada's third-largest market and third-largest supplier. With a vast and varied potential, it offers great challenges and opportunities for the growth of trade and investment. Western Canada enjoys a favoured position

in this economic exchange. Of the 54 principal Canadian commodities selling in Japan, for example, no fewer than 48 are of Western Canadian origin.

Latin America

The Government has stated its intention that Canada shall accept its full responsibility as a part of the western hemisphere and as an American nation. This paper examines the means whereby this responsibility should be discharged. It sets out the Government's option — to undertake a set of co-ordinated programs designed to strengthen systematically Canadian links with the Latin American countries, and to play a larger part in the Inter-American System, without becoming a full member of the Organization of American States in the immediate future. A series of programs for the strengthening of bilateral ties with Latin American countries is set out in Chapter IV. These include increased development assistance, incentives for greater trade and investment and enlarged technical, scientific and educational exchanges. Canada's relationship to the Organization of American States is discussed in Chapter III.

Europe

The expansion of Canada's activities in the Pacific and Latin America does not imply any lessening of Canada's traditional and active involvement in Europe. Canada values as never before its relationship with the Western European nations in cultural and scientific exchanges, collective security, trade and investment, as a source of skilled immigrants and as a counterbalance to the predominant power and influence of the United States. The dynamic changes in Europe, both Eastern and Western, present challenges and opportunities that must be met if full advantage is to be taken of Canada's historical connections with Europe.

International Development

In this paper the Government acknowledges that international development is a long-term commitment requiring a steady and increasing flow of resources. To provide this stability and to recognize the priority of the development-assistance program, the Government will endeavour to increase each year the percentage of national income allocated to official development assistance. In the fiscal year 1971-72 the level of official development assistance will be increased by \$60 million from the level of \$364 million in the fiscal year 1970-71.

United Nations

This paper indicates the major objectives Canada will be pursuing at the United Nations. They include some that are long-standing in Canadian foreign policy such as working to stop the arms race, promoting peacekeeping and peacemaking, contributing to the progressive development of international law. Others have to do with international issues of more recent origin — the peaceful uses of

satellite systems, co-operation in the use of the seabed, measures to prevent deterioration in the human environment. The inclusion of southern African questions emphasizes their importance to the future of the United Nations. The two great functions of the United Nations — to keep the peace and to improve the conditions of life on earth — call for a strengthened and renewed organization. With other nations Canada will continue to work toward this end.



Canada was among the 19 countries represented at the twenty-second session of the Conference of Education Ministers of French-speaking Countries, held in Paris from April 7 to 10, 1970.

The Canadian delegation included representatives of four provinces and a number of federal officials. The photograph above was taken on the first day of the session, and shows (right to left) Mr. Yves Martin, Deputy Minister of Education of Quebec and chairman of the delegation; Mr. Armand Saintonge, Deputy Minister of Education of New Brunswick and vice-chairman of the delegation; Mr. Mark Laratt-Smith, Special Adviser to the Prime Minister of Ontario; and Mr. Gerald Backland, of Manitoba's Federal-Provincial Relations Secretariat.

For more than ten years, the Conference has been meeting twice annually to discuss educational problems in French-speaking Africa. At the last session, the ministers gave special attention to technical and vocational teaching and adult education.

The Canadian delegation took advantage of the opportunity provided by the Conference to meet with most of the African delegations in order to examine the question of increasing the number of Canadian teachers to be assigned to French-speaking African countries for the next academic year. Both sides found these sessions useful and productive.

Visit by Mr. Sharp to Yugoslavia and Romania

AFTER taking part in the spring NATO ministerial meeting in Rome, the Secretary of State for External Affairs, the Honourable Mitchell Sharp, paid official visits to Yugoslavia from May 28 to June 1 and to Romania from June 1 to 3. In Yugoslavia, Mr. Sharp was the guest of Foreign Minister Mirko Tepavac, with whom he covered a wide range of both international and bilateral questions, the latter having become more numerous and important in recent years with the favourable development of relations between the two countries. In welcoming Mr. Sharp to Yugoslavia, the Foreign Minister had noted this progress with pleasure:

In our mutual relations we proceed from matters that link us and there are many of them. We may have different opinions and appraisals about individual issues in international relations but not only should this not be, and is not, an obstacle to the development of good relations, but it is actually a natural thing in relations between states which have peaceful objectives. We view with confidence the future of relations between Yugoslavia and Canada, convinced that this visit of yours will also greatly contribute to it.

Mr. Sharp also met with Prime Minister Ribicic and was received by President Tito. His discussions with Marshal Tito covered a number of international prob-



Canada's Secretary of State for External Affairs, the Honourable Mitchell Sharp (right) shakes hands during his visit to Yugoslavia with President Tito.

lems, but focused principally on the Middle East, long an area of concern to both Canada and Yugoslavia.

Apart from the full official schedule in Belgrade, Mr. Sharp and the Canadian party spent part of the weekend on the Dalmatian coast, where more and more Canadians are holidaying each year. According to the Yugoslav authorities, some 32,000 Canadians visited Yugoslavia last year, while more than 10,000 Yugoslavs visited Canada, a very concrete demonstration of closer relations.

A record of the formal talks in Yugoslavia was set out in a joint communiqué issued to the press after the visit, the text of which follows:

"At the invitation of the Secretary of State for Foreign Affairs of the Socialist Federal Republic of Yugoslavia, Mr. Mirko Tepavac, the Secretary of State for External Affairs of Canada, Mr. Mitchell Sharp, paid an official visit to Yugoslavia from May 28 to June 1, 1970. Mr. Sharp was received by the President of the Socialist Federal Republic of Yugoslavia. The Secretary of State for External Affairs was also received by the President of the Federal Executive Council, Mr. M. Ribicic.

"During the visit talks were held in a friendly and constructive atmosphere on the current international situation and on the state of relations between the two countries.

"The two Secretaries of State reviewed events in a number of areas of the world of mutual concern, including Europe, the Mideast and Asia. Particular importance was attached to the questions of security and co-operation in Europe. The hope was expressed that further progress would be made with the various multilateral and bilateral discussions already under way and also with expanded and intensified contacts looking toward a conference or conferences on European security and co-operation.

"While there were naturally some differences of view, the two sides agreed on the necessity of intensifying efforts to find equitable political solutions for the conflicts that pose threats to international peace. In this context, stress was laid on the right of all countries to play an active role on the basis of the principles of independence and sovereign equality, free from interference in their internal affairs.

"The two sides, recognizing the importance of the United Nations for safeguarding and strengthening world peace and security and fostering conditions for wider co-operation among peoples, expressed the hope that the twenty-fifth anniversary of the world organization would promote these aims.

"The two Secretaries of State agreed that good relations and mutual understanding between countries such as Canada and Yugoslavia were also in the broader interest of the international community. They were glad to note the positive development of bilateral relations between the two countries in recent years. At the same time, they emphasized the desirability of expanding co-operation and exchanges in as many fields as possible, and agreed that further efforts should be made particularly with respect to trade, consular matters and political consultations.

"Mr. Sharp extended a warm invitation to Mr. Tepavac to visit Canada at a mutually convenient time and Mr. Tepavac accepted with pleasure."

On to Bucharest

Following the Yugoslav visit, the Secretary of State flew to Bucharest. There Mr. Sharp was the official guest of Foreign Minister Corneliu Manescu. He was also received by the Head of State, Nicolae Ceausescu, and had a long and wide-ranging exchange of views with Prime Minister Maurer. In addition to these official talks, Mr. Sharp gave an address on Canadian foreign policy to the Association for International Law and International Relations (ADIRI) in Bucharest.

Throughout the visit to Romania there was, of course, a constant awareness on both sides, Romanian and Canadian, of the devastation and distress caused by the recent floods. Mr. Sharp was able to fly over some of the inundated areas of the country and to express repeatedly in person the sympathy felt by the Canadian Government and people. The Romanians for their part made known their gratitude for the emergency assistance, both official and private, provided through the Canadian Red Cross.

At the conclusion of the visit to Romania, the following joint communiqué was issued, recording the official talks:

"At the invitation of the Minister of Foreign Affairs of the Socialist Republic of Romania, Mr. Corneliu Manescu, the Secretary of State for External Affairs of Canada, Mr. Mitchell Sharp, paid an official visit to Romania from June 1 to 3, 1970, the first such visit by a Canadian Foreign Minister. During his stay, the Secretary of State for External Affairs was received by the President of the State Council, Mr. Nicolae Ceausescu, and by the Chairman of the Council of Ministers, Mr. Ion Gheorghe Maurer, who offered a luncheon in honour of the Canadian guest.

"At the invitation of the Association of International Law and International Relations, the Canadian Minister delivered a lecture on the foreign policy of Canada.

"The Minister of Foreign Affairs of the Socialist Republic of Romania and the Secretary of State for External Affairs of Canada had an exchange of views regarding the bilateral relations between the two countries and certain international issues of common interest in Europe, Asia and the Middle East, in the United Nations and in the field of disarmament.

"The two sides expressed satisfaction with the favourable development of relations between Canada and Romania and concluded that new opportunities existed for their expansion. They agreed to continue their efforts to increase commercial exchanges, intensify technical and economic co-operation, encourage cultural, scientific and tourist exchanges and develop consular relations. They expressed their desire to conclude a new agreement to succeed the present trade agreement.

"The Canadian side expressed the sincere sympathy of the Canadian Government and people for the tragic losses suffered by Romania as a result of the disastrous floods. The Romanian side conveyed its deep gratitude for this expression of sympathy and for the assistance extended by Canada to the affected area.

"During their exchange of views on the international situation, the two Ministers reaffirmed the right of all countries, big and small, and the desire of their own countries, to contribute to the achievement of peace and co-operation in the world, according to the United Nations Charter.

"They agreed that the principles of national independence, sovereign equality, reciprocity and non-interference in domestic affairs, as well as the peaceful settlement of disputes and the non-use of force or threat of force, should be strictly observed in relations between all states.

"Discussing the situation in Europe, the two sides found that there was an increased interest in the easing of tension and for the elimination of barriers to co-operation, which offered hope that with expanded and intensified contact the way could be prepared for a successful conference or conferences on European security and co-operation.

"The two sides confirmed their desire to see the twenty-fifth anniversary of the United Nations strengthen that organization's contribution to world peace and security and to wider co-operation among peoples.

"The two Ministers were glad to note that, although their countries had different political systems, they shared many interests and objectives and that the results of the visit were positive in contributing to mutual understanding and co-operation between Canada and the Socialist Republic of Romania.

"The Minister of Foreign Affairs of the Socialist Republic of Romania accepted with pleasure the invitation to visit Canada extended by the Secretary of State for External Affairs of Canada."

Canadian Relations with Ivory Coast, Niger and Upper Volta

THE recent establishment of a Canadian Embassy in Abidjan, Ivory Coast, brought about several accreditation changes in Canada's foreign representation in West Africa. Mr. Georges Charpentier, first resident Ambassador of Canada to Ivory Coast, presented his letters of credence in Abidjan on March 11, in Niamey, Niger, on March 13, and in Ouagadougou, Upper Volta, on April 16.

Ivory Coast

More than two-thirds of the rather flat Ivory Coast terrain is covered by the luxuriant vegetation typical of equatorial countries. The rainy season lasts from the end of March to early November. In the coastal areas, a variety of tropical trees are found, including rubber and hevea; coffee, bananas, cocoa and other tropical products are grown. The city of Abidjan and its outskirts are undergoing rapid industrialization, and inland centres, such as Bouaké and Daloa, are also beginning to acquire an industrial infrastructure.

Further north, towards the border of Upper Volta, crops are more akin to those of the savanna — peanuts and cotton, for example — and the climate is suitable for cattle-raising. This region has little industry.

Ivory Coast has one large deep-sea port, at Abidjan, and is about to complete another at San Pedro, in the west, which will become a new centre of economic growth. The main cities are linked by paved roads, and a railway runs from Abidjan to Ouagadougou *via* Bouaké. A domestic airline network provides regular flights between the main centres and the capital. The country draws its electric power from two hydro-electric dams and two thermal generating stations. The completion of the Kossou Dam should make a considerable increase in the power potential of Ivory Coast. Canada contributed to the building of this dam by granting a \$4.5 million loan for a rural electrification project in the central part of the country which will draw its electricity from the dam. Abidjan has an oil refinery that supplies Ivory Coast and neighbouring states.

Nearly a quarter of the present population of Ivory Coast are foreigners from Upper Volta and Niger, and there is a large European element. Abidjan has a university, and several international organizations, including the African Development Bank, have established offices there.

Ivory Coast is a member of the Organization of African Unity, the Mauritian, Malagasy and African Common Organization and the Entente Council. The secretariat of the Council's mutual aid and loan guarantee fund is located in Abidjan. Ivory Coast took part in the Niamey Conference during which the Agency for Cultural and Technical Co-operation between French-speaking Countries was founded.

Presentation of Credentials

In a speech delivered before he handed his credentials to President Houphouët-Boigny, Mr. Charpentier emphasized the excellent relations between Canada and Ivory Coast. In this connection, he recalled the visit of the President to Expo 67, the various co-operation projects between the two countries and a visit to Ivory Coast by the travelling exhibition entitled "Visages du Canada", which President Houphouët-Boigny was to inaugurate a few days later. "On behalf of the Canadian Government", Mr. Charpentier said, "I wish to express



The newly-appointed Canadian Ambassador to Niger, Mr. Georges Charpentier, shake hands with President Hamani Diori of Niger following the presentation of Mr. Charpentier's letters of credence. To President Diori's left is Mr. Boubou Hama, President of the National Assembly of Niger.

the hope that the establishment of our Embassy marks a new stage in the development of relations between our two countries."

Replying to the Ambassador, President Houphouët-Boigny stressed the role played by Canada in the sphere of co-operation in Ivory Coast, and praised the Canadian contribution during the Second World War in the following words:

Canada is also the proud and courageous nation which, in the dramatic hours of the not-too-distant past, kept faith with its allies and committed itself wholeheartedly to the difficult fight for the dignity of man.

In closing, he added that common language and traditions would help to bring the two nations together in greater mutual understanding.

Upper Volta

Except for a mountain range in the southwest, the physical character of Upper Volta is similar to that of Ivory Coast. The climate is suited to the growing of peanuts and cotton in the southern part of the country, while livestock-raising has developed in the northern part. The staple food is millet, which is grown throughout the country. Extensive manganese deposits have been discovered near the border with Niger and Mali, and there are indications of the presence of other minerals.

Upper Volta is linked to Ivory Coast by an all-weather road and a railway, the Abidjan-Niger, which runs from Ouagadougou to Abidjan, Ivory Coast. Ouagadougou is linked to Niger by a road open all year round, and to Mali by a few tracks. A bus service shuttles between Niger and Upper Volta. The cities of Ouagadougou and Bobo-Dioulasso are also connected to Niger, Mali and Ivory Coast by various international airline companies. Upper Volta is a member of the Organization of African Unity, the Mauritian, Malagasy and African Common Organization and the Entente Council. The secretariat of the Malagasy and African Council for Higher Education has its headquarters in Ouagadougou. Upper Volta also took part in the Niamey Conference during which the Agency for Cultural and Technical Co-operation between French-speaking Countries was founded.

Long before Upper Volta became independent, many Canadian religious workers had already established themselves there. Since independence, an impressive number of volunteers from the Canadian University Service Overseas (CUSO) have been assigned to this country; they now number 28. Five Canadian teachers will be joining them for the next school-year in furtherance of co-operation between Canada and Upper Volta.

Niger

With more than two-thirds of its territory lying in the Sahara, Niger is inhabited only in its southern part. The country takes its name from the Niger River, the only navigable waterway crossing its southwestern region. The only other sizeable body of water in the country, Lake Chad, is located in its southeastern corner.

The rainy season lasts from May to September only in the arable part, whereas in the mountains of the central and northern parts of the country, where the altitude sometimes exceeds 6,000 feet, annual precipitation is negligible.

Niger grows peanuts, cotton and millet, and livestock are raised in large numbers. The nomadic tribes of the north, who roam the Sahara for part of the year, are primarily sheep-breeders.

Niger has rich mineral deposits, notably in the Air mountains, where uranium has been discovered, in the phosphate-rich areas around Tahoua, the exploitation of which is being considered, and at Say, near Niamey, where a large iron deposit was detected a number of years ago.

The only passable roads in the country are located in its southern part. The Canadian Government is currently studying the feasibility of extending as far as Lake Chad the road that runs along the border with Nigeria and now ends at Gouré. The rest of the country is criss-crossed by dirt roads that only vehicles with four-wheel drive can negotiate. Air service is provided within the country by the national airline company, Air-Niger. Niger also operates jointly with Dahomey a railway-line from Cotonou to Parakou, Dahomey, whence goods bound for Niger are dispatched by road.

On the African scene, Niger is a member of the Organization of African Unity, the Mauritian, Malagasy and African Common Organization and the Entente Council. In addition, President Diori was called upon to mediate in the border dispute between Chad and the Sudan, and was appointed a member of the OUA Advisory Committee on Nigeria.

Canada maintains excellent relations with Niger, where it has agreed to enlarge Mariama High School, an institution managed by Canadian nuns. When the mission headed by the Honourable Lionel Chevrier visited Niger in March 1968, Canada undertook to carry out airborne geological surveys, a locust and cattle-disease control project and the supply of recreational and school equipment and materials. Several other projects, including a dam on the river Niger and the "Route de l'Unité", are being studied.

Niger took part in Expo 67, during which President Diori paid Canada an official visit. He made another visit in September 1968, travelling not only to Ottawa but also to Toronto, Montreal, Quebec City, Fredericton and Winnipeg. This visit saw the signing of two important agreements on co-operation between Canada and Niger. Ambassador Charpentier's presentation of his credentials to President Diori was followed a few days later by the inauguration of the Conference of French-speaking Countries which took place in Niamey from March 11 to 20 and led to the founding of the Agency for Cultural and Technical Co-operation between French-speaking countries.

The Organization for Economic Co-operation and Development

MINISTERIAL COUNCIL MEETING 1970

"More sophisticated economic policies for the seventies" could be said to have been the main theme of the ninth annual meeting of the OECD Ministerial Council held in Paris from May 20 to 22. Thus, while agreeing that their collective economies could be confidently expected to grow by about 65 per cent in the decade ahead, the ministers were unanimous that the qualitative aspects of growth — the ways in which this new wealth should be allocated amongst desirable economic and social objectives — called for more attention in future. They looked at the growing seriousness of problems of the physical environment and resolved that the OECD should undertake major new efforts to develop coherent and co-ordinated policies for measuring and mitigating the "external diseconomies" that were so prominent a feature of modern industrialized societies. They noted with concern the inflationary situation prevalent throughout the OECD area and agreed on the paramount importance of bringing it under control. Finally, in the light of the United Nations Second Development Decade, soon to be launched, ministers reviewed their development-assistance policies and discussed ways of improving both the quantity and quality of aid to the developing countries, as well as the question of tariff preferences in favour of these countries.

The Honourable R. S. Basford, Minister of Consumer and Corporate Affairs, and the Honourable Herb Gray, Minister without Portfolio, represented Canada at the meeting, which was chaired by Mr. Valéry Giscard d'Estaing, the French Minister of Economy and Finance. This was the first meeting of the 22-nation Council at ministerial level since the new Secretary-General of the OECD, Mr. Emile van Lennep, took up his appointment in the autumn of 1969.

Economic Policies and Problems of the Environment

For several years the OECD Committee for Research Co-operation has been working on the scientific and technical aspects of environmental problems such as water and air pollution, regarding them primarily from the standpoint of resource management. Ministers noted that the OECD had thus acquired much valuable experience and directed that in future the work should be pursued in a more specifically economic context. They held it to be of great importance, and perfectly in keeping with the basic objectives of the OECD, that the Organization should begin to assess the economic and trade implications of national environmental policies and to relate such policies to economic growth objectives. They also stressed the need for a multi-disciplinary and systematic



Canadian delegation to the ninth session of the OECD Ministerial Council in Paris (left to right): Mr. R. McKinney, head of the permanent delegation of Canada to the OECD; the Honourable H. Gray, Minister without Portfolio; the Honourable R. S. Basford, Minister of Consumer and Corporate Affairs.

approach to environmental problems, in which the technical, administrative, legal and economic aspects would be integrated.

In speaking for Canada on this topic, Mr. Gray referred to some of the objectives which might be reached through concerted policies among OECD countries:

... it is increasingly clear that effective environmental policies may entail large expenditures in both the public and private sectors. On the government side, this will pose difficult decisions as to resource allocation and social choice. From the standpoint of costs in industry and competition in international trade, it would surely be agreed that the industries of countries pursuing active environmental policies should not incur cost penalties which place them at a competitive disadvantage. My Government would, therefore, hope that the basic economic calculations underlying the environmental policies of OECD countries would be developed in common and applied in common, so far as this may be possible. We in Canada will be anxious to take maximum advantage of the special competence of the OECD to provide sophisticated policy advice in this complex and relatively untested field.

Quantitative and Qualitative Objectives

The ministers noted that the growth of a real gross national product (GNP) in the OECD area as a whole of 50 per cent, set by the Ministerial Council in 1961 as a collective target for the decade of the sixties, would be attained and even surpassed. For the decade of the seventies they agreed that an increase of 65 per cent as a collective growth objective could be reasonably expected. This, however, would require at the very least the continuation of policies favourable

to growth, including full employment and the encouragement of productivity. In this context, Mr. Basford noted that the Canadian labour force had been growing faster than that of any other OECD country.

The ministers stressed that economic growth should not be regarded as an end in itself. They therefore welcomed increased emphasis on the qualitative aspects of growth and instructed the Organization in its future work to give full attention to these aspects and to the formulation of policies on the broad economic and social choices involved in the allocation of growing resources. In this connection, Mr. Basford stressed the importance of structural policies, including regional, manpower, incomes and competition policies. He said:

The Secretary-General has drawn our attention to the need for regional policies. Economic development has been uneven. Some regions within our country have progressed faster while others have fallen behind. This has given rise to regional disparities and accompanying social problems. It is for this reason that the Canadian Government attaches the greatest importance to these policies.

Mr. Basford also drew attention to the importance of the work of the OECD Committee of Experts on Restrictive Business Practices and to the newly-established Consumer Policy Committee, and urged greater progress in the Organization's work on problems posed by the multinational corporation.

Short-Term Economic Problems

The ministers noted with concern that prices in the OECD area were rising at the unacceptably fast rate of 5 per cent a year and agreed that the first priority in economic policies must be to bring price inflation under control. They considered that most countries should persevere with restrictive demand management policies already adopted and perhaps combine such policies with other measures of a structural and more selective nature. As indicated above, these include regional, incomes and manpower policies, as well as efforts to increase competition nationally and internationally. While recognizing the importance of national efforts to solve the problem of inflation, the Canadian delegation drew attention to the fact that these efforts would be substantially influenced by those of other countries in dealing with inflation. The ministers also agreed that a cumulative downturn in production and employment was not the present danger, though they recognized the need to follow the situation closely since their governments were determined to avoid such a downturn.

Co-operation with Developing Countries

The ministers considered three key issues in the strategy of co-operation with developing countries to be adopted for the Second Development Decade: aid-volume targets and possible dates for their attainment; the possibility of the progressive elimination of aid-tying; and the establishment of a generalized system of tariff preferences in favour of the developing countries.

They agreed that there was a need to increase the total amount of development assistance and also that it would be desirable to direct a larger share of it

to multilateral agencies such as the World Bank group and the United Nations Development Program, taking account of the growing capacity of these institutions to use funds effectively. They noted that several OECD member countries were already exceeding the 1 per cent of GNP target set at the Second UNCTAD Meeting in 1968 and that several others had accepted 1975 or earlier as a target date for doing so. The ministers concluded, however, that it was premature at this meeting to attempt to agree on specific targets or dates and that this could more appropriately be done closer to the next UN General Assembly.

Speaking for Canada, Mr. Gray emphasized that the volume of assistance could not be divorced from the need to improve its quality and effectiveness. The impact of aid would be increased with better organization and co-ordination of development programs, with the tailoring of the terms of lending to suit the capacities of individual recipient countries, and with efforts to mitigate any adverse effects of tying of procurement to the donor country. The meeting endorsed these views and focused its attention primarily on questions of tying. It was noted that many aspects of this subject required further intensive exploration and discussion in the Development Assistance Committee, but member countries generally indicated their willingness to seek jointly the means to relax current tying practices.

Finally, the ministers reviewed the status of the discussions which had taken place within the OECD, and in the UNCTAD between OECD countries and developing countries, with a view to the elaboration of a non-reciprocal system of tariff preferences in favour of the developing countries. They noted that much progress had been made in these discussions, but recognized that further intensive efforts were still required to reach the point where OECD countries, as the principal donors of preferences, could present concerted proposals to the UNCTAD. In general, the ministers reaffirmed the determination of their governments to implement the preferential system as soon as the necessary legislative or other sanction had been obtained. They instructed the Organization to pursue the remaining work of co-ordinating the various donor offers with all possible urgency so as to register maximum progress in time for the inauguration of the Second Development Decade this autumn.

The Second Niamey Conference

THE second international conference of countries entirely or partly French-speaking was held in Niamey, Niger, from March 16 to 20, 1970. It was attended by representatives of 27 countries, including almost all those in which French is the national or official language or is in common use. A number of private agencies interested in la Francophonie also sent observers.

Canada was represented by a strong delegation led by Mr. Gérard Pelletier, Secretary of State. Mr. Julien Chouinard, Secretary-General of the Government of Quebec and Deputy Minister of the Executive Council, was vice-chairman, and other members were Mr. Jean-Pierre Goyer, Parliamentary Secretary to the Secretary of State for External Affairs, Mr. Armand Saintonge (New Brunswick), Mr. Mark Laratt-Smith (Ontario) and Mr. Réal Tefaine (Manitoba).

The aim of the second Niamey conference was to establish an institution to be known as the Agency for Cultural and Technical Co-operation between French-speaking Countries, and this year was to see the achievement of concrete and practical solidarity between them. On March 20, 21 of the countries represented in Niamey ⁽¹⁾ signed the convention setting up the Agency. Mr. Jean-Marc Léger, the well-known Montreal journalist, was unanimously elected Secretary-General of the Agency, and declared that its aim was "essentially one of co-operation in previously unexplored fields, including both a continuing cultural dialogue between members, and multilateral technical assistance as an adjunct to bilateral co-operation". The essential purpose of the Agency, whose motto is "Égalité, Complémentarité, Solidarité", is to stimulate cultural intercourse and intensify cultural and technical co-operation among signatory states. The Agency is to be both the expression of a new solidarity and an additional factor in bringing peoples closer together through continuing social commerce. To that end, it will perform or co-ordinate work of an investigative, informational or operational nature.

The holding of the conference prompted a number of messages from Canada to Mr. Diiori Hamani, President of the Republic of Niger. Prime Minister Pierre Elliott Trudeau expressed Canada's interest in the French-speaking world in the following terms:

Canada's presence will offer you a practical demonstration of this country's profound interest in the French-speaking community and in the proposed Agency. I should like to express my heartfelt gratitude and admiration for the manner in which you initiated and guided the efforts whereby the establishment of the Agency has now been made possible. I have also been impressed by the imagination and initiative displayed by the provisional Secretariat under the direction of Mr. Jean-Marc Léger in carrying out the tasks assigned

(1) Belgium, Burundi, Cameroun, Canada, Chad, Dahomey, France, Gabon, Ivory Coast, Luxembourg, Madagascar, Mali, Mauritius, Monaco, Niger, Rwanda (initials), Senegal, Togo, Tunisia, the Republic of Vietnam and Upper Volta.



The Canadian delegation to the second Niamey conference: (in the centre) — The Honorable Gérard Pelletier, Secretary of State, chairman of the delegation; on his right, Mr. Julien Chouinard, Secretary-General of the government of Quebec and Deputy Minister of the Executive Council, vice-chairman of the delegation; and Mr. Armand Saintonge, New Brunswick Deputy Minister of Education.

to it by the first Niamey conference. I trust, Mr. President, that you will accept and communicate to those attending the conference my best wishes for the successful completion of their endeavour to endow the community of French-speaking countries with an organization befitting its international calling.

Letters from Mr. Jean-Jacques Bertrand, Prime Minister of Quebec at the time of the conference, and Mr. Louis Robichaud, Premier of New Brunswick, expressed similar thoughts. Mr. Bertrand wrote:

I am happy to note that the task to which you have devoted such efforts is almost finished. The government of Quebec wishes to associate itself fully with the Agency, to which it feels able to make an original and useful contribution.

Mr. Robichaud took this occasion to recall the visit President Diori had made to his province:

I wish to assure Your Excellency of the pleasure we derived from entertaining you in our province, and to convince you how happy we were to have an opportunity of discussing with you matters affecting the international French-speaking community.

Conscious of its ties with the other members of the French-speaking community, Canada was eager to join the Agency. Furthermore, since this country regards multilateral co-operation as an aid to progress in the modern world and wishes to shoulder such financial responsibilities as it is able to meet, Canada will contribute one-third of the Agency's budget in addition to bilateral aid to French-speaking countries.

The Agency will begin by concentrating its efforts on the production of inventories of the resources of the French-speaking world in the areas in which the Agency is active. This is an important task, for its completion will permit the establishment of broader programs in future years. The Agency will also create appropriate procedures for the widest and most rapid distribution among its members of information relating to the scientific, educational and technological fields, and make available such means of further education and retraining as study grants and exchanges between technicians, specialists and young people.

In his closing remarks to the second Niamey conference, President Hamani said:

Sincerity, patience and wisdom have been the keynotes of your successful completion of the very delicate task entrusted to you. The formal instrument that has just been signed symbolizes the success of this second conference of entirely or partially French-speaking countries, and we are all of us convinced that this success will be followed by others.

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The Kingdom of Afghanistan

CANADIANS have long been accustomed to thinking of Afghanistan as an isolated, mountainous, underdeveloped country of fierce but hospitable warriors and fine carpets. The image hasn't changed much, except that an increasing number of younger Canadians are acquainted with it as a Mecca for drug cultists, providing easy access to hashish and opium and a low cost of living in dollar terms. Several hundred Canadian citizens now visit Afghanistan each year and all too many of these "tourists" require consular assistance. Officially, however, Canada's relations with Afghanistan have made important advances. In September 1968, Canada's High Commissioner in Islamabad was accredited to the Court of Kabul and on June 4, 1970, His Excellency Abdullah Malikyar, resident in Washington, presented his letters of credence in Ottawa as Afghanistan's first Ambassador to Canada.

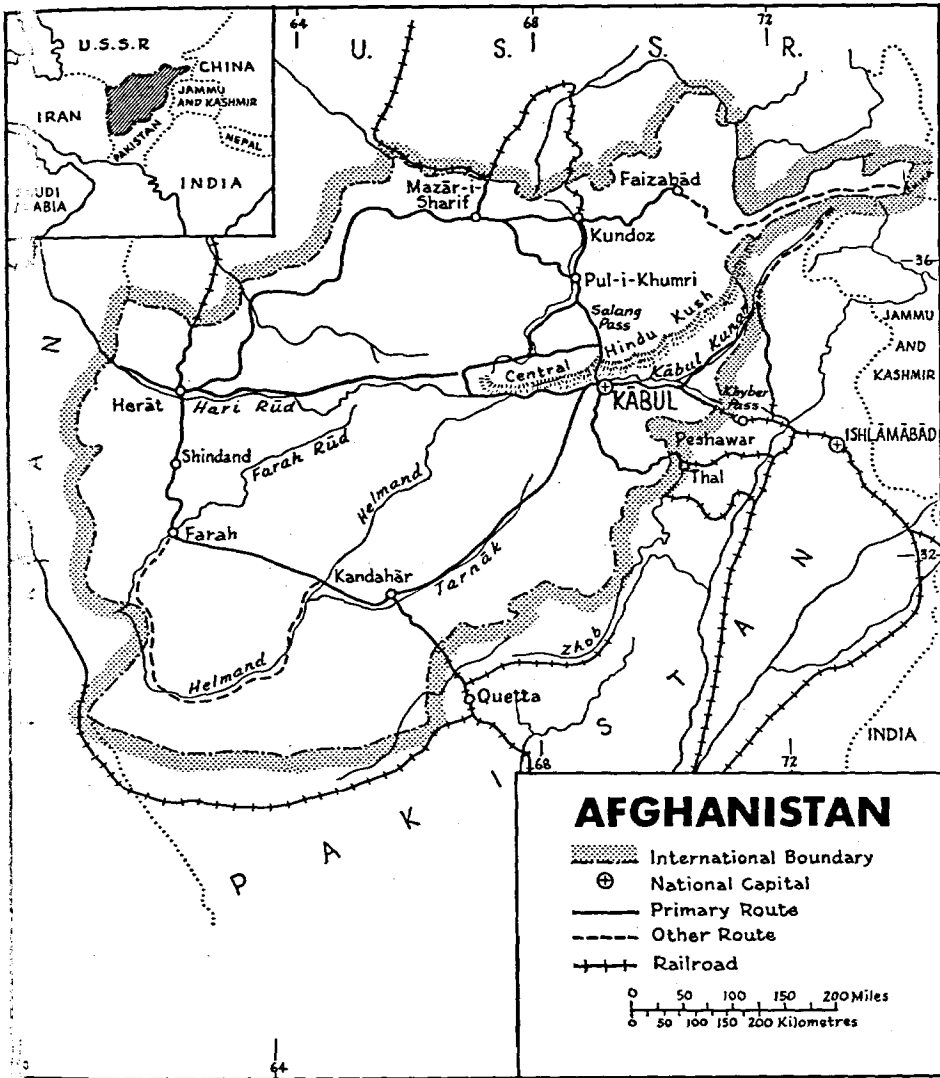
Land and People

Afghanistan is a landlocked country about 260,000 square miles in area or approximately the size of the Province of Alberta. From southwest to northeast, the country is divided by the towering ranges (up to 25,000 feet) of the Hindu Kush and the Pamirs. The generally rocky and arid terrain is interspersed with small valleys made fertile by irrigation from snow-fed mountain streams. Afghanistan's immediate neighbours are the Soviet Union, China, Iran and Pakistan. The 16,113,000 population is made up of Pathans (*Pushtun*), who constitute about 60 per cent, with substantial groups of Uzbek, Turkoman and Hazara and small numbers of other races. The principal languages are Persian (Dari) and Pushtu. Cities of major importance are the capital, Kabul (400,000), Kandahar (115,000), Herat (62,000), Mazar-i-Sharif (40,000) and Jalalabad (12,000).

Afghanistan is a Moslem country, and the Sunni sect of Islam is predominant. Religion pervades all aspects of life including legal disputes. Except for a minority of city dwellers the population is divided into clans and tribal groups that continue to follow centuries-old customs and religious practices. Ninety-two per cent of the population is illiterate.

System of Government

The 1964 constitution preserves the paramount power of the monarch but otherwise excludes the Royal Family from the conduct of government. King Mohammed Zahir Shah, who has reigned since 1933, ruled under the influence of his uncles and cousins, who held the leading government positions, until 1963, when a civilian Prime Minister assumed office and was entrusted with the introduction of a program of political and social reform.



The constitution provides for two houses of parliament. The upper (House of Elders) consists of 84 members, one-third of whom are appointed by the King, the remainder being elected directly by the people. Election of the 215-member lower (House of the People) is by direct adult suffrage. The first Government under the new constitution was elected in September 1965 but was forced to resign a few weeks later as the result of the death of two students in clashes with police. Parliament then selected a new Government, headed by Prime Minister Maiwandwal. Following his retirement due to ill health in October 1967, Nur Ahmad Etemadi became Prime Minister.

Afghanistan's gross national product is \$1.5 billion or an annual *per capita* income of \$88 (U.S.). These figures, however, do not reflect the complete

nature of the economy, since about half the country's commercial transactions are non-monetized. Although nearly 86 per cent of the population is engaged in agriculture, the country has had a food deficit since 1958. Over 50 per cent of Afghanistan's \$200-million-a-year foreign trade is with the U.S.S.R. Since 1954, the latter has provided over \$600 million in loans and grants to the Afghans. The U.S.A. has provided a little more than half this amount.

Foreign Policy

Traditionally Afghanistan has pursued a policy of neutrality in foreign affairs and has had a fair degree of success in maintaining an equilibrium in relations with the U.S., the U.S.S.R. and Communist China. Although Afghanistan has accepted very large loans and other kinds of assistance from the Soviet bloc, it also looks to the Western nations for help in fulfilling its aspirations to a higher standard of living and the maintenance of its independence. Afghan relations with Pakistan have been normal since 1963 but the Pushtunistan question (dispute over area occupied by Pathans which became part of Pakistan as a successor state to British India) remains an unresolved point of difference between the neighbouring states.

Relations with Canada

Official Canada-Afghan relations date largely from 1964, when Afghanistan joined the Colombo Plan. Because of the country's need for technical and economic assistance, and in line with its policy of accepting aid from any source (so long as no strings are attached), Afghanistan at once sought aid from Canada. So far, technical training has been provided for ten Afghan students a year under the Colombo Plan. Exchange of diplomatic accreditation grew out of these contacts.

Trade between the two countries in 1969 consisted of Canadian exports (cheese, aircraft parts and wheat) worth \$91,338 and imports from Afghanistan (karakul coats and nuts) worth \$49,185. Last year, 30 immigrants came to Canada from Afghanistan. With the establishment of full diplomatic representation, Afghans look to Canada for recognition and co-operation. Canadians in turn have acquired a challenge to learn more of Afghanistan and assist in its development.

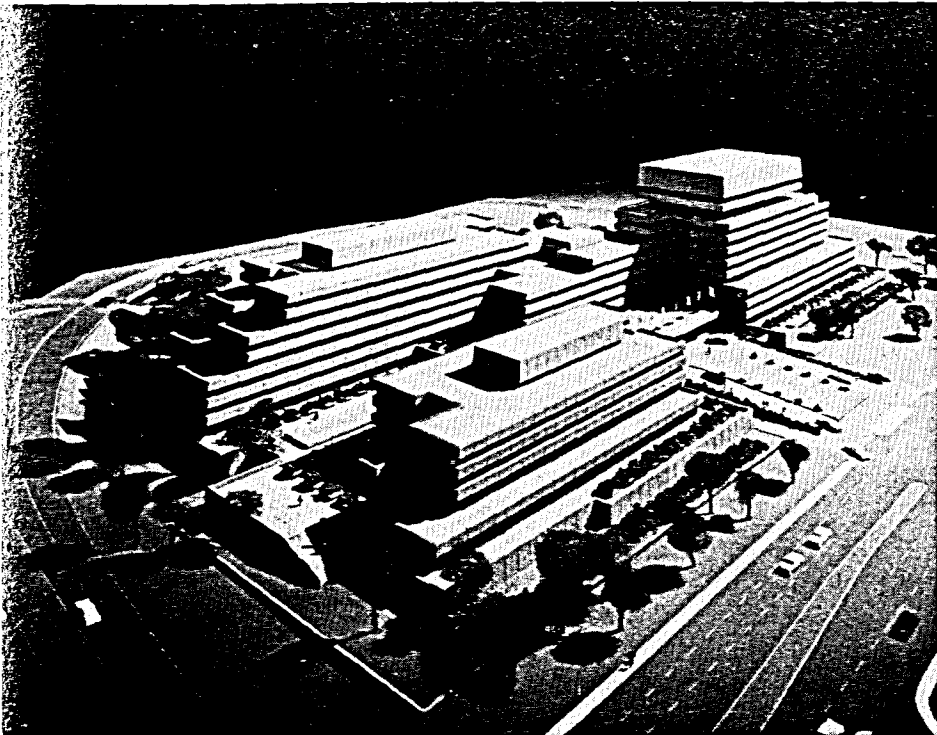
External Affairs Headquarters

THE new headquarters of the Department of External Affairs will provide a gross area of 1,080,000 square feet, including two levels of parking.

Today, when most construction projects are of the high-rise type, pointing endlessly upward, for the purpose, as the planners explain it, of maximum use of the available land, it is something of an oddity, or at least an unusual experience, to accommodate more than 1,000,000 square feet of buildings in a four-level complex, near the heart of a capital city, with the highest building a mere ten stories above ground.

In designing the complex, the architects of the project, Webb, Zerafa-Menkes, of Toronto, were inspired by the desire to instil a sense of pride into Canadians and at the same time to convey to foreign visitors an image of Canada, a young country on the threshold of its second century.

To achieve this double aim, the architects designed and conceived their project with two themes in mind: the first is apparent in the sculptural form of the complex, which provides the onlooker with a constantly varied profile, retaining a scale relation with adjacent masses and an affinity with the scale of

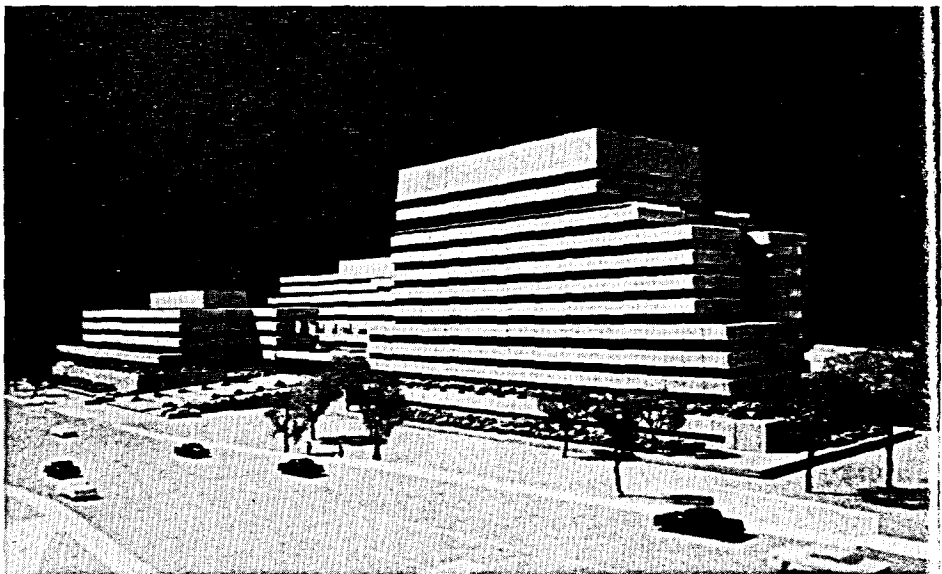


View of model of External Affairs Building, as it would be seen in panorama from the northeast.

the human being to this vast building complex; the second lies in the strong consistent and repeated horizontal lines of the exterior wall treatment, which, coupled with the soft bronze tone of the aggregates, imparts to the complex a feeling of repose, quiet dignity and simple elegance.

In short, the design of the building provides a form suitable to the site and environs and appropriate to the nature of the Department.

The distinctive building is basically horizontal and comprises four elements, or towers, scheduled to be erected in two phases. First to be built will be the ten-storey main office tower and the formal conference element. The other elements to be used for general office accommodation will be seven, five and four stories high. They are to be erected during the second phase of the construction program and are scheduled for occupancy in April 1973.



The front of the model of the headquarters building, as seen from slightly to the northwest.

The complex was designed on a 20-year projection of the needs for space of the External Affairs Department. However, the Department's present needs do not warrant occupancy of the whole building. Parts of it will be occupied on a short-term basis by other compatible government departments until complete occupancy is required by External Affairs.

The new building will be located on Sussex Drive, just east of the Macdonald-Cartier interprovincial bridge. Just across from the site is Earnscliffe, the official residence in Canada of the British High Commissioner, and next to it the National Research Council Building. Heating and cooling for the External Affairs project will come from the scheduled extension of services at NRC.

The Ottawa City Hall, on Green Island, stands a few hundred yards to the east of the project, across the west channel of the Rideau River, above the picturesque Rideau Falls.

One aspect of the project follows an unwritten tradition born of economic reasons more than a century ago in the very early days of the Bytown settlement — that all federal works make use of local stone and materials.

In the construction of the Rideau Canal, Colonel By used stones quarried from the Canada Cement property in Hull, and from numerous other quarries in the National Capital area.

The Parliament buildings, including the East Block, original headquarters of the Department of External Affairs, contain Nepean sandstone, as do the Langevin Block, the Connaught Building, the Canadian War Museum (the old Archives Building), the Royal Canadian Mint and the National Research Council Building.

In the new External Affairs Building, where the main construction element for exterior walls is precast concrete of a deep brown bronze colour, the tradition will be maintained by the use of local granite aggregates.

The bronze hue will be carried through the exterior design by deepest continuous horizontal windows of bronze solar glass, set in anodic aluminum frames of the same colour.

The main entrance lobby has been designed as the hub of the entire complex. From the main access through a landscaped driveway from Sussex Drive, a covered walkway will take the visitor to the lobby, where pedestrian traffic will be directed to the various elements of the complex. For convenience and security reasons, the building is designed so that all staff and visitors enter through the main lobby.

Visiting delegations attending international conferences can be received in the main lobby and proceed readily to the conference complex located at the same level, adjacent to the lobby.

Designed as a fully efficient element of the complex, the conference centre will not limit its use to the needs of External Affairs. Its facilities are designed to be used by other departments and agencies of the Federal Government. The main function of the centre is that of accommodating small international conferences, and warrants the installation of such facilities as simultaneous translation, special lighting for television and a complete range of audio-visual equipment.

The large cafeteria, at first-floor level, is accommodated in related areas around three sides of an open court, at the northeast end of the building. This arrangement provides pleasant surroundings and offers a panoramic view from the windows overlooking the Rideau River.

Construction has already started on the project. The Foundation Company of Canada and Janin Building and Civil Works Limited of Toronto are jointly scheduling completion of the main tower for the end of 1971. This will mean that the External Affairs Department, with services now dispersed throughout several buildings, will move into its new headquarters in the early part of 1972 — or possibly sooner. For probably the first time in the history of this department all services will be under one roof.

CONFERENCES

- International Conference on Public Education, thirty-second session: Geneva, July 1-9
- ECOSOC, forty-ninth session: Geneva, July 9 - August 5
- World Youth Assembly: New York, July 9-18
- Commonwealth Agricultural Bureaux Review Conference: London, July 17-31
- UNCTAD, Trade and Development Board, tenth session: Geneva, August 25 - September 18
- UN General Assembly, twenty-fifth session: New York, September 15
- UNESCO, sixteenth general conference: Paris, October 12 - November 10
- Seventh Conference of Commonwealth Statisticians: New Delhi, November 16-27
- World Consultation on the Use of Wood in Housing: Vancouver, July 5-16, 1971
- International Federation for Information Processing, fifth congress: Ljubljana, Yugoslavia, August 23-28, 1971

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE DEPARTMENT OF EXTERNAL AFFAIRS

- Mr. D. H. Tucker transferred from the Department of External Affairs to the Department of Consumer and Corporate Affairs, effective April 13, 1970.
- Mr. B. Rogers, Canadian Ambassador to Italy, accredited concurrently High Commissioner for Canada to Malta, effective April 29, 1970.
- Miss M. H. Francis, Canadian Embassy, Rio de Janeiro, resigned from the Department of External Affairs, effective April 30, 1970.
- Mr. A. A. Day retired from the Public Service, effective May 1, 1970.
- Mr. J. E. M. Bryson resigned from the Department of External Affairs, effective May 2, 1970.
- Mr. A. J. Andrew assigned from the University of Toronto to Ottawa, effective May 4, 1970.
- Mr. F. R. Charron resigned from the Department of External Affairs, effective May 5, 1970.
- Mr. J. C. G. Regalbutto resigned from the Department of External Affairs, effective May 5, 1970.
- Mr. M. D. Bell posted from the Office of the High Commissioner for Canada, Kingston to the Office of the High Commissioner for Canada, Port-of-Spain, effective May 6, 1970.
- Mr. P. L. K. Hahn posted from the Canadian Embassy, Madrid, to Ottawa, effective May 7, 1970.
- Miss C. J. Stock resigned from the Department of External Affairs, effective May 9, 1970.
- Mr. R. G. Hatheway posted from the Office of the Senior Trade Commissioner, Hong Kong to Ottawa, effective May 11, 1970.
- Mr. W. M. Jarvis posted from Ottawa to the Canadian Embassy, Bangkok, effective May 13, 1970.
- Miss M. J. Caskey posted from Ottawa to the Canadian Embassy, Washington, effective May 15, 1970.
- Mr. W. H. Cullen retired from the Public Service, effective May 16, 1970.
- Mr. J. M. Siegrist resigned from the Department of External Affairs, effective May 19, 1970.
- Mr. R. D. J. Tessier transferred from the Department of External Affairs, to the Department of National Health and Welfare, effective May 19, 1970.

- Mr. J. R. W. Fieldhouse posted from Ottawa to the Delegation of Canada to the International Commission for Supervision and Control in Vietnam, effective May 19, 1970.
- Mr. C. E. McGaughey, Canadian Ambassador to Israel, accredited concurrently High Commissioner to Cyprus, effective May 19, 1970.
- Mr. G.-E. Paquet seconded from Ottawa to the United Nations Development Programme for Nigeria, Lagos, effective May 19, 1970.
- Mr. K. J. Burbridge transferred from the Department of External Affairs to the Canadian Transport Commission, effective May 20, 1970.
- Mr. A. T. Chernushenko posted from the Canadian Embassy, Helsinki, to Ottawa, effective May 21, 1970.
- Mr. D. K. Hallman posted from Ottawa to the Canadian Embassy, Djakarta, effective May 25, 1970.
- Miss B. Kennedy posted from Ottawa to the Office of the High Commissioner for Canada, Dar-es-Salaam, effective May 25, 1970.
- Miss D. E. Osborne retired from the Department of External Affairs, effective May 26, 1970.
- Mr. P. Anderson seconded from Ottawa to the United Nations Development Programme for Malaysia, Kuala Lumpur, effective May 28, 1970.
- Mr. D. B. Butler posted from the Canadian Embassy, Djakarta, to Ottawa, effective May 29, 1970.
- Mr. E. D. Wilgress transferred from the Department of External Affairs to the Department of Consumer and Corporate Affairs, effective May 30, 1970.
- Mr. E. H. Fleming posted from Ottawa to the Office of the High Commissioner for Canada, Lagos, effective May 30, 1970.
- Mr. J. F. R. Mitchell, Canadian Consulate General, Chicago, transferred from the Department of External Affairs to Tariff Board, effective June 1, 1970.
- Mr. F. D. Martens posted from the Canadian Embassy, Tel Aviv, to Ottawa, effective June 2, 1970.
- Mr. G. P. Creighton resigned from the Department of External Affairs, effective June 2, 1970.
- Mr. G. Gagne, Canadian Embassy, Tunis, resigned from the Department of External Affairs, effective June 5, 1970.
- Mr. L. J. Villeneuve posted from Ottawa to the Canadian Embassy, Berne, effective June 5, 1970.
- Miss J. A. Matthews transferred from the Department of External Affairs to the Department of Manpower and Immigration, effective June 7, 1970.
- Miss V. E. Kilsby posted from the Office of the High Commissioner for Canada, Dar-es-Salaam, to Ottawa, effective June 7, 1970.
- Mr. J. E. M. Hanna posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective June 8, 1970.
- Mr. G. J. Bourdeau transferred from the Department of External Affairs to the Public Service Commission, effective June 8, 1970.
- Mr. C. R. Jess transferred from the Department of External Affairs to the Canadian International Development Agency, effective June 11, 1970.
- Mr. R. W. Davis posted from Ottawa to the Canadian Consulate General, San Francisco, effective June 12, 1970.
- Mr. G. S. Shortliffe posted from the Office of the High Commissioner for Canada, Kuala Lumpur, to Ottawa, effective June 13, 1970.
- Mr. W. R. Campbell posted from the Canadian Consulate General, New Orleans, to Ottawa, effective June 13, 1970.
- Mr. W. A. Jenkins posted from Ottawa to the Permanent Mission of Canada to the United Nations, New York, effective June 14, 1970.

- Mr. R. E. Moore posted from Ottawa to the Permanent Mission of Canada to the Office of the United Nations at Geneva, effective June 15, 1970.
- Mr. R. Palmer posted from Ottawa to the Canadian Embassy, Warsaw, effective June 15, 1970.
- Mr. J. R. D. Fowell posted from the Canadian Embassy, Belgrade, to Ottawa, effective June 15, 1970.
- Mr. J. P. Hutchingame posted from the Canadian Consulate General, Seattle, to Ottawa, effective June 15, 1970.
- Mr. W. H. Montgomery posted from the Canadian Embassy, Bangkok, to Ottawa, effective June 15, 1970.

Mr. C. Moodie, Canadian Consulate General in Seattle deceased June 13, 1970.

Mr. S. C. Daley, Administrative Services Officer, deceased June 14, 1970.

EXTERNAL AFFAIRS

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Law of the Sea ⁽¹⁾

THE law of the sea has gone through a period of rapid transformation since the 1958 and 1960 Geneva Conferences. That transformation has been especially pronounced in the last few years and the pace of developments will undoubtedly be accelerated in the near future. New uses of the sea have created new problems, and even the traditional uses of the sea have given rise to problems never foreseen when the basic rules of law were being developed. Questions which a short time ago were largely theoretical have now assumed a pressing actuality, such as, for instance, the degradation of the marine environment, military uses of the seabed and the ocean-floor, the limits of national jurisdiction over the resources of the seabed, and the regime to be established for seabed resources beyond those limits. These questions are of the greatest importance both from the international and national points of view, since they involve very comprehensive interests ranging from security concerns to economic, ecological, social, scientific and political interests. The law of the sea is, accordingly, of particularly vital concern for a country such as Canada, which has one of the longest coastlines in the world (including a number of large bodies of water that are of special significance for geographic and historical reasons), which possesses a continental shelf equal to 40 per cent of its land area, and which has important fisheries resources that are increasingly threatened with depletion by the activities of foreign fishing fleets.

The Department of External Affairs, and the Legal Division in particular, is responsible for advising the Government on issues of international law and policy in this field, and for carrying out the necessary representations and negotiations on a bilateral and multilateral basis. The following is a review of some of the more important developments with which the Department has been associated in the last year or so, as well as some of the likely developments for the immediate future.

Arctic Waters

The growing threat of marine pollution is of special concern in Arctic waters because of the greater risks involved in navigating these waters, and in the light of the scope and nature of the damage that could be inflicted upon the uniquely vulnerable Arctic environment and beyond. It was for this reason that the Canadian Government introduced the Arctic Waters Pollution Prevention Bill, which has recently received royal assent. That legislation provides for the exercise of pollution-control jurisdiction, as distinct from sovereignty,

⁽¹⁾ This article is the first of a series which will appear monthly in *External Affairs*, dealing with the work of the Legal Division of the Department of External Affairs.

by the Government of Canada in an area extending up to 100 miles from the mainland and islands of the Canadian Arctic. It represents an imaginative new approach to one of mankind's most pressing problems and for this reason it has won wide support. The legislation also reflects the views of international jurists since the principles it incorporates are very much in keeping with the resolutions adopted by the Institute of International Law at its Edinburgh session in September 1969 in connection with the prevention of accidental pollution of the seas.

Proposed Arctic Conference

The Arctic waters pollution prevention legislation has occasioned widespread interest abroad. It is known, of course, that the Government of the United States has publicly expressed its objections to this bill on the grounds that the problem of marine pollution should be dealt with by multilateral rather than unilateral action. The Canadian Government has made clear, however, that, while it intends to proceed with the implementation of the legislation, it does not consider it to be incompatible with the development of internationally accepted standards of navigation safety and pollution control in Arctic waters. Indeed, the Canadian Government is consulting and co-operating with the U.S.A. and other countries on the possibility of convening an international Arctic conference which might develop such standards to complement the protective action being taken by Canada itself under the Arctic waters pollution prevention legislation. The Government is pursuing this matter in the hope that its initiative may mark the turning point in the development of a comprehensive system of international environmental law.

Territorial Sea and Fishing Zones

A Bill to Amend the Territorial Sea and Fishing Zones Act has also recently received royal assent. The effect of this legislation is twofold: (a) It provides for the extension of Canada's territorial sea from three to 12 miles, and (b), having subsumed the former nine-mile contiguous fishing zone within the extended territorial sea, it provides for the creation, by order-in-council, of new Canadian fishing zones in areas of the sea adjacent to the coast of Canada.

The extension of Canada's territorial sea to 12 miles reflects the development of state practice since the Geneva Conferences on the Law of the Sea and particularly since the adoption of the Territorial Sea and Fishing Zones Act in 1964, during which time a sufficient number of countries have claimed a 12-mile territorial sea to establish it securely under customary international law. An important effect of the 12-mile territorial sea is that it will protect the status of the Northwest Passage as Canadian waters, as well as the Canadian position that the Passage is not an international strait under customary or conventional international law.

With respect to the fisheries provisions of the Territorial Sea and Fishing

Zones Act, the Government has indicated that it intends to establish new fishing zones by means of "fisheries closing lines" only in those areas where Canada's primary interests relate to fisheries and where Canada has historic and other claims. The Secretary of State for External Affairs and the Minister of Fisheries and Forestry have indicated that the legislation will allow the Government to complete the delimitation of Canada's exclusive fishing zones in those coastal areas where straight baselines have not so far been drawn from headland to headland, such as the Gulf of St. Lawrence, Bay of Fundy, Dixon Entrance, Hecate Strait and Queen Charlotte Sound. In effect, the legislation will permit the Government to apply in a new way the principle of separating fisheries jurisdiction from the bundle of jurisdictions that constitute sovereignty. That principle already underlies the conception of the contiguous fishing zone which has become well established under customary international law, owing in some considerable measure to the pioneering activities of Canada.

Jurisdiction of International Court of Justice

At the time of introducing the Arctic Waters Pollution Prevention Bill and the Bill to Amend the Territorial Sea and Fishing Zones Act, the Government simultaneously terminated its declaration of acceptance of the compulsory jurisdiction of the International Court of Justice and submitted a new reservation excluding disputes related to the control of marine pollution and the conservation of living resources of the sea. In his statement to the House of Commons on April 8, the Prime Minister reaffirmed that Canada strongly supported the rule of law in international affairs. He pointed out, however, that Canada was not prepared to engage in litigation with other states concerning vital issues where the law was either inadequate or non-existent and thus did not provide a firm basis for judicial decision. The Government has made clear that the new Canadian reservation applies only in respect of pollution control and the conservation of living marine resources, and that it does not apply to Canada's claim to a 12-mile territorial sea, since the Government considers that international law on the latter question is sufficiently developed to permit the Court to arrive at a judicial decision in any dispute on this matter. Canada's amended acceptance of the compulsory jurisdiction of the International Court of Justice nonetheless remains wider in scope than that of most other countries.

Other action taken by Canada in the course of 1969 with respect to the territorial sea was the establishment of a further series of straight baselines for the measurement of the territorial sea off the coasts of Nova Scotia, Vancouver Island and the Queen Charlotte Islands, following on the earlier series of straight baselines drawn along the coasts of Labrador and Newfoundland in 1967.

Geneva Convention on the Continental Shelf

On February 6, 1970, Canada submitted its Instrument of Ratification of the 1958 Geneva Convention on the Continental Shelf, with effect as of March 8,

1970. Ratification of this Convention by Canada did not represent a new departure in Canadian policy, since the Canadian Government, on numerous occasions in the past, has indicated that it viewed the Convention as representing generally-established principles of international law. Ratification of the Convention was, in effect, confirmation of the Government's policy and had been delayed for domestic rather than international reasons, pending clarification of pertinent legal and constitutional issues.

Bilateral Fisheries Negotiations

The Government has indicated that the recent amendments to the Territorial Sea and Fishing Zones Act will permit it to conclude the negotiations which were initiated in 1964 with those European countries that have so far been permitted to continue their traditional fishing activities in Canada's fishing zones. (The countries in question are Britain, France, Norway, Denmark, Italy, Spain and Portugal.)

With respect to the traditional activities of the United States in Canada's fishing zones, the Government has recently executed a Reciprocal Fishing Privileges Agreement with the United States under which the nationals of each country are allowed to continue the commercial fisheries they have carried out up to three miles from the coasts of the other country up to the present and prior to the first establishment of exclusive fishing zones by either country. In effect, the agreement formalizes the informal reciprocal fishing privileges arrangements which have existed between Canada and the U.S. since the two countries established their respective fishing zones in 1964 and 1966. During the negotiation of the agreements the underlying concern of a legal nature on the Canadian side was to work out a formula capable of ensuring that existing fishing practices would be left undisturbed while, at the same time, avoiding any prejudice to the Canadian position on the legal status of certain bodies of water. A formula was ultimately devised that managed to avoid raising the issue of jurisdiction and also avoided prejudicing the claims or positions of either side. The agreement is for a period of two years and applies only to commercial fisheries, only to the areas referred to in the instrument and only as between the two countries. It is particularly significant as tangible evidence of close co-operation between Canada and the U.S.A. on law of the sea questions.

With respect to the treaty fishing rights of the U.S. and France off the east coasts of Canada, the Government has indicated that these rights will be respected.

Continental Shelf Boundary Negotiations

Canada has not yet concluded agreements with the U.S., France or Denmark concerning the delimitation of its continental shelf boundaries with those

countries in the following regions: Gulf of Maine, Strait of Juan de Fuca, Dixon Entrance, the Beaufort Sea and the areas lying respectively between the Canadian Arctic and Greenland and Newfoundland and the islands of St. Pierre and Miquelon. Negotiations with France were initiated in 1967, and the Government has indicated its intention to resume these talks in the near future. The Government has also announced its intention to initiate continental shelf boundary discussions with the U.S. as soon as possible. Talks with Denmark will also have to be initiated in due course.

Multilateral Developments Concerning Marine Pollution

At the International Legal Conference on Oil Pollution Damage, sponsored by the Intergovernmental Maritime Consultative Organization (IMCO), which was held at Brussels in November 1969, Canada sought to obtain recognition of the paramount need for environmental preservation and the principle that the carriage of oil and other pollutants by sea was an ultra-hazardous activity that gave rise to an absolute liability to compensate in full the innocent victims of pollution damage arising from this activity.

Canada was only partially successful in securing its objectives at Brussels. The Conference did register some progress and adopted a public law convention dealing with the right of the coastal state to intervene to prevent pollution arising from a maritime incident on the high seas, as well as a related private law convention dealing with civil liability for marine pollution damage. These conventions, however, did not strike a proper balance between the interests of the flag states in unfettered rights of navigation and the fundamental interests of the coastal states in the integrity of their shores. For these reasons, the Canadian delegation abstained on the public-law convention and voted against the civil liability convention.

One important result of the Brussels Conference, for which the Canadian position was in part responsible, was the adoption of a resolution on the establishment of an International Compensation Fund to supplement the provisions of the International Convention on Civil Liability for Oil Pollution Damage. The purpose of this fund would be to provide full compensation in those cases of oil-pollution damage where there was either no liability on the part of the shipowner to pay any compensation to the victim or where the compensation from the shipowner was insufficient to repair or compensate for that damage.

The fund proposal is now under study by an IMCO working group, of which Canada is represented, and an international conference will probably be held in 1971 to consider the results of this study. In the view of the Canadian Government, the proposed conference may represent one of the last opportunities for the major maritime states to demonstrate that the threat of marine pollution can be dealt with effectively by multilateral action.

United Nations Seabed Committee

During 1969 Canada continued its active participation in the United Nations Standing Committee on the Peaceful Uses of the Seabed and the Ocean Floor beyond the Limits of National Jurisdiction. The basic questions underlying the work of the Committee are as follows:

- (a) How far does or should the national jurisdiction of coastal states extend in respect of offshore resources? (Although this question is not within the mandate of the Seabed Committee, it is nevertheless of obvious and direct importance to the work of the Committee.)
- (b) What legal regime should be developed to govern the exploration and exploitation of the resources of the area beyond the limits of national jurisdiction — that is, beyond the continental shelf?
- (c) What international machinery, if any, will be required to give effect to this legal regime?

Canada has been in the forefront of those nations pressing for the establishment of an international regime reserving the seabed beyond the limits of national jurisdiction for exclusively peaceful uses for the benefit of mankind and particularly of the developing countries. Canada has not only pressed for agreement on the basic principles to be applicable in the area beyond national jurisdiction but has also taken a particularly active role in working out concrete proposals for a resources-management system for that area, and Canada's work on these issues has been widely praised in the United Nations.

In the light of differences of view concerning the definition of the area of the seabed beyond the limits of national jurisdiction, and the consequent lack of progress in the work of the United Nations on this item, Canada last year put forward an original and far-reaching proposal to the effect that the international community might accept the principle that every ocean basin and every seabed of the world should have a percentage of all its underwater acreage reserved for the benefit of mankind. This suggestion would have the advantage of bringing within the area to be developed for the benefit of mankind a much greater proportion of the seabeds of the world than would be the case under any other approach to the definition of the area of the seabed beyond the limits of national jurisdiction.

Seabed Arms Control Treaty

The reservation of the seabed for exclusively peaceful purposes is an important aspect of the Seabed Committee's mandate, but actual negotiations on this question have been carried out in the Conference of the Committee on Disarmament (CCD) in Geneva. The mandate of the Seabed Committee is, of course, restricted to the area beyond the limits of national jurisdiction, but this restriction does not apply to the work of the CCD. Canada was the first country to call for the widest possible area of the seabed to be reserved for peaceful purposes, irrespective of the area which would eventually be defined as being beyond the

limits of national jurisdiction for the purposes of establishing an international regime for seabed resources.

In the CCD negotiations, Canada urged the following measures:

- (a) the prohibition of the widest possible range of weapons and military installations from the widest possible area of the seabed and ocean-floor;
- (b) the establishment of a broad coastal state security zone to which the proposed prohibitions would apply in full but where the coastal state and the coastal state only could undertake defensive activities; and
- (c) the elaboration of effective verification and inspection procedures to ensure compliance with the terms of the proposed treaty.

Not all these Canadian suggestions were reflected in the draft seabed arms control treaty put forward by the U.S. and U.S.S.R. at the twenty-fourth session of the United Nations General Assembly. That draft treaty was referred back to the CCD for further study in the light of the debate which took place in the twenty-fourth Assembly. Following this further study, the U.S. and the Soviet Union have tabled a revised draft treaty that incorporates a number of suggestions made in the General Assembly, including the substance of a verification article proposed by Canada.

President Nixon's Seabed Resources Proposal

A recent major development in international discussions of seabed resources has been a proposal by President Nixon that calls for an international treaty by which coastal states would renounce national claims to seabed resources beyond a water depth of 200 metres. The proposal advocates the establishment of an international regime for the exploitation of seabed resources beyond 200 metres, but would grant to the coastal state a trusteeship on behalf of the international community with respect to the resources of the seabed between the 200-metre isobath and the outer edge of the continental margin. The proposed international regime for the area beyond the continental margin would involve the establishment of agreed international machinery to authorize and regulate the exploration and use of seabed resources in that area.

Canada is actively studying this new proposal, which is to be further elaborated at the August meeting of the United Nations Seabed Committee. So far as the proposal suggests a redefinition of the limits of national jurisdiction, it should be noted that the U.S., like Canada, is a party to the 1958 Geneva Convention on the Continental Shelf, which defines the limits of national jurisdiction over seabed resources as extending to a water depth of 200 metres or beyond that point to the limits of exploitability. In the Canadian view, this exploitability test allows the coastal state exclusive sovereign rights up to the edge of the submerged continental margin (the continental shelf and slope). President Nixon's proposal appears to continue to recognize that the coastal state has special rights in the submerged continental margin since the proposal calls for coastal states to act as trustees over the resources of the margin.

beyond 200 metres. The proposal would entitle the coastal state to receive a share of the revenues from the zone in which it acts as trustee and would permit the coastal state to impose additional taxes in this area.

Scientific research into the marine environment is another field of activity which gives rise to difficult questions in connection with the law of the sea. In an attempt to find solutions to some of these problems, it has been proposed to hold an international conference, perhaps as early as next year, to adopt a convention on the legal status of ocean-data acquisition systems. The Canadian Government is studying this proposal and intends to take an active part in any international conference which may be held on this question.

Third Law of the Sea Conference

For more than two years, the Canadian Government has been engaged in consultation with a number of countries concerning the advisability of convening a third law of the sea conference, and it seems increasingly likely that such a conference may be held in the near future. The U.S. and U.S.S.R. have made a proposal in this connection that would involve negotiation of an international convention on (a) the 12-mile limit for the territorial sea and/or fishing zone, (b) the establishment of "high seas" corridors in international straits, and (c) certain limited preferential rights for coastal states in fisheries resources beyond 12 miles. At the same time, the UN Secretary-General is canvassing the views of member states on the convening of a general review conference on the law of the sea pursuant to Resolution 2574A (UNGA XXIV).

The Canadian responses to the U.S.-Soviet proposal and the Secretary-General's questionnaire will be given in the near future. In the interval, with respect to the U.S.-Soviet proposal, the Government has made clear the following basic position:

- (a) Canada agrees in principle with the proposal to codify the 12-mile limit for the territorial sea in an international convention.
- (b) Canada also agrees in principle with provision being made for freedom of passage through international straits affected by the 12-mile limit, but the Canadian Government reserves its position with respect to the application of such provisions to particular straits. In particular, the Canadian Government considers that the Northwest Passage has not acquired the status of an international strait under either customary or conventional international law.
- (c) On the question of preferential rights for coastal states in fisheries resources beyond 12 miles, Canada does not accept the notion that a coastal state's fisheries conservation and protection jurisdiction must cease at 12 miles from shore. Although new multilateral treaty provisions recognizing the special position of coastal states for fisheries resources adjacent to their shores would be a step in the right direction, such recognition must be real and substantial.

NATO Ministerial Meeting

SPRING SESSION, 1970

On May 26 and 27, 1970, the foreign ministers of the member countries of the North Atlantic Treaty Organization met in Rome. The Secretary of State for External Affairs, the Honourable Mitchell Sharp, represented Canada.

The texts follow of the communiqué and declaration issued at the conclusion of the Rome meeting, and Mr. Sharp's report of June 8 to the House of Commons on the ministerial meeting and his subsequent visits to Yugoslavia, Romania and Ireland.

Communiqué

1. The North Atlantic Council, meeting in ministerial session in Rome on May 26-27, 1970, reaffirmed that the alliance remains indispensable to the security of its members and makes possible their common search for progress towards a more stable relationship between East and West in which outstanding issues dividing Europe can be resolved.

2. Ministers again stated their determination to resolve these problems through a process of negotiation. They recognized that, for their part, this search for peace must rest upon a spirit of genuine partnership, the maintenance of the defensive strength of the alliance and the practice of full and timely consultation.

3. Ministers agreed that it will not be enough to talk of European security in the abstract. The causes of insecurity in Europe are specific, they are deeply rooted in conflicting perceptions of state interests, and their elimination will require patient endeavour. However, the allies, for their part, remain willing to negotiate, in any suitable forum, those concrete issues whose resolutions would enhance the security of Europe. The success of efforts to pursue genuine relaxation of tension will be a test of the willingness of all interested countries to deal meaningfully with real issues of security.

4. Ministers affirmed that to endure, peace must rest upon universal respect for the sovereign equality, political independence and territorial integrity of each European state, regardless of its political or social system, and for the right of its peoples to shape their own destinies, free of the threat of external intervention, coercion or constraint.

5. Ministers, recalling their earlier statements on the subject, examined and approved a report on the situation in the Mediterranean, prepared by the Council in Permanent Session, which they had requested in their meeting of December 1969. Having regard to the conclusions presented in this report.

They found reason to reiterate their concern with regard to the situation in the area. They stressed again the importance of full and frequent consultation among the allies on this question and the necessity for continued vigilance. They instructed the Council in Permanent Session to continue their close review of the developing situation in the Mediterranean and to report fully thereon to ministers.

6. At their April 1969 meeting in Washington, ministers agreed to explore with the Soviet Union and the other countries of Eastern Europe which concrete issues best lend themselves to fruitful negotiations in order to reduce tension and promote co-operations in Europe and to take constructive actions to this end. The Council thereafter conducted a detailed study of those issues and, at their meeting in December 1969, ministers declared that allied governments would continue and intensify their contacts, discussions or negotiations through all appropriate channels, bilateral or multilateral, and that they remained receptive to signs of willingness on the part of the Soviet Union and other Eastern European countries to engage in such discussions. Progress, they said, in these discussions and negotiations would help to ensure the success of any eventual conference, in which, of course, the North American members of the alliance would participate, to discuss and negotiate substantial problems of co-operation and security in Europe.

7. Ministers expressed satisfaction over the launching or continuation of the whole range of talks and negotiations, initiated by members of the alliance, which they have been actively promoting during the six months since December 1969. At the same time, numerous other East-West contacts have been pursued. The allies have consulted and will continue to consult closely on all these initiatives and contacts.

8. With the support and understanding of its allies the Federal Republic of Germany has initiated talks with the Soviet Union, Poland and the G.D.R. in order to improve the situation in Central Europe. The allies consider this to be encouraging. They express the hope that these talks will yield results and will not be compromised by the presentation of unacceptable demands. The efforts being made to solve outstanding problems and to achieve a *modus vivendi* in Germany which would take account of the special features of the German situation, represent an important contribution to security and co-operation in Europe. The ministers express the hope that all governments desiring to contribute to a policy of relaxation of tension in Europe will, to the extent possible, facilitate a negotiated settlement of the relationship between the two parts of Germany and the development of communications between the populations.

9. The ministers noted with satisfaction that the four powers, in the framework of their rights and responsibilities for Berlin and Germany as a whole, began discussions on March 26 about improving the situation with regard to Berlin and free access to the city. They express the hope that the difficulties which exist at this especially sensitive area of the East-West relationship could be

overcome by practical measures and that Berlin would be enabled to make its full contribution to economic and cultural exchanges.

10. The conversations between the United States and the Soviet Union aiming at the limitation of strategic armaments, which began last November at Helsinki, have been continued at Vienna in April. Ministers welcome these talks, the outcome of which is so important for the security of Europe and the future of humanity.

11. On the occasion of the coming into force of the Non-Proliferation Treaty, ministers re-emphasized the importance they attach to limiting the spread of nuclear weapons, as well as to measures for genuine nuclear disarmament. They noted with interest the efforts now under way to exclude mass destruction weapons from the seabed and to deal with the problem of control of biological and chemical weapons. They expressed the hope that further progress on disarmament measures, with appropriate safeguards, can reduce the arms burdens borne by all.

12. The members of the North Atlantic alliance have, over a number of years, proclaimed their interest in arms control and disarmament measures which facilitate a gradual elimination of the military confrontation in Europe. Ministers recalled the declarations issued at Reykjavik in 1968 and at Brussels in 1969. They noted that up to now these declarations had led to no meaningful reply.

13. The allies have, nevertheless, carried out intensive studies on mutual force reductions in accordance with the directions given by ministers in December 1969. Ministers examined the detailed report presented to them by the North Atlantic Council in Permanent Session. This has been of great value in clarifying the complex issues involved. Ministers gave instruction for further relevant studies which would guide policies and explorations in this field.

14. Ministers, having examined all these developments, both positive and negative, and having taken note of the Report on the Procedures for Negotiation which they had commissioned from the Permanent Council, stated that they were ready to multiply exploratory conversations with all interested parties on all questions affecting peace.

15. In so far as progress is recorded as a result of these talks and in the on-going talks — in particular on Germany and Berlin — the allied governments state that they would be ready to enter into multilateral contacts with all interested governments. One of the main purposes of such contacts would be to explore when it will be possible to convene a conference, or a series of conferences on European security and co-operation. The establishment of a permanent body could be envisaged as one means, among others, of embarking upon multilateral negotiations in due course.

16. Among the subjects to be explored affecting security and co-operation in Europe are included in particular:

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- (a) the principles which should govern relations between states, including the renunciation of force;
 - (b) the development of international relations with a view to contributing to the freer movement of people, ideas and information and to developing co-operation in the cultural, economic, technical and scientific fields as well as in the field of human environment.

17. In addition, ministers representing countries participating in NATO's integrated defence program attach particular importance to further exploration with other interested parties of the possibility of mutual and balanced force reductions and have therefore issued a declaration on this subject.

18. As a first step, ministers requested the Foreign Minister of Italy to transmit this communiqué on their behalf through diplomatic channels to all other interested parties, including neutral and non-aligned governments. They further agreed that member governments would seek reactions of other governments to the initiation of the comprehensive program of exploration and negotiation which they envisage.

19. Ministers reviewed the first report from NATO's Committee on the Challenges of Modern Society and welcomed the progress made in the six months since the Committee was established as a demonstration of the value of allied co-operation on the urgent problems of human environment. Intensive studies now in progress will contribute to national and international action on a broad range of environmental issues, including such pressing concerns as air and water pollution.

20. Ministers reaffirmed the view that the benefit of the alliance's work in mankind's environment particularly could become a basis for broader co-operation between East and West in this field of ever-increasing importance. They considered that this could be ensured either through existing international organizations providing a useful framework for enhanced co-operations or by any other appropriate method.

21. The next ministerial sessions of the North Atlantic Council will be held in Brussels in December 1970.

Declaration on Mutual and Balanced Force Reductions

1. Meeting at Rome on May 26 and 27, 1970, the ministers representing countries participating in NATO's Integrated Defence Program recall and reaffirm the commitment of their nations to pursue effective policies directed towards a greater relaxation of tensions in their continuing search for a just and durable peace. They recall, in particular, the invitations they have previously addressed to the Soviet Union and other countries of Eastern Europe to join them in discussing the possibility of mutual and balanced force reductions.

2. The objective of the work on which their representatives have been engaged has been to prepare a realistic basis for active explorations between

the interested parties at an early date and thereby to establish whether it could serve as a starting point for fruitful negotiation. Such exploratory talks would assist those concerned in developing in detail criteria and objectives for substantive negotiations to follow at the appropriate stage in a forum to be determined. They would also provide tangible evidence of the readiness to build confidence between East and West.

3. Ministers invite interested states to hold exploratory talks on mutual and balanced force reductions in Europe, with special reference to the central region. They agree that in such talks the allies would put forward the following considerations:

- (a) Mutual force reductions should be compatible with the vital security interests of the alliance and should not operate to the military disadvantage of either side having regard for the differences arising from geographical and other considerations.
- (b) Reductions should be on a basis of reciprocity, and phased and balanced as to their scope and timing.
- (c) Reductions should include stationed and indigenous forces and their weapons systems in the area concerned.
- (d) There must be adequate verification and controls to ensure the observance of agreements on mutual and balanced force reduction.

4. As a first step, ministers requested the Foreign Minister of Italy to transmit this declaration on their behalf through diplomatic channels to all other interested parties, including neutral and non-aligned governments. They further agreed that in the course of their normal bilateral and other contacts member governments would seek to obtain the responses and reactions of other governments. Members of the alliance will consult further regarding the outcome of their soundings with a view to enabling the alliance to determine what further individual or joint exploration might be useful.

Mr. Sharp's Statement

... Discussions are already under way between various NATO members and individual Soviet bloc countries on such important East-West problems as the limitation of strategic arms, Berlin, and the Federal German Republic's relations with its Eastern neighbours. At Rome, NATO ministers met to discuss what further steps the alliance and its members should take to promote improvement in East-West relations.

One possibility examined at Rome was the idea of a move in the direction of broader multilateral discussions, either in the form of a large conference or series of conferences, or a standing commission on East-West problems. Canada took the position that the idea of a conference at the right time and in the right circumstances would be most useful. We felt, however, that the actual

decision to convene such a meeting should not be taken until an East-West consensus had emerged on the aims of a conference and on the subjects which could usefully be discussed, and until a conference had reasonable prospects of success. Similarly, we saw merit in the idea of setting up a standing commission, although we thought that the time was probably not yet right for it. It is our view that progress in the individual East-West talks which I mentioned a moment ago would be a good yardstick for determining when the time had come to broaden discussions out into a general multilateral forum. We must keep in mind the primary importance of moving ahead on the substance of outstanding issues.

Canada placed emphasis at Rome on the desirability of broadening the range of specific subjects under discussion with the other side. In 1968 and 1969, NATO had already indicated its interest in the possibility of mutual and balanced force reductions in Central Europe, but as yet there has been no formal Soviet response. At Rome, Canada urged NATO to go beyond its previous position and make a clear and forthright offer to explore with the members of the Warsaw Pact how to start negotiations on force reductions. To demonstrate the seriousness of NATO's approach, we said that the alliance's offer should include suggested guidelines for the reductions, and a precise procedure for communications with the other side. A forthcoming, explicit offer of this kind would, in our view, have the best chance of obtaining a positive reply.

Our two main preoccupations in Rome were, first, to urge that the alliance adopt a positive but realistic position on the subject of multilateral discussions, with emphasis on the substance of the issues at stake and, second, to have NATO make a firm offer to talk on balanced force reductions.

In both of these respects, the outcome of the meeting was very satisfactory to Canada. On the first point, the meeting agreed that "in so far as progress is recorded as a result of . . . on-going discussions — in particular on Germany and Berlin — the allied governments . . . would be willing to enter into multilateral contacts with all interested governments. One of the main purposes . . . would be to explore when it would be possible to convene a conference . . ." This reasoned, step-by-step approach to the question of a conference is in line with our own thinking. The communiqué also refers to the possible establishment of a permanent body in due course, as one way of starting multilateral negotiations.

On our second point, NATO's declaration on balanced force reductions explicitly invites interested states to hold exploratory talks on the subject and suggests four specific considerations which the allies would put forward in such talks. The Italian Foreign Minister was asked to transmit the offer to the other side, and in fact has already done so.

I think Members will agree that the positions adopted by the alliance in Rome represent a clear step forward in the search for better relations with

the East. I was also struck by the mood of co-operation and willingness to compromise displayed by all at the meeting.

We shall watch carefully for evidence that the other side is willing to respond positively. Early results may not be forthcoming, but in the months ahead Canada and other members of the alliance will be exploring actively the prospects both for an eventual conference and for talks on balanced force reductions, so that the momentum which has now been developed is maintained.

While in Rome, I called for the first time on the Secretary of State of the Vatican.

From Rome I went to Belgrade and then to Bucharest at the invitation of the Yugoslav and Romanian Governments. ⁽¹⁾ In Romania, I flew over some of the flooded areas and was able to see for myself the desolation caused by the tragic national disaster that has taken place there, and to appreciate what it means in terms of human suffering and as a major setback to the Romanian economy. On the way home I paid a brief official visit to Dublin. ⁽²⁾

In each case I had talks with the President, the Prime Minister and the Foreign Minister on a wide range of bilateral and international questions including the results of the NATO ministerial meeting.

(1) See also *External Affairs*. Vol. XXII, No. 7, July 1970, P. 225.

(2) See P. 270 of this issue.

The Organization of American States

FIRST GENERAL ASSEMBLY 1970

The following address was made by Mr. Jean-Pierre Goyer, Parliamentary Secretary to the Secretary of State for External Affairs, to the opening session of the first general assembly of the Organization of American States, which took place in Washington on June 30, 1970 :

... This meeting of the General Assembly of the Organization of American States (OAS) is an historic occasion. It is an honour for Canada to be represented here, and it is a privilege for me to be Canada's representative. I have listened with great interest to the distinguished speakers who have so far taken part in your general debate, and I am grateful to you for giving me the opportunity to say a few words. I have asked permission to speak because the Canadian Government has recently completed a general review of foreign policy out of which Canada's future orientation toward Latin America and toward the OAS has emerged. I should like to talk to you about this for a few minutes.



The Parliamentary Secretary to the Secretary of State for External Affairs, Mr. J. P. Goyer (right), in conversation with Mr. Galo Plaza Lasso, the Secretary-General of the Organization of American States, at the recent General Assembly of the OAS in Washington.

I believe that we have entered a period of mutual discovery by the people of Canada and the peoples of Latin America. We are already acquainted. We enjoy many contacts with one another, both bilateral and multilateral, both official and private, in the hemisphere and outside it, and we can each cite statistics to prove that economically we are increasingly important to each other; and so on. Yet what is now beginning to take place transcends this. Certainly, on the Canadian side, the relatively few people who already know Latin America quite well are hopeful that henceforth their understanding of that part of the world will be conveyed to a great many other Canadians, who previously knew very little about Latin America, and that there will be a wider appreciation in Canada of our Latin neighbours. The more we learn about that part of the world, the more we feel in sympathy with the people who inhabit it. We sense that, with their rich historical and cultural backgrounds, the people of Latin America are the kind of people we should like to know better and with whom we should wish to work in pursuit of common objects. For us, in short, Latin Americans are a vital and imaginative people who have done important things and who are destined to do more. In a word, we wish to build upon the *communion de cœur* that already exists, but at the same time we wish to strengthen in a more systematic fashion the community of spirit that is so essential and necessary to our relations with one another.

It follows that Canada's role must be played over a broad front — political, cultural and economic. We already share common goals. Like you, we want to safeguard sovereignty and independence and to work for peace and security in the world. We wish to consult and work with you in pursuit of these goals.

True Reciprocity

Like you, too, we wish to enhance the quality of life of our people. In this area, in which there is much room for true reciprocity, we hope to co-operate more and more closely with the Latin American countries. In the realm of the arts, both popular and professional — films, TV and other audio-visual techniques, academic and practical disciplines, and science and technology generally — there are great possibilities for fruitful exchanges in the years ahead.

At the same time, both Latin Americans and Canadians increasingly have the problem of determining which of the new technologies they really need. This is an area in which each of us would learn from the other. Arbitrary application of scientific techniques can have harmful long-term effects in developing areas such as those found in parts of Latin America; research into real needs and selective introduction of methods suitable to the social and physical environment is essential. Canada has similar problems, and it would find helpful a close relation with Latin America in this field. At the same time, we hope that Canada's International Development Research Centre will be of assistance to Latin American governments.

Social and Economic Development

It is in the practical field of social and economic development that Canada and the Latin American countries may increasingly find opportunities for constructive relations. It is not generally appreciated that in many ways Canada's heritage is similar to that of Latin America. Each is a vast territory, rich in natural resources, much of it undeveloped or even unexplored. Our populations are mainly European in origin, with varying admixtures of indigenous people and of people from other parts of the globe. For more than three centuries, each in our own way, most of us have been adapting to new surroundings and labouring to build a new society in a new world. In some ways we have all signally succeeded but in other ways we have all signally failed. Of this I am sure — we have a community of problems, a community of aspirations and, in the last analysis, a community of human resources. I believe, therefore, that what we most of all have in common is a need and a determination to make it increasingly possible for the ordinary man and woman to enjoy a good life and to provide such a life for their children. All our governments agree on this as a fundamental goal of public policy. In Canada we speak of promoting social justice and of fostering economic growth; with enhancement of the quality of life, these are the policy aims to which the Canadian Government now attaches the highest priority in terms of the national interest. In hemispheric terms, such aims have been clearly and forthrightly set out in the revisions to your Charter and they, in turn, are a reflection of the increase in the emphasis placed on social and economic development by the member governments of this Organization. We welcome this new statement of high principle, which is entirely compatible with what we consider to be the essence of our own policy review.

It is because Canadians share these ideals that my Government intends to increase, according to its means, its contribution to your arsenal for peace. To this end, we should like to take a number of steps in the development-assistance field which together will more than double our present allocation of funds to Latin America. Similarly, the Canadian Government would like to participate as a full member in five more inter-American organizations that deal with social or economic questions. In addition, because Canadians wish to foster economic growth, the Canadian Government is going to initiate measures designed to increase trade in both directions and to promote private investment in Latin America, though only in a manner which fully respects the policies and interests of host countries.

Canada and the OAS

There remains the question of Canada's relations with the OAS. The Government has carefully considered the question of whether Canada should seek membership in it at this time and has decided that, while it may be that in future a Canadian Government will conclude that Canada should join, the best present course for Canada is to draw closer to individual Latin American countries and to selected

institutions of the OAS and other inter-American institutions, thus preparing for whatever role it may in future be called upon to play in the western hemisphere and gaining the added experience that is indispensable in a complex milieu which few Canadians yet know very intimately.

As you know, Canada already sends observers to some meetings of the Inter-American Economic and Social Council, the Council on Education, Science and Culture and the Committee of the Alliance for Progress, as well as of the IADB. Canada is a member of the Pan-American Institute for Geography and History, the Inter-American Centre of Tax Administrators and the Centre for Latin American Monetary Studies. The Canadian Government wishes to strengthen its links with these organizations.

In addition, Canada will seek full membership in the following inter-American organizations: the Pan-American Health Organization, the Inter-American Institute of Agricultural Sciences, the Inter-American Indian Institute, the Inter-American Conference on Social Security, and the Inter-American Export Promotion Centre. Canada will also contribute to the Inter-American Emergency Assistance Fund.

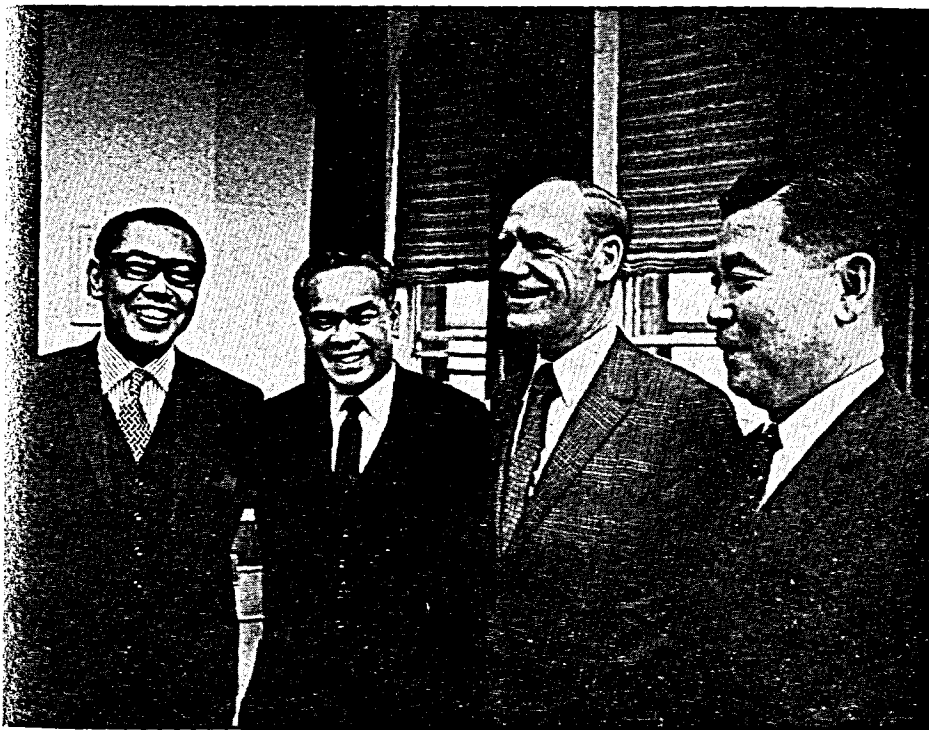
A Formal Link ?

Finally, if the member countries of the OAS should be agreeable, the Canadian Government would be interested in establishing a formal link between Canada and the OAS at a suitable level. We should envisage a Canadian representative, if appointed, as having the status of a permanent observer. We should hope that he would be able to attend on a continuing basis meetings of inter-American bodies in which Canada had an interest and at which Canadian attendance would be appropriate. As the principal channel between Canada and the OAS, we should imagine his concerning himself with all aspects of inter-American affairs in which the Canadian Government might legitimately take an interest. We believe that such an arrangement would do a good deal to improve Canadian knowledge and understanding of Latin America, and, in particular, of the OAS and other regional institutions of the hemisphere. At the same time, we hope that through this new relation our neighbours in this hemisphere will come to understand Canadian aspirations and attitudes better.

Those are the principal ways in which, in co-operation with the Latin American countries, the OAS, its associated organizations and, as appropriate, Latin American regional institutions, the Canadian Government wishes in future to develop its relations with Latin America. More detailed information about our proposed programs, and the thinking behind them, may be found in a paper entitled *Latin America*, one of those recently issued by the Canadian Government following its foreign policy review

It may be that what I have had to say today, even when taken with the Government's more detailed policy statement, will fall somewhat short of expectations in some quarters. If so, I can only suggest that it be recognized that

Canada is a middle power whose resources are stretched in a number of ways, and that it be understood that it is the Canadian Government's desire to move as rapidly and as constructively as possible in the direction of full co-operation in the hemisphere. It is in that spirit that I venture to express the hope that, because of the happy coincidence in time of this OAS meeting and the recent announcement of certain aspects of Canada's future foreign policy, today's session may fairly be regarded as marking a new departure in relations between Canada and its sister nations in the new world.



The three-man task force set up by the conference of Asian and Pacific nations that met in Djakarta on May 16 and 17, 1970, to discuss the Cambodia problem concluded its round of consultations with governments and the United Nations with a visit to Ottawa on June 30, where it had lengthy discussions with Mr. Mitchell Sharp, the Secretary of State for External Affairs, and Canadian Government officials. Members of the task force, seen with Mr. Sharp, are (left to right): Tan Sri Muhammad Ghazali bin Shafie, Permanent Secretary for Foreign Affairs, Malaysia; Mr. Anwar Sani, Director-General for Political Affairs, Foreign Affairs Department, Indonesia; Mr. Sinsaku Hogen, Deputy Vice-Minister for Foreign Affairs, Japan.

Visit of Mr. Sharp to Dublin

LEGEND has it that the Irish monk St. Brendan touched what are now Canadian shores in the sixth century, to be greeted by "sounding pines and startled birds of elegant hue". Whatever the credibility of this legend, it is a matter of record that the Secretary of State for External Affairs, Mr. Mitchell Sharp, touched down at Dublin Airport about midnight on the beautiful summer evening of June 3, 1970. Though the hour was late, the warmth and friendly informality of the reception given the Minister and his party by representatives of the Irish Government must be recorded with appreciation.

In the course of the next 24 hours, Mr. Sharp had discussions with members of the Government and met a goodly number of prominent Irishmen active in government, business, the professions and the arts. Although the time available was very short, he was able to accomplish the objective of his visit, which was to exchange views with his Irish colleagues and renew acquaintances and refresh impressions of an earlier visit to Ireland as Minister of Finance.

Mr. Sharp had come to Ireland at the invitation of Dr. P. J. Hillery, the Irish Minister for External Affairs, who has first-hand knowledge of Canada from the time he spent in his youth practising medicine in Ontario and Saskatchewan. The two ministers and their officials met in the course of the morning of June 4 to exchange views on a variety of subjects of interest, including the situation in Northern Ireland, Ireland's application for membership in the Common Market, outstanding proposals for a European security conference, Sino-Canadian negotiations, the improvement of procedures in the United Nations and other matters of particular bilateral interest. In view of recent events, political developments in both parts of Ireland naturally dominated these talks. Mr. Sharp, speaking later in the day to representatives of the Irish and Canadian press, said that the single most valuable result of his discussions was the increased understanding he and his officials had gained of the major issues at present facing the Irish Government.

Meetings with Mr. Lynch and Mr. de Valera

Later in the morning, Mr. Sharp spent almost an hour with *An Taoiseach* (the Prime Minister), Mr. John Lynch. Their discussion was that of two friends who had met before when each was finance minister. In the late afternoon, Mr. Sharp was received by President Eamon de Valera at his residence in Phoenix Park. President de Valera epitomizes Ireland to much of the world, for he has been associated over his many years in public service with all the major developments in the Republic from its formation to the present. An easy and informal atmosphere prevailed during the call, for the President has retained over the years a close personal interest in Canada and Canadian

developments. In the course of their meeting, Mr. Sharp presented the President with an Eskimo carving.

Mr. Sharp gave a lunch at the Canadian Embassy residence, some ten miles south of Dublin overlooking Killiney Bay, which provided an opportunity for further discussions with Dr. Hillery, as well as the Minister for Finance, Mr. George Colley, the Minister for Agriculture and Fisheries, Mr. James Gibbons,



The President of Ireland, Mr. Eamon de Valera (seated), examines an Eskimo carving presented to him by Canada's Secretary of State for External Affairs, Mr. Mitchell Sharp.

and senior officials of the Irish Government. It was particularly rewarding for Mr. Sharp to be able, as well, to pay tribute to Mr. Frank Aiken, who attended the lunch, and who from 1957 to 1969 had represented Ireland abroad so capably as Minister for External Affairs. Mr. Sharp reminded his other guests of the foresight of Frank Aiken in persevering in the initiative of the renowned "Irish Resolution" at the United Nations in the late 1950s concerning the proposed Treaty on the Non-Proliferation of Nuclear Weapons. In the evening, Dr. Hillery held a dinner for Mr. Sharp on behalf of the Irish Government in the stately Iveagh House, headquarters of the Irish Department of External Affairs, which bears the name of a distinguished Irish family. Here, in toasts and after-dinner speeches, the many ties of blood and endeavour between Canada and Ireland were recalled. The assembled guests, representing a wide cross-section of Irish life, were no strangers to Canada. Yet even many of them, in the course of the evening, were surprised as individual recollections revealed the extent to which, during Canada's formative years, men of Irish birth had played prominent roles in the public life, economic development, and educational institutions of the country.

Close National Ties

Little time was required for discussion of bilateral problems, a circumstance happily symptomatic of the co-operation and close friendship which have marked relations between Canada and Ireland over many years. The mutual understanding which has characterized Irish-Canadian governmental relations stems from a wide range of more personal contacts. Irishmen have for two centuries been settling in Canada and continue to do so. Family ties thus remain close. Trade between the two countries is not inconsiderable and, while there is a special competitiveness in the sale of such products as skimmed milk and cheese, there are also fortunately many opportunities in each country for the active exporter from the other to do business. Canadian investment has been welcomed in Ireland. Canadian skills have made a particularly noteworthy contribution to the mining of base metals in Ireland. Canadian and Irish soldiers have served side by side on peacekeeping assignments in the Congo and in Cyprus. Their civilian counterparts have also worked together at the United Nations, particularly on peacekeeping and disarmament problems. Like Canada, Ireland is a country with two official languages, facing the challenges to which that fact gives rise. There is, as well, a regular and rewarding traffic in ideas between persons and institutions in Canada and Ireland on social, economic and institutional experiences which offer mutual benefit. Thousands of Canadian tourists come to Ireland each year and, while the reverse flow is somewhat less sizable, it grows annually.

A number of Canadian companies have permanent representatives in the country. Northgate Exploration Limited of Toronto operates two mines in Ireland, one of which is the largest producer of silver in Europe. Mogul Mines

Limited of Toronto operates another large lead, zinc and silver mine in County Tipperary. Canadian finance institutions are also respected, the Bank of Nova Scotia and the Royal Trust Company having established branches in Dublin. Two Canadian life insurance companies, the Sun Life of Canada and Canada Life, have operations in Ireland and the firm of Armstrong Taylor, specializing in mining insurance, is expanding Irish operations from its Dublin base. Other Canadian business firms have well-established contacts in Ireland and continue to show interest in the opportunities available. Mr. Sharp and his party therefore found they had a knowledgeable audience when they spoke of Canada and Canadians. Many Irishmen, both official and non-official, have first-hand knowledge of the country, its institutions, its economy and above all, its people.

Mr. Sharp and his party returned to Canada June 5 *via* Shannon, which is familiar to many Canadians as their first stop on the eastbound trip to Europe or their last European stop on their return to Canada. While the visit, because of the Minister's timetable, was short, it was marked by a special warmth and friendliness — an atmosphere on which so many Canadian visitors to Ireland each year comment. Just a week later, two Canadian naval vessels, the destroyers *HMCS Annapolis* and *Saguenay*, anchored in Dublin Harbour, and several hundred Canadian sailors were delighted at the reception given them. Dubliners are already looking forward to the visits of two teams of Canadian athletes, the Canadian Track and Field Team, which will visit Dublin after the Commonwealth Games, and the Canadian Equestrian Team, which will carry the Canadian colours in one of the world's greatest jumping events at the Royal Dublin Horse Show, in August. Ireland therefore remains a focus of interest for individual Canadians from all walks of life, just as, for the Irish, Canada continues to be a friendly neighbour across the sea. Canadian-Irish relations are founded in history, shared tradition and population links, and underpinned by a continuing connection, embracing trade, industrial development, tourism and cultural contacts, that makes the two countries natural friends.

Travelling Exhibit for French-speaking Countries of West Africa

Two years ago, work began on an unusual exhibit project by the Department of External Affairs and the Canadian Government Exhibition Commission, the agency that produces exhibits for Canadian government departments. In view of Canada's expanding relations with French-speaking countries, it had been decided that an information exhibit project should be undertaken for a number of countries in West Africa. To make possible visits not only to the capitals but also to many of the towns and cities that do not normally receive information or cultural presentations, a mobile exhibit was planned.

Since it was in many ways an initial major information project in West Africa, the exhibit was developed to introduce Canada to Africans by covering a number of basic and important facts about the country and its people. The purchase of four aluminum-covered trailers and four trucks, with the title "Visages du Canada" and a large red maple leaf on each side, got the project started. Displays were planned for three of the air-conditioned trailers; the fourth was to carry spare parts, generators and 16 mm. film-projection equipment. The physical confines of the trailers, and local climatic and physical



President Senghor of Senegal (centre) cuts the ribbon to open the premiere showing of "Visages du Canada" in Dakar. To his right is the Canadian Ambassador to Senegal, M. Gordon Riddell.

conditions, created a number of technical problems that necessitated the elimination of as much delicate equipment as possible from the displays. Working, therefore, within strict limitations, the exhibit was developed to illustrate, in as brief but lively a manner as possible, Canada's history, resources, transportation and communications systems, its role in international development assistance, and aspects of the daily life of Canadians. "On site", the four trailers would normally be parked in a rectangle, with an entry and exit at one end. The temporary courtyard so formed would become an open-air theatre each evening for free showings of National Film Board films unless local conditions, such as the availability of a grandstand, required it to be opened up to accommodate larger audiences. Sides were formed on the four ramps leading in, between and out of the trailers by panels of photographs depicting the four seasons as Canadians know them.

Personnel were specially hired for the tour, including a director, Mr. Louis-Hébert Desjardins of Montreal, an assistant director and four recently-retired army driver-technicians. Each would also work as a host and guide during the long hours the exhibit would usually be open to the public each day.

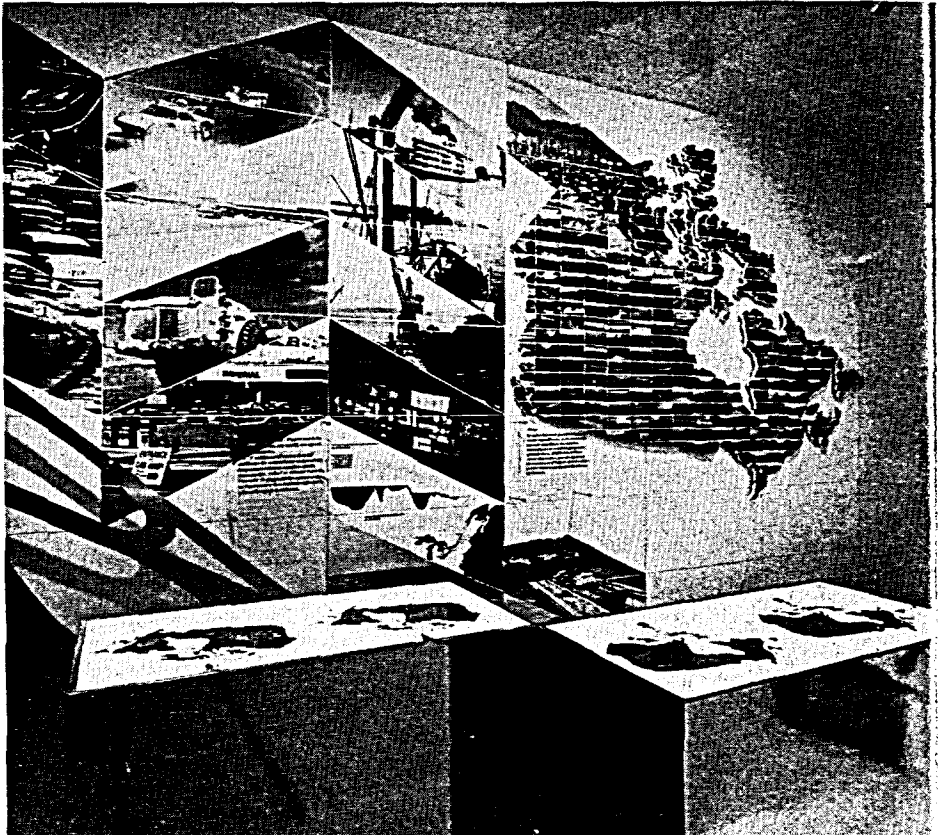
Early last December, during a snow storm, the caravan left Ottawa for Montreal, where it was loaded aboard a ship for the voyage to West Africa and its first tour, from early January to the end of June, through Senegal, Mauritania, Mali, Ivory Coast, Upper Volta, Niger, Dahomey and Togo.

Senegal

President Léopold Senghor of Senegal officially inaugurated the exhibit in Dakar on January 7 in the presence of most members of the Government, the Canadian Ambassador, Mr. Gordon Riddell, the diplomatic corps and representatives of the civil and religious authorities and the press. This memorable opening set the style for the many openings to follow. In his inaugural speech, Mr. Senghor said that he wished not only to encourage this highly commendable endeavour but also to give special meaning to an act of faith in the form of cultural co-operation. He concluded by saying that he thought of this exhibition "as a message of brotherhood from the great Canadian nation", which would "be the open door through which the French language will become enriched by the use of North American technological terms".

Mauritania

After a one-week stay in Dakar at two sites, the exhibit travelled north to Nouakchott, Mauritania, where it was officially opened by President Mokhtar Ould Daddah. The Canadian Minister of Veterans Affairs, the Honourable Jean-Eudes Dubé, who was in Africa to represent Canada at the tenth anniversary ceremonies of the independence of Cameroun, was able to attend the Nouakchott opening. He told the gathering that the Canadian Government wished to demonstrate with this exhibit its policy of promoting



This section of "Visages du Canada" includes (right) a map of Canada consisting of 320 colour photographs.

the establishment of closer ties with countries sharing with Canada the common heritage of French language and culture.

Before returning to Senegal, the exhibit was shown for three days at Rosso Back in Senegal, it stopped first in Saint Louis, where the inhabitants, traditionally called "the Canadians", gave the caravan a warm welcome as a gesture from Canada. In the interior of Senegal the exhibit visited Ziguinchor, Kaolack and Thiès, in each of which the governor and populace made it evident that they were extremely pleased with the visit.

Mali

From Thiès, the trucks and trailers were sent by train to Bamako, Mali. Both the Foreign Minister, Mr. Sory Coulibaly, and the Minister of Education, Mr. Yaga Bagayoko, assisted at the opening with the Canadian Ambassador, Mr. Gordon Riddell. In Sikasso, site of the second showing in Mali, as in almost all the places visited, the evening film showings were an immense attraction, with crowds of several thousand in attendance.

Ivory Coast

"Visages du Canada" travelled south from Sikasso through Ivory Coast to Abidjan, in order to have the first showing in the capital. The President of Ivory Coast, Mr. Félix Houphouët-Boigny, and the Canadian Secretary of State, the Honourable Gérard Pelletier, who had just come from the Niamey Conference, where he had headed the Canadian delegation, officiated at the outstandingly successful inauguration. Besides about a dozen Ivory Coast ministers, the newly-accredited first resident Canadian Ambassador, Mr. Georges Charpentier, and members of the Canadian delegation to the General Assembly of the International Association of French-speaking Parliamentarians were also present. In replying to Mr. Pelletier's opening remarks, Mr. Jean Guédé Zoroungnon, the Minister of National Education, stated that he was pleased to welcome to Ivory Coast this exhibit, which arrived a short time after the opening of the new Canadian Embassy in Abidjan. He declared that Canada was specially appreciated in his country "for sending more and more teachers for all levels and for offering annual scholarships" as a contribution to the effort being made by Ivory Coast to train the executives required for the development of the nation.

As in Dakar, showings were held in two sections of Abidjan to enable a greater number of persons to visit the exhibit. "Visages du Canada" travelled next to Abengourou, Yamoussoukro, Daloa and Bouaké, where it consistently attracted crowds and was featured on radio and in the press.

Upper Volta

It was originally planned to show the exhibit in other centres in Ivory Coast and in Bobo-Dioulasso and Ouagadougou, Upper Volta, but problems with the equipment resulted in its being shipped by rail directly from Bouaké to Ouagadougou. Mr. Malick Zoromé, the Upper Volta Minister of Foreign Affairs, and the Canadian Ambassador, Mr. Georges Charpentier, opened the exhibit, which was warmly welcomed by Mr. Zoromé.

As in most places, press and radio communiqués about the exhibit drew large numbers of viewers. In fact, a continuing feature of the tour has been the extensive publicity given to it on the radio and in the newspapers. The ambassadors' opening remarks at inaugurations, the official replies and special interviews given by the ambassadors or Mr. Desjardins, the director, have all been given extensive coverage. In addition, the International Service of the Canadian Broadcasting Corporation, in its French-language and English-language broadcasts to Africa, has given news about the exhibit throughout its tour. In places with resident Canadians, whether assigned by the Canadian International Development Agency, the Canadian University Service Overseas or religious orders, the expatriates have given their useful and much appreciated support to the showings.

Niger

In Niger, showings were held in Niamey and Dosso. Repeating the general pattern of earlier inaugurations, a successful opening was staged with President Hamani Diori and other members of the Niger Government in attendance. Replying to Ambassador Charpentier's opening remarks, the Minister of Foreign Affairs, Mr. Barcourgné Courmo, recalled President Diori's visit to Canada last year and noted that the Ambassador's presence in Niamey would also provide an occasion for the signing of a new convention of co-operation between the two countries for the financing by Canada of a study evaluating phosphate deposits in certain parts of Niger.

Dahomey

Although the rainy season was beginning, the caravan was able to reach Cotonou, Dahomey, safely for its first showing in that country early in June. Despite a tropical downpour, publicity concerning the opening, which was attended by the President of Dahomey, Mr. Hubert Maga, and two other members of the Presidential Council, Mr. Justin Ahomadegbé and Mr. Sowou Migan Apithy, as well as the Canadian Ambassador, Mr. Paul Malone, ensured popular showings in Cotonou and later in Porto Novo.

Togo

After six months of continuous visits and travel, the caravan reached Lomé late in June for its final stop during the first stage of the tour and finished up in fine form with Mr. Barthelemy Lambony, the Togo Minister of Information and Press, and Mr. D. B. Hicks, the Canadian Ambassador, opening the exhibit.

During most of the rainy season, the exhibit was to be refurbished and then shipped to the Congo (Kinshasa) in preparation for the commencement of the second stage of the tour from late September to mid-December, when the exhibit will visit over a dozen cities and towns in the Congo, Gabon and Cameroun.

Mr. Trudeau Honours Exiles of 1837-38

On May 18, 1970, in Cabarita Park, Concord, Sydney, Australia, the Right Honourable Pierre Elliott Trudeau, Prime Minister of Canada, unveiled a plaque commemorating the exile in the Parramatta River area near Sydney of 58 French-Canadians, following the 1837-38 rebellion in Lower Canada. In his speech of dedication, the Prime Minister described the plight of the rebels from Upper and Lower Canada as follows :

Poorly armed, poorly organized, poorly commanded, too few in number, the rebels had no chance of success. Although they frequently exhibited remarkable bravery, the hapless patriots could wage only intermittent and small-scale guerilla warfare.

The reprisals taken against them, at times pitiless, at others lenient, and at all times erratic, seem arbitrary at best. For no particular reason, and with terrified women and children looking on, the torch was put to hundreds of barns and houses whose owners, whether rebels or not, had been forced to take flight. Nineteen rebels were executed in Upper Canada; 12 were hanged in Lower Canada. A few had the good fortune to be exiled in Bermuda, where they spent their time hunting. Others were banished or imprisoned.

Fifty-eight of the prisoners were banished to the colony of New South Wales. They were embarked aboard a three-decker transport vessel, the *Buffalo*, and shared the ship's cramped quarters with over 90 English-speaking Canadians from Upper Canada who had been arrested as rebels in the Mackenzie rebellion and exiled to Van Diemen's Land. The ship, under the command of Captain J. Wood, sailed for Hobart, which it reached on February 13, 1840. The Upper Canadian prisoners were disembarked, provisions were restocked and three days later, with the French-Canadians on board, the ship sailed for Port Jackson, which it reached on February 25. One of the exiles described the scene thus:

After a voyage of five months, we entered Port Jackson and came to anchor at Sydney Cove. When we came on deck for our usual exercise we gazed with horror on this land that just a few days previously we had so ardently desired. Looking down from the deck, we saw miserable wretches harnessed to carts, engaged in dragging blocks of stone to public buildings. Others were breaking stone. This sight brought to us many sad thoughts, for we believed that within a few days we, too, would be employed in the same way.

The Governor of New South Wales consigned the prisoners to the stockade at Longbottom, near Cabarita Park. There they were assigned miserable quarters, fed "detestable" food and set to building roads for the city of Sydney under an armed guard directed by the unsympathetic superintendent of the stockade, appropriately named "Baddeley".

After three months, the prisoners' behaviour was judged so good that their armed guard was removed; by October of the following year, their behaviour

was considered so exemplary that a local newspaper referred to "their uniformly peaceable, orderly and industrious conduct". The article continued "it is clear that, under a kind master, they should make capital clerks and would be valuable to any gentlemen or respectable tradesmen, who may require servants of a better order than usual". Shortly thereafter, the prisoners were "assigned" — a considerable improvement in their condition — and then, in April 1842, they received tickets-of-leave, which enabled them to work for themselves.



The memorial stone to the Canadian exiles of 1840, in Cabarita Park, Concord, a suburb of Sydney, New South Wales, Australia.

Two years later, the first pardons for the French-Canadians were received and by July 1844, 38 who had saved sufficient money to pay for their passage home left Australia. The remaining exiles set to work to save passage money, and all returned home except two, who died in exile, and a Joseph Marceau who, after marrying in Australia, decided to settle there. Many of his descendants attended the ceremony in Cabarita Park.

The rebellions in Upper and Lower Canada, including the banishment of the rebels, had a significant effect on the future course of political development in Canada. As he unveiled the plaque, the Prime Minister drew the following conclusion:

Yet the attempt by the rebels had not been in vain; their unthinking courage and unshaken heroism bore fruit. That fruit was nothing less than the advent of democratic and responsible government in Canada. This was the basic object of the rebels, and it is worth pointing out that in this respect the patriots of both languages were in perfect agreement, despite the differences in some of their grievances.

Only three years after the troubles of 1837-38, and as a direct result of them, the Act of Union was proclaimed. The Assembly was no longer responsible to the executive, the elected representatives of the people held the purse-strings, and British parliamentary democracy was introduced.

Once it had achieved responsible government, Canada could progress from colonial status to nationhood and full independence. This is the evolution followed by many of the British colonies, and, in particular, by Australia. Our common history of development into sovereign states is one link which unites Australia and Canada as members of the Commonwealth, and on which is based our close and friendly relations.

This plaque which I am honoured to unveil commemorates the one hundred and thirtieth anniversary of the Canadian deportees' landing in Australia. It stands as a record of our gratitude to all those who so rashly and so gallantly risked their lives for freedom, for our freedom.

The monument on which the plaque to the Canadians is mounted overlooks France Bay, Exile Bay and Canada Bay — all named in memory of the Canadian exiles. This will be the spot for the annual reunion of the descendants of Joseph Marceau, who plan a reunion of their own at the memorial to keep alive the memory of the French-Canadian exiles.

North Atlantic Treaty Organization

COMMITTEE ON THE CHALLENGES OF MODERN SOCIETY

DURING the NATO ministerial meeting in Washington in April 1969, President Nixon publicly suggested that NATO "create a committee on the challenges of modern society to explore ways in which the experience and resources of the Western nations could most effectively be marshalled toward improving the quality of life of our peoples".

The thought behind this proposal was that, in the end, security depends as much on the vitality of the societies united in the alliance as on the strength of their armed forces. Scientific and technical advances had opened unprecedented opportunities, but progress had engendered developments which man had never faced before, the cumulative effects of which, if not countered effectively in the immediate future, could have catastrophic results for mankind. NATO activity would be aimed at minimizing the harmful effects arising from the imperfect use of technological developments in order to achieve a more effective use of technology and enhance the welfare and freedom of individuals.

The NATO ministers endorsed the U.S. proposal and instructed the North Atlantic Council to undertake appropriate follow-up action. This eventually led to a formal proposal for the creation of a permanent NATO Committee on the Challenges of Modern Society. Canada supported this proposal, and in November 1969 the CCMS was formally established.

Organization

The CCMS meets twice yearly at the level of senior policy advisers on environmental problems. In the intervals, there are continuing meetings of sub-groups and expert bodies concerned with the details of the individual projects in train.

Two assumptions are pivotal to the work of the Committee. The first is that NATO's activities in the environmental field will complement rather than duplicate those of other international organizations and that these activities will be conducted without the allocation of new resources to NATO itself. The role envisaged for the alliance is not that of undertaking research but rather that of converting existing technical and scientific knowledge into government action designed to solve specific problems.

The second major assumption is that of the "pilot country" approach. The CCMS does not undertake its substantive work on a 15-nation basis but rather through pilot projects undertaken by one or several member countries. A number of countries, including Canada, have already begun work on pilot projects concerned with such subjects as disaster assistance, air pollution, road

safety, open-water pollution, inland-water pollution, individual and group motivation in a modern industrial society, and environment in the strategy of regional development. Canada agreed to pilot a study on inland-water pollution and to act as co-pilot with Portugal and France in a study of open-water pollution initiated by Belgium.

In response to this new aspect of NATO's activities, one of the subcommittees of the Interdepartmental Committee on International Environmental Activities has been established in Ottawa to co-ordinate Canadian participation in the CCMS.

Appropriateness of NATO Involvement

When considering the establishment of the CCMS, it was recognized by members of the alliance that NATO had certain unique advantages as a vehicle for the study of environmental questions. Because of their relatively highly developed technology, the NATO members shared many similar environmental problems and had a close community of interest in the search for solutions. The alliance had also evolved an efficient organizational framework and sophisticated consultation techniques which would be useful in the type of activity the Committee wished to pursue.

The proposal to extend the alliance's interests into the environmental field was consonant with Article 2 of the North Atlantic Treaty, in which the allied countries agreed to undertake the strengthening of their free institutions, the promotion of conditions of stability and well-being and the encouragement of economic collaboration in the NATO area.

It was also recognized that, because of the potential community of interest between East and West in the area of the environment, it was possible that at some stage the CCMS might be able to contribute to a dialogue on the subject.

Prospects

The interest and support generated by the CCMS so far has been impressive, a circumstance that augurs well for the success of the Committee. After two plenary meetings, the policy and organizational aspects of the Committee's activities have been arranged and work on a number of pilot projects is well under way. It is only when some of these projects have been completed in the next year or two that it will be possible to determine whether the CCMS is capable of producing the kind of concrete result that was sought when it was established.

Exchange-Rate of Canadian Dollar Freed

THE Honourable E. J. Benson, Minister of Finance, announced on May 31 that, for the time being, the Canadian Exchange Fund would cease purchasing sufficient U.S. dollars to keep the exchange-rate of the Canadian dollar in the market from exceeding its par value of 92½ cents (U.S.) by more than one per cent.

The International Monetary Fund had been informed of the decision not to maintain the exchange-rate of the Canadian dollar within the existing margins. The IMF had also been informed of the Canadian Government's intention to remain in consultation with the IMF and to resume the fulfilment of its obligations under the Articles of Agreement of the IMF as soon as circumstances would permit.

In explaining this decision, Mr. Benson noted the extremely strong position of the Canadian dollar in the exchange market since the beginning of 1970. He announced that the official reserve position had risen during the previous five months by more than \$1,200 million, not including the allocation of special drawing rights. Reserves had been increasing at an accelerating rate. In the first quarter they rose by \$367 million (U.S.) (excluding the allocation of \$124 million (U.S.) of special drawing rights on January 1, 1970). In April they rose by \$225 million (U.S.) In May the official reserves rose by \$262 million, and in addition, as a result of swaps and forward transactions, \$360 million had been acquired for future delivery, for a total increase of \$622 million.

These reserve increases had resulted from the strong current-account surplus that had developed in the early months of the year and from the continuing heavy inflow of funds arising from long-term borrowing by Canadians in foreign capital markets. In 1969, a large outflow of short-term capital had sharply limited the increase in the official reserves. This trend had not continued in 1970 because certain important short-term interest-rates abroad had declined and some private balances abroad had been repatriated. The accumulation of reserves in 1970 had greatly increased the cash requirements of the Government of Canada. The Government's cash balances had been substantially reduced and an additional \$250 million had been acquired by the sale of a special issue of treasury bills in order to provide additional resources to the Exchange Fund.

The Minister emphasized that the rate of accumulation of reserves had been accelerating steadily throughout the year. If this trend had continued Canada's official reserves would have risen rapidly to levels far in excess of Canada's needs. Large-scale speculative buying of Canadian dollars would have been encouraged, with disruptive effects upon the international payments system and with large windfall profits for speculators. The Government was no

prepared to finance such potentially unlimited increases in the foreign-exchange reserves. The decision to permit some appreciation of the market rate of exchange was required in order to prevent an unmanageable situation from developing.

Mr. Benson noted that, to the extent that the Canadian dollar became more valuable in terms of other currencies, Canadians would be able to buy more abroad with the same amount of Canadian dollars. Lower prices in Canada for imported goods would be of assistance in moderating the upward trend of costs and prices. Any appreciation of the Canadian dollar for an extended period, without offsetting measures, would, however, tend to have a further restraining effect on the economy. This, the Minister emphasized, would not be appropriate in the existing circumstances. The Exchange Fund would, therefore, stand ready to maintain orderly conditions in the exchange market and to operate for the time being to moderate any appreciation of the Canadian dollar. This, in conjunction with general economic policy, would be consistent with the Government's continuing economic objectives of a lower rate of price increase and the sustained achievement of rising levels of production and employment. The Minister further stated that the Government was reviewing its general economic and financial policies in the changed circumstances. In this connection, he noted with approval the announcement by the Bank of Canada of a reduction in the bank rate from 7½ per cent to 7 per cent.

Canada-Tunisia Joint Commission

SECOND SESSION, JUNE 1970

THE Tunisian delegation to the second session of the Canada-Tunisia Joint Commission, held in Ottawa from June 8 to 10, was led by the Honourable Chedly Ayari, Tunisian Secretary of State for Planning, and included Dr. A. Hamzaoui, Tunisian Ambassador to Canada, and senior Tunisian officials. The Canadian delegation was led by the Secretary of State for External Affairs, the Honourable Mitchell Sharp, and included Mr. J. P. Goyer, his Parliamentary Secretary, Mr. d'Iberville Fortier, the Canadian Ambassador to Tunisia, and senior Canadian officials.

After discussing international questions and problems of mutual interest, the Commission reviewed most of the problems of particular interest to the two countries in their bilateral relations. The programs of economic and technical co-operation, trade relations, cultural relations and immigration were analyzed in the light of the present situation in each field and the direction to be followed.

Mr. Ayari had private meetings with Mr. Sharp, the Secretary of State, the Honourable Gérard Pelletier, the Minister of Industry, Trade and Commerce, the Honourable Jean-Luc Pepin, and Mr. Maurice Strong, President of the Canadian International Development Agency.

It was agreed that the third session of the Commission would meet in Tunisia next year.



His Excellency and Mrs. John Timmerman receive Madam Sirimavo Dias Bandaranaike, newly-elected Prime Minister of Ceylon, at the Canada Day reception held in Colombo on July 1.

CONFERENCES

UNCTAD, Trade and Development Board, tenth session: Geneva, August 25 — September 18

UN General Assembly, twenty-fifth session: New York, September 15

International Atomic Energy Agency, fourteenth general conference: Vienna, September 22-29

International Council for the Exploration of the Sea: Copenhagen, September 28 — October 7

UNESCO, sixteenth general conference: Paris, October 12 — November 10

Seventh Conference of Commonwealth Statisticians: New Delhi, November 16-27

World Consultation on the Use of Wood in Housing: Vancouver, July 5-16, 1971

International Federation for Information Processing, fifth congress: Ljubljana, Yugoslavia, August 23-28, 1971

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE DEPARTMENT OF EXTERNAL AFFAIRS

- Mr. H. F. Feaver, Canadian Ambassador to Greece, posted to Ottawa, effective June 15, 1970.
- Mr. H. G. Hampson transferred from the Department of External Affairs to the Department of Labour, effective June 16, 1970.
- Miss A. L. O'Connor posted from Ottawa to the office of the High Commissioner for Canada, Nairobi, effective June 19, 1970.
- Mr. P. D. G. Granger posted from Ottawa to the Canadian Embassy, Kinshasa, effective June 19, 1970.
- Mr. G. V. Beaudry, Canadian Consulate General, New York, resigned from the Department of External Affairs, effective June 20, 1970.
- Mr. G. Grondin seconded from Ottawa to the United Nations Development Programme for Niger, Niamey, effective June 20, 1970.
- Miss S. J. Boles posted from Ottawa to the Office of the High Commissioner for Canada, Colombo, effective June 22, 1970.
- Mr. R. E. Lapointe posted from Ottawa to the Canadian Embassy, Dakar, effective June 24, 1970.
- Mr. J. J. H. Corbeil posted from the Permanent Mission of Canada to the Office of the United Nations at Geneva to Ottawa, effective June 25, 1970.
- Mr. B. I. M. Applebaum posted from Ottawa to the Office of the High Commissioner for Canada, Canberra, effective June 26, 1970.
- Mr. T. S. E. Jones posted from the Office of the Commercial Counsellor, Sydney, to Ottawa, effective June 26, 1970.
- Mr. B. A. Asselin posted from the Permanent Mission of Canada to the United Nations, New York, to Ottawa, effective June 26, 1970.
- Mr. T. J. Arcand posted from Ottawa to the Office of the High Commissioner for Canada, Dar-es-Salaam, effective June 28, 1970.
- Mr. J. R. C. Thibault posted from Ottawa to the Canadian Embassy, Tunis, effective June 29, 1970.
- Mr. W. G. Graham posted from the Canadian Embassy, Copenhagen, to Ottawa, effective June 29, 1970.
- Mr. G. D. Viau appointed Director of the Canadian Cultural Centre, Paris, effective June 30, 1970.

EXTERNAL AFFAIRS

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Converting Common Purpose into Common Action

A TASK FOR THE UNITED NATIONS

The following statement was made to the United Nations General Assembly on September 24, 1970, by Canada's Secretary of State for External Affairs, the Honourable Mitchell Sharp :

... Only a few short weeks ago, Mr. President, the cease-fire in the Middle East and the proposals for negotiations to settle the conflict there gave cause for some cautious optimism. Today we are faced with a deadly serious situation in the Kingdom of Jordan, a situation which has already manifested itself in new violence and bloodshed. The struggle between forces within Jordan threatens to involve neighbouring countries and there is a constant risk of widening conflict involving more distant powers. In the course of these events we have seen new dimensions added to what is already a growing threat to world order. I refer to acts of air piracy. In the Middle East a significant new dimension is the holding of innocent people hostage for ransom for political and other purposes, one of these being to compound the difficulties surrounding the cease-fire.

No government in the world today can fail to be concerned about the far-reaching implications of this kind of international lawlessness. It is my strong conviction that legal and technical arrangements such as those being discussed in the International Civil Aviation Organization, necessary as they are, cannot produce the whole solution. Air hijacking must come to be regarded as abhorrent, never to be condoned or justified regardless of the motives of the hijackers.

Even without these new complications, the peace-talks in the Middle East are stalled because of substantial charges and counter-charges of cease-fire violations. The parties and the sponsoring powers that brought about the cease-fire must be aware of the dangers implicit in this situation of deadlock and deterioration.

The UN is on trial in the face of an obvious threat to the peace in the Middle East. This means that all of us, the member nations, are on trial. If we are to meet this challenge, we must stand behind the efforts Ambassador Gunnar Jarring and others are making to bring peace to that troubled area.

Many Threats to Peace

If the Middle East conflict with all its new dimensions were the only threat facing the world this would be sufficient to occupy fully the energies, imagination

and resources of the world community. In other parts of the world there are formidable obstacles to peace and security. We have found no answers to the continuing race conflict in southern Africa. It continues to smoulder more and more dangerously and, if nothing is done, might end in a conflagration engulfing the southern half of the continent. In Indochina war burns with varying degrees of intensity, while the talks in Paris show little sign of coming to grips with the real issues. Europe remains divided, but there have been some encouraging developments. We can be thankful that deteriorating situations in other parts of the world have not been used to impede the movement toward the relaxation of tension between the super-powers. SALT talks continue, *l'approche* between West Germany and the U.S.S.R. has taken place. Similar improvements are foreshadowed.

While international conflicts, and especially outbreaks of violence, of necessity occupy the attention of many member governments, they must not be allowed to overshadow equally important developments of concern to the entire world community. Developing nations see a crisis in the international development program. Canada shares their concern and is making an increasing contribution. Environmental issues are looming larger each day. The UN is responding. Canada has made available the services of a distinguished public servant, Mr. Maurice Strong, to be Secretary-General of the 1972 conference. All around the globe, nations are in a state of uncertainty about the economic outlook.

World prosperity and world security are indivisible and depend on the strength of the world economy. Over the years, the UN has set up — partly in anticipation of needs, partly in response to demands — a large and impressive family of intergovernmental bodies and other international instruments for strengthening co-operation in important fields such as finance, trade, economic and social activity. Their contributions to better world conditions rank high on the record of the UN achievement. The continuing need is to keep them effective.

Need for Renewal

In my speech on behalf of Canada last year, I drew attention to the need for renewal of the UN. Events in the past 12 months have brought a new sense of urgency to this need. Procedural improvements can help, and I shall have something to say about this in a few moments. They cannot, in themselves, meet the need.

In its work for mankind, the UN today is facing new threats, new constraints and new obstacles. The very assumptions upon which the organization operates must be re-examined, if the aims of the Charter are to be advanced. This advance will depend on the readiness of members to exploit opportunities, to bring new attitudes to bear and to set practical objectives for the organization.

The Canadian delegation believes that in this year of anniversary we should seek practical ways of improving the UN capacity for converting common purpose into common action. It is ever more difficult for the Assembly to cope with the number and complexity of international programs and projects that it has set in motion. Important work is often postponed or left incomplete. This compounds organizational and administrative problems and imposes additional expenses, burdens and obligations.

This is the time, Mr. President, to follow up the improvements in the Second Committee last year and, rather than proceeding piecemeal, to take a comprehensive look at the United Nations General Assembly's procedures and organization. This is neither an original nor a new idea, but at this quarter-century mark in the UN history we in this Assembly face again the task of self-improvement.

It was this belief which led my Government, with the support of 12 countries, to request the inscription on the agenda of an item for consideration by the Assembly entitled "Rationalization of Procedures and Organization of the United Nations General Assembly". This proposal, which will have a number of additional co-sponsors from various regions, envisages the establishment of a committee with equitable representation from all groups.

The committee would report its findings and recommendations to the General Assembly at its next session, thus allowing the committee time to give thorough study to the problems before it. My delegation has in mind that any reforms, to be effective, must attract the widest possible support and be based on a consensus to be endorsed by the Assembly, perhaps at the next session.

In terms of the material and operations to be studied, the committee's mandate should be wide. This study would take into account the nature of the Assembly's work, its priorities and organization, and the effectiveness of its machinery. At the same time, the Committee's mandate should be narrow, in that it would restrict its recommendations to the procedure and organization of the Assembly as envisaged within the limits of the Charter.

Our proposal is a modest one, but I believe that even limited changes could have a very beneficial effect on our working methods and on the results achieved. Areas to be studied would obviously include documentation, rules of procedure and related questions. The proposed committee would also study the ways in which items are allocated to the main committees of the Assembly. Recommendations would take into account the need to ensure that all important political items are properly placed and adequately considered in future Assemblies.

Mr. President, the effectiveness of the General Assembly and the UN will always depend upon the will and determination of the member states. Changes in procedure and organization cannot of themselves improve the quality of the General Assembly's performance. They can enable the will of the

Assembly to be translated more swiftly, accurately and effectively into action. We should not underrate such improvements. The Canadian delegation does not.

There is no need to call in question the basic structure of the organization. But the fact that we do not wish to rebuild the house does not mean that we should delay essential repairs to the plumbing and wiring. For this reason I call upon the member nations to give urgent and continuing attention to the essential detailed work that is required, without losing sight of the fundamental need for all of us to re-examine our own attitudes to our responsibilities within the Charter.

The relevance and the competence of the UN are being called into question all over the world. The world community needs the UN. It needs a UN that has renewed itself, that has transformed itself from an arena in which governments jostle for transient political advantage into a place of action where issues are faced, solutions are found and problems resolved. Such a UN would do more than serve the ambitions of member governments, it would begin to meet the needs of the peoples of the world in whose name the Charter was proclaimed. Canada's faith in the UN ideal is unimpaired, and Canada will continue to work with others to strengthen and renew this great body upon which so many of man's hopes are fixed.

The Prince of Wales in Canada

His Royal Highness the Prince of Wales made an unofficial visit to Ottawa for two days before flying to Frobisher Bay, Baffin Island, to join the Queen, the Duke of Edinburgh and Princess Anne for a ten-day visit to the Northwest Territories and Manitoba.

Prince Charles arrived in Toronto on a regular BOAC flight on July 2. He was met at the Toronto International Airport by the Honourable Ross Macdonald, Lieutenant-Governor of Ontario, Dr. Stanley Haidasz, M.P., representing the Canadian Government, and other Canadian officials. Accompanied by Dr. Haidasz, the Prince left Toronto in a Canadian Forces aircraft for Ottawa, where he was welcomed by the Governor General.

The Prince of Wales, who stayed at Government House, had a busy and varied program arranged by the Government Hospitality Committee for his Ottawa visit.

The first evening, following a private dinner at Government House, he attended the second half of the All-Star football game at Lansdowne Park. At the conclusion of the game, he met the captains of the competing teams and presented trophies to the captain of the winning team and to the most valuable player of the game.

Tour of Parliament

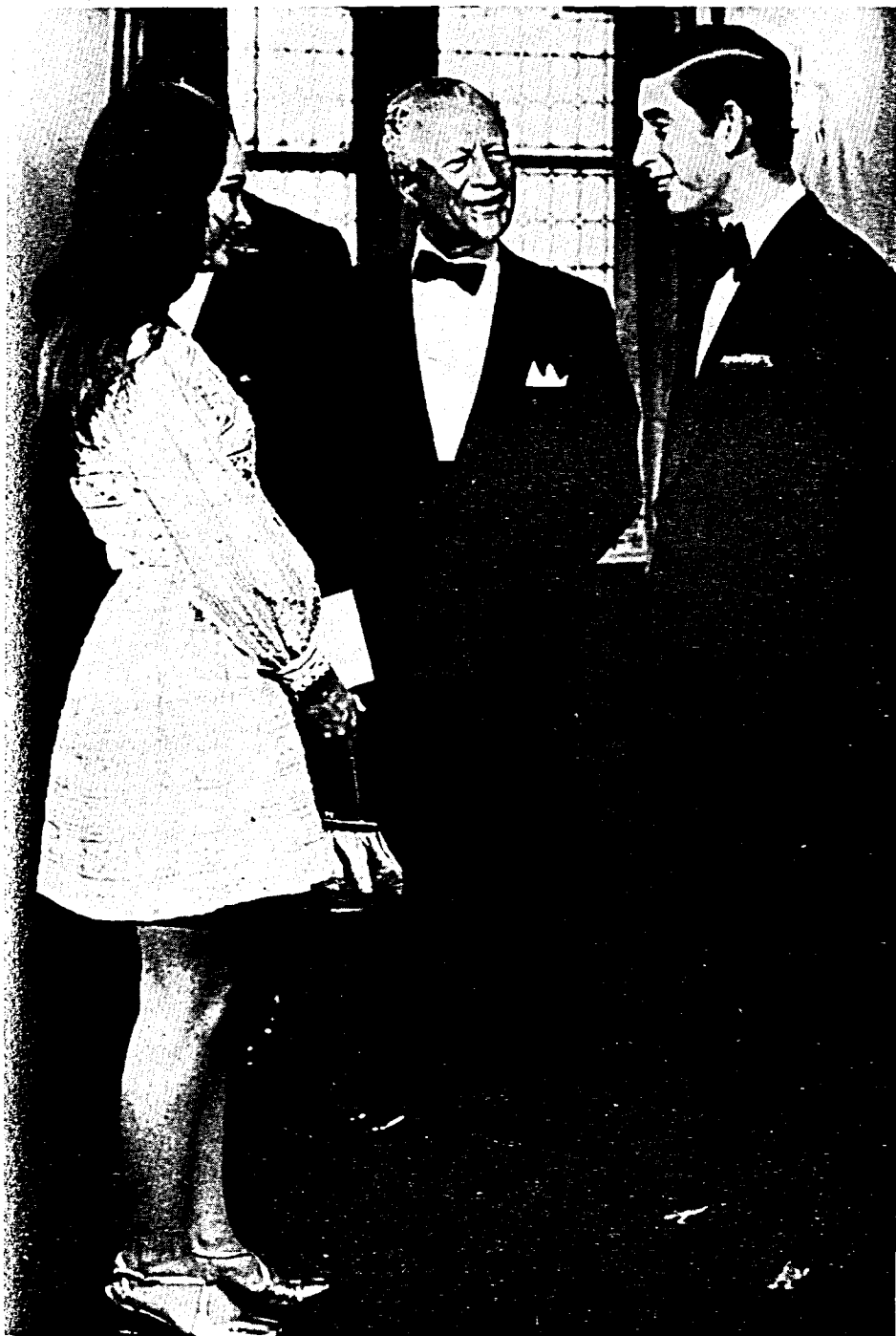
On the morning of July 3, Prince Charles visited the Parliament Building, where he was welcomed by the Speaker of the House of Commons and the Leader of the Government in the Senate, who escorted him on a tour of the two Chambers of Parliament, the Memorial Chamber and the Library. He was also given a chance to see the capital area from the top of the Peace Tower.

From the Parliament Buildings, His Royal Highness went to the National Press Building for a brief "off-the-record" meeting with members of the National Press Club.

In the afternoon, His Royal Highness attended a garden party at Government House and in the evening was guest of honour at a dinner given by Their Excellencies, at which he was able to meet a representative group of young Canadians from various parts of the country.

A Boys' Camp

On the morning of July 4, the Prince of Wales travelled by helicopter to the Ottawa Boys' Club Summer Camp at Mink Lake. He toured the campsite, watched the boys at their various outdoor activities, and had lunch with them in the camp dining-hall. Following presentations of handicrafts to him by an



During a ball at Government House in Ottawa, Julie Maloney, Miss Canada 1970, is introduced by Governor-General Roland Michener to Prince Charles.

English-speaking and a French-speaking camper, Prince Charles spoke to the boys briefly.

The Prince returned to Ottawa just in time to join Governor-General and Mrs. Michener in the departure by Canadian Forces *Yukon* for Frobisher Bay. The royal visitor took advantage of the long Arctic day to go fishing after dinner with a group of Eskimos.

On the morning of July 5, His Royal Highness joined Governor-General and Mrs. Michener and Prime Minister Trudeau in greeting the Queen, Prince Philip and Princess Anne on their arrival to begin the royal tour.



The Prince of Wales chats with a canoeing instructor at the Mink Lake summer camp of the Ottawa Boys' Club.

The Strengthening of International Security

OFFICIAL CANADIAN VIEW

After an extensive debate on an item entitled "Strengthening of International Security", included in the agenda of its twenty-fourth session, the United Nations General Assembly unanimously adopted a resolution numbered 2606/XXIV. Among other things, this resolution requested member states to inform the Secretary-General of their views and proposals on the subject, and also of measures they were adopting for the purpose of strengthening international security. The General Assembly also decided to include the item on its agenda for the twenty-fifth session. The text of the Canadian reply to the Assembly request follows:

The strengthening of international security, in its broadest sense, is the basic objective of the United Nations. This means that all its purposes — peace, friendly relations, international co-operation and harmonizing the actions of nations — contribute to and are dependent on the strengthening of international security.

Although these purposes may be said to reflect absolute values, taken as a whole the condition of international security cannot be usefully thought of as static. Peace is a process requiring continual adjustments among nations. Further economic and social development is sought by all. The full enjoyment of human rights in dignity by every human being must be envisaged as an essential aspect of international security. The principles of justice demand constant reassertion and defence. A stable and secure world order can be realized only if the international system is resilient and capable of evolution, and not rigid and resistant to change. The United Nations, therefore, cannot itself be static if it is to serve these purposes.

The United Nations Charter embodies those principles which all member states have in common and without the observance of which none would be secure. States see international security in terms of their own security; if any state is insecure or feels itself to be insecure, this will affect the security of others. Nevertheless, the perception of security by one state will not necessarily be that of all and the embodiment of principles in a document does not by itself ensure the security of any. Not only must the Charter and the organization which rests upon it be flexible enough to accommodate the differences of national perceptions, they must also accommodate changing perceptions and therefore changing differences. The United Nations will not promote security if it is used to support some immutable *status quo* or to impose the objectives of some states at the expense of others, nor if attempts are made to alter or

reinterpret the Charter by means other than those which the Charter itself provides.

Developing the Rules

International law must also evolve if we are to strengthen international security, for it provides the framework for orderly and peaceful relations among nations. The institutions associated with the development, promotion and implementation of international law should be capable of providing assurance to each member of the world community that peace, justice and development can be attained without recourse to methods which might jeopardize the security with which they are inextricably linked. Where the law is inadequate it must be developed. Thus, for example, it is essential that the members of the international community should join together in developing an international legal regime designed to ensure to human beings the right to live in a wholesome natural environment.

The Charter recognizes the sovereign equality of states. It also reflects political and economic realities by providing for the special responsibilities of the permanent members of the Security Council. These responsibilities confer special powers on the permanent members. They do not confer exemption from observance of the principles which are binding on all member states; nor do they entitle the permanent members, any more than other members, to impose their will in disregard of the interests of less powerful states. The Charter has proved realistic in acknowledging the inequalities of power among states. It does not sanction inequality of rights.

Violations of the principles of the Charter, and hence damage to international security, have been committed both by permanent members of the Security Council and by other states. It remains to be proved, however, that anything is to be gained by trying to enlarge the powers of any one United Nations organ at the expense of another. The resources of the organization are rarely used to their maximum effect. Such use requires an act of political will in reconciling national interests with international obligations.

Reconciling Interest and Obligation

There are three aspects to such a reconciliation. The first is observance of Charter principles without exception by all states, notably the principles of friendly relations and co-operation among states, and in particular those relating to the non-use of force or threats of force against the territorial integrity or political independence of states, and of the inadmissibility of intervention in the domestic affairs of states. This would preclude such concepts as spheres of influence or closed political systems, which repress the process of evolving mutual interdependence upon which international security depends.

The second aspect is effective agreement to avert international conflicts by using the full capacities of the Security Council, the General Assembly, the Secretary-General and all other United Nations organs, both as they are

laid down in the Charter and as they have evolved over the years; to resolve disputes in accordance with Chapter VI of the Charter when they nevertheless occur; and to give substance to the provisions of Chapter VII where it becomes necessary to enforce Security Council decisions.

The third aspect arises from the fact that, although the Charter remains the essential basis for international security, the passage of 25 years has brought about changes in the international scene not envisaged when it was drafted. In particular, questions of economic and social development and peacekeeping have assumed a character and dimensions not spelled out in specific terms in the Charter, and these, together with questions such as arms control and disarmament, the peaceful use of outer space and the resources of the seabed beyond national jurisdiction, the elaboration of the principles of friendly relations and co-operation among states and a definition of aggression, are being considered within the existing framework of the United Nations Charter and bear testimony to its inherent flexibility and resiliency.

In the field of development, an improved and sustained effort is required within the framework of the Second Development Decade to promote economic growth as an essential element of international security. Economic growth is not an end in itself but a means of accomplishing the larger goals of development. It must become an engine of social progress toward justice and the full enjoyment of human rights by each member of every society, and development assistance must support the kind of economic change most likely to bring this about.

Procedures for Peaceful Settlement

Peacekeeping has developed in accordance with the Charter to complement the functions of peacemaking covered in Chapter VI and peace-enforcement covered in Chapter VII. The essential need now is to develop agreed procedures which will enable the United Nations to act constructively in situations of conflict to foster or maintain conditions under which peaceful settlement is possible on a generally acceptable basis and which will ensure that no state, either by exploiting UN peacekeeping operations or by preventing them, will be able to obtain advantages for itself to the detriment of others. Such procedures require the full use of all the resources provided by the Charter, supplemented by specific agreements covering those areas which experience has shown to be essential to effective peacekeeping but on which the Charter is silent.

Moreover, if all member states act to liquidate the indebtedness of the organization arising from past peacekeeping operations, arrangements for financing future operations could be more easily put on an agreed footing.

In addition to being essential for the establishment of lasting international security, arms control and disarmament are intimately connected with peacekeeping and with economic growth and development. Although the ultimate United Nations objective is and must remain general and complete disarmament

under strict international control, experience has shown that arms control and disarmament are best approached by means of cumulative collateral measures. The most potent threats to international security are posed by strategic nuclear weapons. The competition in conventional armaments is, however, also a dangerous source of instability, and the smaller countries share the responsibility of the great powers to exert every effort to strengthen international security by arms-control and disarmament measures.

The Canadian Government has consistently sought to strengthen international security. For example, in pursuance of the principles contained in the Charter and of those set out above, Canada supports the aims of economic and social development, and has steadily increased the volume of its development assistance accordingly. Canada has taken part in United Nations peacekeeping operations, earmarked forces for possible such use in future, and continues to seek ways of overcoming difficulties surrounding this United Nations function. Canada contributes both to the substantive work of the Conference of the Committee on Disarmament and to making it an effective negotiating instrument for progress in arms control and disarmament. Canada is ready to co-operate in measures to improve the operational effectiveness of the United Nations in all fields, and has put forward proposals for that purpose in the hope of ensuring that the will of the international community to attain security is not frustrated by inadequacies in the machinery for its expression.

The Canadian Government believes that present international insecurity is remediable and that the United Nations is an essential instrument for the purpose. The effectiveness of the United Nations depends, however, on the will of all its members to use it to capacity and to accept the concomitant obligations, some of which may be onerous or seem to run counter to national interests narrowly conceived. Without the United Nations such a will could not be translated into practice. Without such a will the United Nations is powerless.

Great Lakes Pollution Conference

MINISTERS and representatives of the Governments of Canada and the United States met in Ottawa on June 23 to discuss common problems of pollution in the Great Lakes.

The Canadian delegation was headed by the Secretary of State for External Affairs, the Minister of Energy, Mines and Resources and the Minister of Fisheries and Forestry. The Province of Ontario was represented by Mr. Kerr, the Minister of Energy and Resources Management, senior departmental officials and officers of the Ontario Water Resources Commission. Mr. Russell Train, Chairman of the Council on Environmental Quality, led the United States Delegation, which included senior officials from the Department of the Interior, the State Department and the Coast Guard.

IC Recommendations Considered

Before the meeting were the recommendations contained in a special report submitted last April by the International Joint Commission on potential oil



The Secretary of State for External Affairs, the Honourable Mitchell Sharp (right), talks to Mr. Russel Train, chairman of President Nixon's Council of Environmental Quality, before the Canada-U.S. conference on pollution in Ottawa.

pollution, eutrophication and pollution from watercraft. Agreement was reached regarding implementation of several of the report's major recommendations. Specifically, the parties agreed to co-ordinate the new Canadian and U.S. contingency plans for cleanup of spills of oil and other hazardous materials in the Great Lakes. Similarly it was agreed that legislation in both countries for the regulation of waste disposal by commercial facilities and pleasure craft would be made compatible.

Mr. Greene outlined the new legislation under the Canada Water Act, which would permit the Canadian Government to implement the Commission's recommendations for reducing and eliminating phosphates from detergents. The Americans, in response, confirmed their undertaking to remove 80 per cent of all phosphates from municipal and industrial sewage (including detergent) by 1973, two years in advance of the target date of 1975 recommended by the IJC.

Ontario Measures

Mr. Kerr, the Ontario Minister of Energy and Resources Management, announced his government's intention to modify its gas-drilling program on Lake Erie to conform to the recommendations of the Commission. He also noted that Ontario would shortly begin construction of phosphate-removal facilities as recommended in the IJC report. This five-year program to remove 85 per cent of the phosphates and nutrients contaminating the Lower Great Lakes basin will cost approximately \$30 million. It is expected that municipalities in the Lake St. Clair and Lake Erie drainage system will have lime-treatment processes in their sewage plants by the end of 1973, while municipalities on Lake Ontario and the lower St. Lawrence will have until the end of 1975 to install the nutrient-removal system.

Both delegations expressed deep concern about the critical water-quality situation in the Great Lakes basin, and it was agreed that a more effective basis for future co-operation in water-quality management should be sought. Accordingly, a joint working group was established to consider common water-quality objectives and implementing programs for the lower Great Lakes which may be proposed by either government to the working group. The working group, which is expected to convene late this summer, has been requested to report back to a second ministerial conference that will be held following receipt of the final report of the IJC, expected later in the autumn.

The International Civil Aviation Organization

SEVENTEENTH SESSION OF ASSEMBLY

AT THE request of 11 European member states,⁽¹⁾ supported by a large number of other members, including Canada, the International Civil Aviation Organization (ICAO) met in its seventeenth (extraordinary) Assembly at its Montreal headquarters from June 16 to 30, 1970. This special session of the Assembly was convened primarily for the purposes of taking up the serious problems which pose increasingly grave threats to international air safety. Canada and 91 other countries were represented, as were 13 inter-governmental and other international organizations. The Canadian delegation was headed by the Assistant Deputy Minister (General) of the Department of Transport, Mr. Gilles Sicotte, and was composed of officials from the Departments of Transport, Justice and External Affairs.

The following agenda was adopted by the Assembly:

Development of adequate security specifications and practices, for application by ICAO states in international civil aviation, aimed at the protection of air passengers, civil aviation personnel and civil aircraft by:

- (a) preventing criminal action of any kind that may endanger the safety of air transport; and
- (b) consideration of arrangements under which those responsible for criminal actions endangering civil air transport can be brought to justice.

In order to organize the volume of work before the Assembly in the most practical and effective manner, three committees of the whole were established at the outset: (a) an Executive Committee, which generally met in closed sessions, to deal with questions having political aspects; (b) a Legal Committee; and (c) a Technical Committee. After each item had been fully discussed in committee and an acceptable recommendation, in the form of a resolution, had been arrived at, it was referred to plenary for discussion and formal adoption. More than 150 working papers were submitted to the appropriate body for consideration by national delegations, observer delegations from international organizations, the ICAO Secretariat and the various committees themselves.

The Canadian delegation was particularly concerned with three major items: (1) the "solemn declaration" by the Assembly on unlawful interference with international civil aviation; (2) the return of hijacked aircraft and their crews, passengers and cargoes; and (3) consideration of the "Canadian Discussion Paper on Linking Bilateral Air Agreements to ICAO International Conventions Relating to Unlawful Interference with Civil Aviation".

(1) Austria, Belgium, Britain, Denmark, the Federal Republic of Germany, Finland, the Netherlands, Norway, Spain, Sweden, Switzerland.

Solemn Declaration

Canada and six other countries ⁽²⁾ jointly introduced a resolution, containing a "solemn declaration", in the Executive Committee and co-operated closely in a successful effort to secure its unanimous adoption by the Assembly. ⁽³⁾ It consists of two parts: (I) The first, in standard resolution language, condemns all acts of violence against aircraft aviation personnel and passengers engaged in international civil air transport, and against civil airports and facilities used by international civil air transport, urgently calls upon states not to use, under any circumstances, acts of violence against such transport, civil airports and other air transport facilities, and pending the coming into force of appropriate international conventions, to take effective measures to deter and prevent acts of violence and prosecute those who commit them. (II) The second part is the "solemn declaration", which deplures acts against international air safety, expresses regret for loss of life, injury and damage, condemns acts of violence, recognizes the need for international co-operation, requests concerted international action to suppress unlawful acts, and requests application, as soon as possible, of the Assembly's decisions and recommendations to prevent and deter such acts.

Return of Hijacked Aircraft

Seven delegations, ⁽⁴⁾ including the Canadian, submitted a resolution on this question to the Executive Committee, which subsequently recommended it to plenary. As unanimously adopted by the Assembly, the resolution ⁽⁵⁾ urges that "all unlawfully seized aircraft and their cargoes be returned to persons lawfully entitled to possession and all their passengers and crews be permitted to continue their journey as soon as practicable".

Canadian Discussion Paper

At the beginning of the session, the Canadian delegation requested that a working document setting out the text of a "Canadian Discussion Paper on Linking Bilateral Air Agreements to ICAO International Conventions Relating to Unlawful Interference with Civil Aviation" ⁽⁶⁾ be made available to all delegations participating in the Assembly. After discussion in the Legal Committee, the resolution proposed by Canada ⁽⁷⁾ was adopted unanimously by the Assembly. It requests the ICAO Secretariat to circulate the discussion paper to all member states of the Organization for study, and requests the Council of ICAO to refer it to the appropriate body for thorough consideration of the subject matter, in connection with the development of international law to deal with acts of unlawful interference with international civil aviation.

(2) Guatemala, India, Japan, Senegal, Switzerland, Tanzania.

(3) The final text of the resolution, which is generally becoming known as the "Montreal Resolution", is attached as Appendix A.

(4) Belgium, Canada, Japan, Korea, Malaysia, Sierra Leone, Switzerland.

(5) Appendix B.

(6) Appendix C.

(7) Appendix D.

Other Results of the Assembly

A number of substantive resolutions on security and safety procedures, initially considered in the Technical Committee, were also adopted by the Assembly. These will be receiving the careful attention of the government departments and appropriate agencies of all member states of the Organization concerned with these aspects of civil aviation. In addition, another important resolution, ⁽⁸⁾ directing the ICAO Legal Committee to prepare a new draft convention on acts of unlawful interference against international civil aviation (other than hijacking), was proposed by Britain and 11 other states. ⁽⁹⁾

Conclusions

Because of the large number of delegations in attendance, the thorough discussion of the most serious forms of unlawful interference with international civil aviation that today prejudice international air safety, and the unanimous adoption of significant resolutions, it is generally agreed that the extraordinary session of the Assembly achieved a fair measure of success. As a direct result of the work of the Assembly, progress is being made in several areas related to the general subject of unlawful interference with aviation. The 1963 Tokyo Convention on Offences and Certain Other Acts Committed on Board Aircraft is continually gaining wider acceptance; ⁽¹⁰⁾ the draft Convention on Unlawful Seizure of Aircraft (Hijacking), prepared by ICAO, is to be the subject of a diplomatic conference at The Hague from December 1 to 16, 1970; the eighteenth session of the ICAO Legal Committee is scheduled to meet in London ⁽¹¹⁾ from September 29 to October 13 to draft a new convention on other forms of unlawful interference with civil aviation; and the ICAO Secretariat will be formally requesting information from the governments of member states as to the implementation of the resolutions adopted by the eighteenth Assembly some time before the next regular Assembly, which will be held in Vienna in June 1971.

All these activities at the international level must, however, be supplemented by national efforts if air safety is to be maintained and strengthened. As the delegate of Canada on the Assembly's Legal Committee emphasized in his June 26 statement introducing the resolution on the Canadian discussion paper:

It is the Canadian position that every effort must be made by this Organization to develop an effective international legal framework to deter and prevent acts of unlawful interference with international civil aviation.

To this end, the Government has made known its willingness to co-operate to the fullest extent with other states, and with agencies and organizations involved in civil aviation, and to participate actively in all international endeavours directed towards resolving the grave problems that today threaten air safety throughout the world.

(8) Appendix E.

(9) Argentina, Ethiopia, Guatemala, Ireland, Japan, The Netherlands, New Zealand, Spain, Switzerland, the U.S.A., Zambia.

(10) Ratified by Canada on November 7, 1969. By August 1, 1970, 26 states had become parties.

(11) Or some other site in England.

Appendix A

DECLARATION BY THE ASSEMBLY

Whereas international civil air transport helps to create and preserve friendship and understanding among the peoples of the world and promotes commerce between nations;

Whereas acts of violence directed against international civil air transport and airports and other facilities used by such transport jeopardize the safety thereof, seriously affect the operation of international air services and undermine the confidence of the peoples of the world in the safety of international civil air transport;

Whereas Contracting States, noting the increasing number of acts of violence against international air transport, are gravely concerned with the safety and security of such air transport;

THE ASSEMBLY

Condemns all acts of violence which may be directed against aircraft, aircraft crews and passengers engaged in international civil air transport;

Condemns all acts of violence which may be directed against civil aviation personnel, civil airports and other facilities used by international civil air transport;

Urgently Calls Upon States not to have recourse, under any circumstances, to acts of violence directed against international civil air transport and airports and other facilities serving such transport;

Urgently Calls Upon States, pending the coming into force of appropriate international conventions, to take effective measures to deter and prevent such acts and to ensure, in accordance with their national laws, the prosecution of those who commit such acts.

ADOPTS THE FOLLOWING DECLARATION:

The Assembly of the International Civil Aviation Organization

Meeting in Extraordinary Session to deal with the alarming increase in acts of unlawful seizure and of violence against international civil air transport aircraft, civil airport installations and related facilities;

Mindful of the principles enunciated in the Convention on International Civil Aviation;

Recognizing the urgent need to use all of the Organization's resources to prevent and deter such acts;

Solemnly

- (1) *Deplores* acts which undermine the confidence placed in air transport by the peoples of the world.
- (2) *Expresses* regret for the loss of life and injury and damage to important economic resources caused by such acts.
- (3) *Condemns* all acts of violence which may be directed against aircraft, crews and passengers engaged in, and against civil aviation personnel, civil airports and other facilities used by, international civil air transport.
- (4) *Recognizes* the urgent need for a consensus among States in order to secure widespread international co-operation in the interests of the safety of international civil air transport.
- (5) *Requests* concerted action on the part of States towards suppressing all acts

which jeopardize the safe and orderly development of international civil air transport.

- (6) *Requests* application, as soon as possible, of the decisions and recommendations of this Assembly so as to prevent and deter such acts.

Appendix B

RETURN OF UNLAWFULLY SEIZED AIRCRAFT, THEIR CREWS, PASSENGERS AND CARGOES

Noting the principle that when an aircraft is unlawfully seized, the State in which the aircraft lands should permit its passengers and crews to continue their journey as soon as practicable and should return the aircraft and its cargo to the persons lawfully entitled to possession;

Stressing the desirability of all aircraft and their cargoes unlawfully seized being returned to the persons lawfully entitled to possession and all their passengers and crews being permitted to proceed to their original destination;

The Assembly Urges that all unlawfully seized aircraft and their cargoes be returned to the persons lawfully entitled to possession and all their passengers and crews be permitted to continue their journey as soon as practicable.

Appendix C

CANADIAN DISCUSSION PAPER ON LINKING BILATERAL AIR AGREEMENTS TO ICAO INTERNATIONAL CONVENTIONS RELATING TO UNLAWFUL INTERFERENCE WITH CIVIL AVIATION

(Presented by Canada)

The Extraordinary Session of the ICAO Assembly has been convened to take up the urgent and serious question of international air safety. It is the view of the Government of Canada that the growing concern with this matter on the part of the international community is encouraging a general climate of opinion conducive towards the consideration of new steps designed to prevent and deter acts of unlawful interference with international civil aviation. Nevertheless, it is recognized that, in the final analysis, only active international co-operation and a willingness on the part of all States involved in international civil aviation to accept and implement international legal obligations can lead to a resolution of the grave problems which are today threatening air transport throughout the world.

The Government of Canada has been considering the problems of enforcement of ICAO conventions relating to unlawful interference with civil aviation. To date, the only relevant treaty in force is the 1963 Tokyo Convention on Offences and Certain Other Acts Committed on Board Aircraft, to which Canada and 22 other States are parties at the present time. The draft Convention on Unlawful Seizure of Aircraft, which was approved by the Seventeenth ICAO Legal Committee meeting in February-March of this year, is scheduled to be the subject of a Diplomatic Conference at The Hague, December 1 to 16, 1970. When this instrument comes into force, it too would fall into the category of ICAO treaties dealing with unlawful interference. Neither the Tokyo Convention nor the new draft Convention

provide for legal sanctions in the event of non-compliance with their provisions. Refusal by Contracting States to implement their obligations under them would, of course, involve a breach in their international legal obligations; however, at present, no penalty is attached to such breach.

It is well known that scheduled international air transport is generally based on a framework of bilateral air agreements. These agreements govern air services by, and the landing rights of, designated air carriers. The Government of Canada is of the view, therefore, that directly linking bilateral air agreements to ICAO conventions relating to unlawful interference with civil aviation could provide a system of effective sanction for failure to implement international legal obligations under the conventions. This would also be an effective means of securing the widest possible application of the provisions of these conventions, even with respect to States which, for special or particular reasons, do not wish to become parties to them.

This Discussion Paper is concerned with one class of ICAO conventions: those relating to unlawful interference with civil aviation, i.e. (a) unlawful seizure or hijacking and (b) armed attacks and sabotage. It is concerned with two classes of bilateral air agreements: (a) existing agreements and (b) future agreements. It is concerned with three classes of States: (a) ICAO Member States; (b) States which are or are likely to become parties to the Tokyo Convention (and which are likely to become parties to future relevant ICAO conventions) and (c) States which are not, and are not likely to become, parties to the Tokyo Convention (nor to future relevant ICAO conventions). While ICAO has competence only with regard to Member States of the Organization, implementation of ICAO decisions by Member States may well affect relations with non-Member States in the area with which the decisions are concerned.

Existing Bilateral Air Agreements

An ICAO decision to link bilateral air agreements to relevant conventions could require all Contracting States to provide for a special clause to be annexed (by Exchange of Notes) to all existing bilateral air agreements to which such a State was a party. This clause would set out the specific provisions — of the Tokyo Convention and any other relevant ICAO convention in force at the time of annexing the clause to the bilateral agreement — imposing obligations relating to unlawful interference with international civil aviation. The special clause would then stipulate that, notwithstanding any other provision in the bilateral agreement concerning termination or suspension, either party is permitted to suspend operation of the agreement one month after communication of notice to the other party, if the other party fails to implement its international legal obligations under the annexed clause.

Future Bilateral Air Agreements

An ICAO decision to link bilateral air agreements to relevant conventions could require all Contracting States to incorporate a special clause in all future bilateral air agreements to which such a State becomes a party setting out the provisions of the Tokyo Convention and any other relevant ICAO convention in force at the time of conclusion of the bilateral agreement, imposing obligations relating to unlawful interference with international civil aviation. The special clause would then, as indicated above, permit suspension of operation of the bilateral agreement on one month's notice in the case of failure to implement international legal obligations under the clause.

Bilateral air agreements, between two States parties to the Tokyo Convention or to future relevant ICAO conventions which have annexed to them or incorporate conventional provisions, would merely be re-affirming existing international legal obligations while, in accordance with the Canadian proposition, ensuring that a sanction is available for their breach. As regards Member States which are not, and are not likely to become, parties to the Tokyo Convention and future relevant ICAO conventions, it should be noted that States may avoid becoming parties to this type of multilateral instrument not because they refuse in principle to accept certain obligations contained therein but because they do not want to undertake such obligations with respect to particular Contracting States. In this case, it would appear that incorporation of the pertinent multilateral provisions in bilateral air agreements with third States may well be acceptable.

It is hoped that, after a thorough study has been made of the proposal set out in this Discussion Paper, it will be decided that ICAO should adopt a resolution calling on States to annex to existing bilateral air agreements and incorporate in future bilateral air agreements a special clause containing the provisions, of the Tokyo Convention and future relevant ICAO conventions, relating to unlawful interference and providing for the suspension of operation of the air agreements on short notice in the event of breach of the obligations set out in this clause. If such a resolution were adopted and implemented, any State which had a bilateral air agreement with an offending State — a State which was in breach of its international obligations as annexed to or incorporated in the air agreement pursuant to the resolution — would have the legal right to suspend operation of the air agreement on short notice. Thus, the sanction would be available not only to the State directly affected by the action of the offending State but to all States having bilateral air connections with the State in breach of its international obligations. It is clear that implementation of such a resolution even if only by the major providers of international air carriage could create a certain pressure to ensure an important degree of compliance with the conventional obligations. In any case, if the offending State takes steps to comply with its obligations during the period between communication of notice and the date of the suspension of operation of the air agreement becoming effective, the notice of suspension could always be withdrawn. The original decision to communicate notice that operation of the bilateral air agreement with the offending State will be suspended, must, of course, be left up to individual States; there can be no element of automaticity in the proposed ICAO resolution.

An eventual decision by ICAO to accept and endorse the proposal outlined above could constitute an important step towards further developing an effective international legal framework to deter and prevent acts of unlawful interference with international civil aviation and contribute significantly towards the maintenance of international air safety.

Appendix D

CIRCULATION OF PAPER LINKING BILATERAL AIR AGREEMENTS TO ICAO INTERNATIONAL CONVENTIONS RELATING TO UNLAWFUL INTERFERENCE WITH CIVIL AVIATION, ADOPTED BY THE ASSEMBLY JUNE 29, 1970

THE ASSEMBLY :

Recognizing that scheduled international air transport is generally regulated by bilateral air agreements between States;

Conscious of the great contribution that the Tokyo Convention on Offences and Certain Other Acts Committed on Board Aircraft and future International Civil Aviation Organization conventions relating to unlawful interference with international civil aviation can make towards preventing and deterring such acts;

Notes the "Canadian discussion paper on linking bilateral air agreements to ICAO international conventions relating to unlawful interference with civil aviation" contained in A17-WP/49;

Requests the Secretariat to circulate it to Member States for study; and

Requests the Council to refer it to the appropriate body for thorough consideration of the subject matter, in connection with the development of international law to deal with acts of unlawful interference with international civil aviation.

Appendix E

PROPOSED CONVENTION ON ACTS OF UNLAWFUL INTERFERENCE AGAINST INTERNATIONAL CIVIL AVIATION

Whereas acts of unlawful interference directed against international civil aviation jeopardize the safety of persons and property, seriously affect the operation of international air services and undermine the confidence of the peoples of the world in the safety of civil aviation;

THE ASSEMBLY:

Considering that the occurrence of such acts is a matter of grave concern;

Considering that for the purpose of deterring such acts, there is a need to provide for appropriate measures to facilitate prosecution of those who commit them;

Considering that it is necessary to adopt provisions additional to those of international agreements in force;

Directs the Council of ICAO to convene the Legal Committee, if possible not later than November 1970, in order to prepare, as the matter of first priority on its Work Programme, a draft convention on acts of unlawful interference against international civil aviation (other than those covered by the draft convention on unlawful seizure of aircraft) with a view to adoption of the convention at a diplomatic conference as soon as practicable and if possible not later than the summer of the Northern Hemisphere in 1971;

Directs the Legal Committee, in preparing the draft convention, to take into account the opinions expressed at this Assembly.

(This is the second in a series of articles appearing monthly in External Affairs, dealing with the work of the Legal Division of the Department of External Affairs.)

Charter of the United Nations

THE TWENTY-FIFTH ANNIVERSARY

Statements were made in the Canadian House of Commons on June 26 by the Prime Minister, the Right Honourable P. E. Trudeau, and representatives of other political parties, noting the signing of the United Nations Charter in San Francisco on June 26, 1945.

The following is the text of Mr. Trudeau's remarks:

Mr. Speaker, today is the twenty-fifth anniversary of the signing of the United Nations Charter at a historic meeting in San Francisco. Canada, represented by a delegation led by Prime Minister Mackenzie King, was an active participant at that meeting.

Not all the promises of 1945 have been realized. The world continues to experience conflict of every intensity short of global war. But, if those who gathered in San Francisco in 1945 were full of hope, they were also realists. They clearly accepted that no multinational organization could keep the peace if major powers were wilful enough to resort to force. Although the United Nations has not succeeded in preventing such occurrences, its facilities for patient negotiations have often helped to hold the line against chaos.

Multinational Co-operation

While political crises clamour for our attention, we tend to lose sight of the fact that over 80 per cent of the resources at the disposal of the UN family support a multinational co-operative effort to relieve hunger, care for children, foster economic and social development and assist the developing countries to participate more fully in international trade. These are among the most encouraging developments since 1945 and are a reminder to us of another remarkable achievement — the rapid attainment of independence by the millions of people whose new nations have swelled UN membership to 126 countries from an original 51 members.

In recent years a new dimension has been added to UN preoccupations. The world is at last hurrying to preserve for peaceful purposes not only the new frontier of space but also the newly-appreciated last frontiers of earth — the seabed and the ocean-floor. It is becoming more evident every day that international co-operation is vital if science and technology are to be made to serve the interests of all mankind and contribute to the preservation of the common environment.

I have been using the words "the United Nations" and "the organization", but we must always remember that the UN is an association of independent

states and that membership in it is based on the principle of sovereign equality. As such, the sum of UN potential will not likely be greater than the political will of its individual parts. Although incorporated to attain ends desired by all peoples, including Canadians, the UN can employ only the means agreed upon by the member governments.

Canada has consistently sought, within the measure of its resources and influence, to strengthen the UN institutions in the service of peace and the improvement of quality of life for all. On this twenty-fifth anniversary, it is timely to pledge this Government and the people of Canada to continuing support for the UN as the best hope we have that the grave challenges facing Canada and the world can be met.

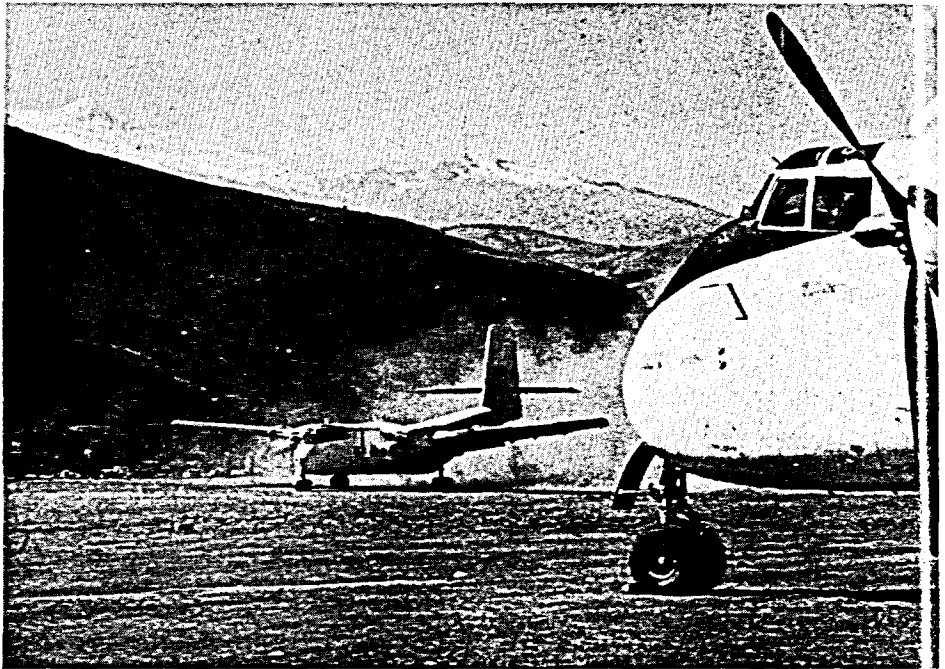
Canadian Assistance to Peruvian Earthquake Victims

FOLLOWING the devastating earthquake which struck northern Peru on May 31, the Canadian Government provided emergency relief assistance worth approximately \$1 million, as well as a cash donation of \$25,000 to the Canadian Red Cross Society, which was used to assist with the immediate purchase of emergency supplies.

From June 8 to 30, five *Caribou* aircraft of 424 Squadron, Canadian Armed Forces, Trenton, Ontario, flew 97 relief missions from Lima to the earthquake zone, Huaylas Canyon in the Peruvian Andes. Thirty-four technical, two medical and three air-movement personnel supported operations that logged 382 flying



Captain Ben Pasicov, medical officer with the Canadian detachment carrying relief supplies to the stricken area of Peru, checks the off-loading of a victim of the earthquake.



A Caribou aircraft runs up for take-off from Anta, Peru. The Cordillera Blanca is visible in the background.

hours, evacuating 1,903 injured, homeless and orphaned people, and air-lifting more than 180 tons of medical supplies, food and shelter material.

The *Caribous* and the *Hercules* that accompanied them carried to Peru a small initial shipment of relief supplies, including tents and two portable X-ray units. Later, three *Hercules* and two *Yukons* left Canada carrying 1,000 large tents, seven electric generators requested by the Peruvian Government and several radio-telephones and portable base-stations, a gift of Bell Canada. Twelve CAF technicians went along to put the generators into operation and to instruct their Peruvian counterparts on their upkeep. Early in August, 3,000 tons of flour were shipped from Montreal as a gift from the Government of Canada.

A good deal was also done by Canadian private agencies. To mention only a few, the Canadian Red Cross Society donated \$15,000 in cash and \$9,000 in supplies from the League's strategic warehouse in Santiago. The Oblate Fathers donated \$30,500 in medicines and \$5,000 in cash. Other agencies, such as Oxfam and Care, launched national appeals for contributions. Canadian Pacific Airlines co-operated by flying relief supplies without charge.

The President of Peru, General Juan Velasco Alvarado, has expressed his Government's warm and sincere appreciation both to the Canadian Ambassador in Lima and to the Governor General for the assistance Canada was able to provide to Peru.

The Second United Nations Development Decade

TOWARD the end of the 1950s, the international community became more and more aware of the serious conditions of poverty, illness and illiteracy in which many millions of people in two-thirds of the countries of the world were living, and it decided that a stronger and more co-ordinated effort to assist developing countries should be undertaken by the United Nations. It was difficult in those years to visualize how the United Nations could or should mobilize the resources of both developed and developing countries and direct them toward the basic and vital needs of the latter. When the General Assembly approved the resolution launching the First UN Development Decade in 1961, it could only be an uncertain, imprecise and modest first step toward a conception of global development. Indeed, the resolution was only a declaration, which contained no commitment to any sort of plan or blueprint for international development or development in individual member countries. It did specify some targets, but these were merely expressions of hope rather than commitments to a specific plan of action. There was no attempt to organize a campaign to measure the results and to apply greater resources to those areas and targets where greater efforts were needed.

Many governments considered that the First Development Decade failed. While there may be some truth in this, it is an over-simplification. Too much was expected of it. Nevertheless, there were some remarkable achievements as well as serious shortcomings.

In part, the First Development Decade failed because some of its targets were not reached: because the rate of growth in developing countries was not as great as expected; because developed countries did not provide as much assistance as had been expected of them, and had not reduced their tariffs sufficiently to allow larger imports from developing countries; because developed countries continued to grow wealthier and take an even greater share of the world's trade; because trained personnel continued to move from developing to developed countries; and because of the impact of the continued population explosion on the rate of economic and social progress in the developing countries.

Remarkable Achievements

There were, however, some remarkable achievements during the First Development Decade. There was a clearer perception of the urgency and scope of the task and of the responsibility of the entire world community to help. Developing countries achieved the target of a 5 percent rate of economic growth

that had been set for the Decade. There was a proliferation of international organizations, banks and funds to meet the needs of developing and developed countries. Among these were the International Development Association, the Asian Development Bank, the Inter-American Development Bank, the African Development Bank, the United Nations Conference on Trade and Development, the World Food Program, the United Nations Industrial Development Organization, the United Nations Institute for Training and Research, the United Nations Institute for Social Development and the United Nations Development Program, which brought most UN technical assistance together under a single authority. Since 1960, 25 newly-independent countries have joined the United Nations and most, if not all, of them are receiving economic assistance through the United Nations system. Developing countries shared in an expanding world economy, even though they did not do so to a degree comparable with that of the industrialized countries. Finally the world community has continued to learn the indispensable lessons of interdependence and the need to work together for the growth of international trade and development.

Whatever the successes of the Decade, however, the majority of countries in the UN felt a deep sense of frustration that the goals of economic and social development were still so far off, and that developed countries had not met their foreign-aid commitments. Their disappointment was understandable, and probably inevitable. Whatever assessment one might make of the Decade, it at least proved that the international community could work together and that it was time to attempt a more concerted and effective campaign to assist developing countries. It is against this background that the United Nations General Assembly, in Resolution 2411, established a Preparatory Committee in 1968 to draft an International Development Strategy for the Second United Nations Development Decade.

Development Strategy

The Preparatory Committee, of which Canada was a member in 1969 and an observer in 1970, prepared the comprehensive text of a "Strategy for Development in the 1970s". It was unable, however, to reach agreement on several critical issues, among which were the amount of capital and financial resources which developed countries were willing to transfer to developing countries in the 1970s, and certain concessions in the tariff and trade policies of developed countries. It is hoped that these issues can be resolved in the opening weeks of the General Assembly, and that the Strategy will be approved in the commemorative session of the Assembly in mid-October.

The Strategy for the Second Development Decade will be taken in the 1970s as an important gauge to measure not only the willingness of developed countries to help developing countries but also the willingness of developing countries themselves to continue the extra effort that will be required in the years ahead to achieve a faster rate of economic and social growth.

The Strategy is, in effect, a global conception, which attempts to express in simple terms the complex relations among all the components of development and the participants in the development process. In a sense, it is the first real step in a global campaign by the world community, which is trying to understand the problems of development as a whole and to work toward a comprehensive interdependent approach for mobilizing and using the economic, financial, social and human resources of developed and developing countries.

The text of the Strategy opens with a preamble describing the general responsibility of the world community for assisting developing countries in achieving a better standard of living for all people through international co-operation and assistance. It calls on developed and developing countries alike to increase the manpower and resources they devote to development. It adds, in this connection:

The primary responsibility for the development rests upon developing countries; but however great their own efforts these will not be sufficient... unless they are assisted through increased financial resources and more favourable economic and commercial policies on the part of developed countries.

Growth Objectives

The Strategy then outlines a number of broad objectives and desirable growth-rates in such key areas as industry, agriculture, savings and trade. It calls on developing countries to establish plans covering virtually every phase of economic and social development. In its third section the Strategy puts forward a number of policy measures in such areas as the transfer of resources, reduction of tariffs and the access of the exports of developing countries to markets of developed countries. It then proposes various measures covering the application of science and technology to problems of development, and for "human development" in such fields as employment, education, health and welfare, the training of youth, improved housing and community development and measures to arrest deterioration of the human environment. In a further section, it proposes the establishment of machinery that will assess the rate of progress made by member countries of the United Nations in achieving the targets of the Strategy. Finally, it emphasizes the importance governments should give to mobilizing public opinion in support of development plans. It makes it clear that, unless individuals in each country are prepared to devote more effort to and set aside more money for the purposes of development, the campaign for improving the conditions of life will fail.

The basic assumptions and presuppositions of the proposed Strategy are these:

- (a) It reaffirms the urgent need of accelerating the economic and social advancement of developing countries.
- (b) It recognizes that the development process is an urgent and demanding responsibility of the world community, and that the world community will share in the benefits of the development of individual countries.

- (c) It confirms that development involves not only economic growth but social change and progress.
- (d) It affirms that the purpose of international co-operation is development, not short-term political gain or political stability, and that it is a tangible, lengthy but finite process designed to promote economic and social growth, the expansion of trade and, in the long run, the concomitant reduction and eventual cessation in the flow of assistance.
- (e) It specifies the broad needs of developing countries and shows that they face not only the challenge of accelerating the rate of their economic growth but the more difficult tasks of introducing more rapid social change in such areas as education and family planning. It involves the equally difficult problem of changing attitudes of people toward problems of economic and social development. And, finally, it specifies a number of the most important policy measures which the developing countries will be expected to introduce in order to achieve the objectives of the Strategy.
- (f) It calls on all the economic, technical and human capacities of the developed world and multilateral organizations to assist developing countries.
- (g) It makes it clear that the heaviest burden in the entire process falls directly on developing countries.

The principle objectives, and proposals aimed at achieving those objectives, in the Strategy are these:

- (a) It proposes an approach which, in its global dimensions, views as part of a total interacting and comprehensive process all components and factors of economic growth and social change, ranging through such critical areas as tariff concessions, grant aid and loans, debt relief, transfer of technology, human resources development (education, employment, health) and population planning.
- (b) It sets certain economic and social objectives and targets for the 1970s, based mainly on current, realistic data and the policies of governments.
- (c) It outlines the more important international and national measures and programs which should be taken to achieve these goals.
- (d) To carry forward these proposed programs, it provides a framework for improving co-operation in the mobilization, organization and allocation of resources of developed and developing countries and multilateral organizations.
- (e) It offers a practical framework within which governments and multilateral organizations might fit their economic assistance and economic development plans and programs.
- (f) It calls for the establishment of effective machinery for reviewing and appraising the achievements of individual countries in carrying forward their programs toward reaching the targets of the Strategy. It i

suggested in this connection that the reviews will be carried out biennially and that the second appraisal will constitute the mid-term review.

- (g) It is an important tool for enlisting stronger and sustained public support for the heavy financial and manpower burdens that developed and developing countries will be called upon to carry in the 1970s. It is hoped that it will serve as a much-needed focus, as the United Nations marks its twenty-fifth anniversary, for an appeal to governments to work more intensively toward achieving the economic and social targets of the Strategy. It points to the indispensability of private investment in assisting developing countries in carrying forward their development programs.

What Strategy is Not

What dimensions of development does the Strategy not cover? It is not a blueprint for development in individual countries, not a ten-year "world development plan". It is not a treaty or convention imposing binding commitments on those governments that adopt it; its strength lies in whatever moral value and persuasive power it is able to generate in the international community. Although it does establish general priorities, it does not set priorities for individual national programs. While it calls for a number of broad commitments by countries, it does not define the individual responsibilities of the multilateral agencies and bilateral contributors to development. It leaves it open to governments to make their own more specific commitments towards reaching the objectives of the Strategy. And, in the broader context, it implies that those dimensions not covered in the Strategy now may become part of the next phase, in which national plans will be more consistently harmonized and oriented toward the objectives of global development.

Canada participated in the drafting of the Strategy in the Preparatory Committee of the General Assembly, as well as through the Specialized Agencies of the UN, all of which prepared material for inclusion in it. In the expectation that the Strategy will be approved, Canada will undoubtedly contribute substantially to the achievement of its goals in the 1970s through its own assistance programs and through the New Centre for International Development Research.

It has taken two years to draft the Strategy and several problems are still unresolved; these will be debated in the opening weeks of the current General Assembly. It is hoped that the final text will be completed and will receive the support of all member nations when they meet in the special commemorative session of the Assembly to mark the twenty-fifth anniversary of the United Nations.

Ambassador to Academe

(By Mr. A. J. Andrew, Department of External Affairs)



Mr. A. J. Andrew

RELATIONS between the Department of External Affairs and the Canadian academic community have usually been close. Skelton, Pearson and Robertson, three of the best known of our Under-Secretaries, all had taught in universities and all retained close personal connections with them throughout their terms of office. During the Second World War and shortly after, while the Department was expanding most rapidly, its upper echelons were filled by academics like George Glazebrook, Fred Soward, and R. A. MacKay. In more recent years, these natural and easy relations have become less direct as promotions within the Department have filled vacancies at the top and

reduced the contact between Academe and External at senior levels.

The result has been felt in the Department and a good deal of thought given to the question of bridging the gap created by the new circumstances. As part of a wider program involving the establishment of an Academic Relations Section in the Department in Ottawa, ⁽¹⁾ a decision was made to send two senior foreign service officers to two universities beginning with the academic year 1969-70, in what has become known as the "Foreign Service Visitor Program". Pierre Charpentier, now Canada's Ambassador to Peru, went to Laval University, and the writer of this article to the University of Toronto. The universities were told, in effect, that we should be at their disposal but were not to be locked into any particular university program. As visitors, we were simply told to do as best we could whatever seemed most likely to advance mutual understanding between the Department and the universities we were being sent to.

The need for better understanding was more obvious than were the means of achieving it, and the decision not to tell us what to do and not to commit

(1) See *External Affairs*, Vol. XX, No. 4, April 1968, P. 163.

as to any particular activity was a wise one. In my case, the ground rules established were that in the course of academic discussions I should regard myself as a free agent. I was also encouraged to take part in as much of the university's life as I found possible, to read, to write and even to think.

Problem of Self-Administration

Every new job in the Department contains at least one unforeseen problem. At Toronto it was what I elegantly referred to as "structuring my time" — deciding what to do next. The first task was as usual self-administration, and my wife set up her seventeenth ménage since we began living together. Meanwhile, I had decided to start off by regarding the University of Toronto as a foreign post. A friendly professor in the International Studies program agreed to send round to likely colleagues the sort of circular note that might have been sent after presentation of credentials at a mission abroad. I also began making calls on the people to whom I considered myself accredited. This approach had served its purpose long before the calls were completed and consequently they never were.

Universities are not respecters of persons and rarely temper their winds to shorn lambs. The transition from being an ambassador in Sweden to being a "visitor" (whatever that was) at Toronto took a little time. By the end of September, I had met all the professors whose classes I wanted to sit in on and had learned that the course on "diplomacy" offered by the School of Mediaeval Studies dealt with the type of manuscript known as a "diploma".

By combing the university calendar, I produced a list of about ten courses of prime interest. This was further reduced to six and in the end I participated, more or less regularly, in four or five at any one time. Professors accepted me as a student and the students regarded me as probably more professor than student but not much of either. Throughout, I tried to maintain — and probably succeeded — my amateur standing as an academic. I taught and I learned but spent no time trying to decide on which side of the fence I really belonged.

Three Aspects of Job

By Christmas I was able to write the Under-Secretary and suggest that the job was turning out to have three aspects: the first was to help those at the university interested in international affairs to find out more about foreign policies, the Department, and how it worked; the second, to help the Department appreciate the nature of the academic's interest in its activities and the value of the reservoir of information on international affairs to be found in the university; and the third, to enhance my own usefulness in my profession. I was not sure how much I had contributed to the first two objectives, but I was by then certain of the value of the experiment from my own selfish standpoint.

By well before Christmas, my time was fully "structured". Besides the

seminars and lectures I attended regularly, I accepted all invitations to speak to other classes and seminars both at the University of Toronto and, as it turned out, at York, Western and Windsor Universities, as well as one or two Canadian Institute of International Affairs meetings outside Toronto, for a total of 24 lectures in about seven months. I was also writing short articles and book reviews on invitation.

One of my main reasons for jumping at the chance of having the "year" (read eight months) at Toronto was the thought that it might make it possible to put down on paper some views on the diplomacy of the less powerful states whose position in the world made them more responders than initiators on the international scene. In November, I gave a seminar outlining my thesis on this subject and as I was not actually laughed out of the lecture room, I began to expand on this outline. The first complete draft was done early in April and the result is to be published in the near future by the CIA.

I returned to duty in the Department early in May. My second and final letter to the Under-Secretary from Toronto reported that the Foreign Service Visitor experiment had been well launched so far as improved contact with the University of Toronto community was concerned and seemed worth following up. Foreign Service Visitors are being sent again this year to Toronto and Laval, to consolidate the positions established last year.

A Diplomatic Occupational Hazard

One of the worst occupational hazards of a diplomat is that, if his stays abroad are too prolonged, he eventually loses his principal qualification as a representative — the ability to interpret his own country to foreigners. After seven very significant years of more or less continuous absence from Canada, I was extremely conscious of having lost what might be termed the "feel" of the country. Canada's representatives abroad are well provided with up-to-date information on what is going on at home and, indeed, anyone who can take the time to digest all that is available would undoubtedly be better informed than many Canadians working and living at home. But being informed is not the same as "feel". The best part of my stay in Toronto was the exposure to such a wide range of contemporary influences compressed and presented in a way that could only be found in a large university. The city of Toronto, which I was brought up not to love, I found to have developed a great charm and an enormous vitality, both delightful contrasts with earlier impressions. The university vibrated with ideas and, less agreeably, with emotions. The students turned out to be what everyone said they were, brighter and harder working than their parents but much more sceptical than I had expected. The supreme contempt was reserved for the "snow job" and they were forever checking one authority against another. They did not tolerate condescension but "levelling" with them, in every sense of the word, was surprisingly easy. Respect was a reward for performance, not a by-product of reputation or

age. At risk of generalizing too freely on a very small sampling, the students I met were perhaps too preoccupied with the differences between theory and practice, between ends and means, between teaching and doing. They would ask "How is it actually done?" Then, comparing the answer with what they were being taught, they sometimes concluded, unjustly, that they were being deliberately conditioned by their teachers.

A Constant Challenge

The interest among students and professors in the activities of the Department provided a constant challenge. The depth and extent of the understanding of foreign countries and international relations was surprising to one who had been away from the university environment during the past 25 years and could remember what thin pickings were available to students of international affairs in the immediate postwar years. The Department has recently become more aware of the resources waiting to be tapped in our universities and is looking into the best means of exploiting them. On the other hand, most teachers and students I met would admit to a gap in their knowledge on the practical problems of devising and carrying out a foreign policy for this country. The Foreign Service Visitor Program promises to be more than an attempt to re-establish traditional relations between Academe and External. It should stimulate that interaction between practitioner and critic that, in other fields, is of such great benefit to both. But the principal benefactor will probably remain the fortunate individual whose reintroduction to Canada takes place as a Foreign Service Visitor on a university campus.

International Commission for the Northwest Atlantic Fisheries

DELEGATES from the 14 member countries of ICNAF (Britain, Canada, Denmark, France, the Federal Republic of Germany, Iceland, Italy, Norway, Poland, Portugal, Romania, Spain, the U.S.S.R. and the United States) came together for the twentieth annual meeting of the Commission at Memorial University of Newfoundland in St. John's from June 1 to 6. Dr. A. W. H. Needler, Deputy Minister, Department of Fisheries and Forestry of Canada, presided, and observers from the Food and Agriculture Organization of the United Nations, the International Council for the Exploration of the Sea, the General Fish Council for the Mediterranean, the International North Pacific Fisheries Commission and the Government of Japan were present.

The problems of salmon conservation in the Northwest Atlantic were examined in depth. The prohibition of salmon fishing outside national fishery limits, recommended by the Commission in 1969, has not been fully effective



Part of the Canadian delegation to the ICNAF convention (left to right): Dr. A. W. H. Needler, Deputy Minister, Department of Fisheries and Forestry, and ICNAF chairman; Commissioner S. G. Lake; Dr. R. R. Logie, Assistant Deputy Minister (Fisheries), Department of Fisheries and Forestry; and Commissioner K. Henriksen.

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as it was not accepted by all member governments. To avoid the uncontrolled increase of salmon fishing, the Commission recommended that by 1971 countries limit to 1969 levels either the aggregate tonnage of vessels used to fish salmon outside territorial waters or the catch taken. It also recommended prohibition of the use outside territorial waters of trawl-nets, monofilament nets and trolling.

Following consideration of the effects of heavy fishing on yellowtail founder stocks, the Commission recommended that the total annual catch of these fish east of 69 degrees West be limited to 16,000 tons and west of 69 degrees West to 13,000 tons. It also recommended that the minimum sizes now in effect for trawl fish such as cod and haddock apply also to yellowtails.

The Commission is recommending that the minimum mesh size already in effect for the trawl-nets used for catching cod and other groundfish in Subarea 1 (West-Greenland region) apply in Subareas 2 (off Labrador) and 3 (off the east and south coasts of Newfoundland), with the continued exemption of small-mesh nets used for fishing ocean perch in the southern part of Subarea 3.

Proposed Inspection Scheme

To ensure adherence to its international conservation measures, the Commission gave unanimous approval to the adoption of an international scheme of inspection at sea similar to that already in effect in the Northeast Atlantic. This scheme will come into effect in the Northwest Atlantic on July 1, 1971. Detailed procedures were developed and will be reviewed by a meeting of national enforcement officers after experience has been gained.

The new intensive fishery for herring that has developed in recent years has caused great concern on the part of all member countries of ICNAF for the future of the herring stocks. While analysis of available information by the Commission's scientists did not give evidence of the need for immediate restrictive measures, a special working party was set up to plan an adequate research program and consider its results.

The Commission agreed that the annual catch of harp seals in the Gulf of St. Lawrence and in the "Front" area off Labrador and Newfoundland should be limited in 1971 to 245,000, including an allowance of 45,000 for the indigenous non-mobile fishery of these areas, thus making international quota regulations applicable to these herds for the first time.

The twenty-first annual meeting of the Commission will be held in Halifax, Nova Scotia, from May 27 to June 5, 1971. At that time, the Commission will welcome the delegation of Japan, which will become a member of the Commission later this year.

CONFERENCES

- UNCTAD, Trade and Development Board, tenth session: Geneva, August 25 — September 18
- UN General Assembly, twenty-fifth session: New York, September 15
- International Atomic Energy Agency, fourteenth general conference: Vienna, September 22-29
- International Council for the Exploration of the Sea: Copenhagen, September 28 — October 7
- Interparliamentary Conference, fifty-eighth session: The Hague, October 1-9
- Commonwealth Parliamentary Conference, sixteenth session: Canberra, October 1-10
- NATO Science Committee Meeting: Brussels, October 5-8
- International Federation of Highways, sixth congress: Montreal, October 6-9
- UNESCO, sixteenth general conference: Paris, October 12 — November 10
- Committee on the Challenges of Modern Society: Brussels, October 19-20
- Commonwealth Scientific Committee Meeting: Kingston, (Jamaica), November 2-6
- European Space Conference: Bonn, November 4-6
- North Atlantic Assembly, sixteenth annual meeting: The Hague, November 6-11
- Commonwealth Statisticians, seventh conference: New Delhi, November 16-27
- Commonwealth Heads of Government Meeting: Singapore, January 1971
- Commonwealth Legal Conference: New Delhi, January 1971
- Fifth Commonwealth Educational Conference: Canberra, February 1971
- World Consultation on the Use of Wood in Housing: Vancouver, July 5-16, 1971
- International Federation for Information Processing, fifth congress: Ljubljana, Yugoslavia, August 23-28, 1971

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE DEPARTMENT OF EXTERNAL AFFAIRS

- 25 - Mr. R. H. Jay posted from the Directing Staff of the National Defence College, Kingston, to Ottawa, effective May 25, 1970.
- ptem'er Mr. R. V. Gorham posted from Ottawa to the Bicultural Development Program, Quebec City, effective July 1, 1970.
- 28 - Mr. J. A. Millard resigned from the Department of External Affairs, effective July 1, 1970.
- Mr. C. T. Stone resigned from the Department of External Affairs, effective July 1, 1970.
- Mr. J. C. J. Cousineau posted from Ottawa to the Canadian Embassy, Addis Ababa, effective July 1, 1970.
- 10 Mr. L. H. Amyot posted from the Canadian Embassy, Paris, to Ottawa, effective July 2, 1970.
- Mr. J. F. Cyr transferred from the Department of External Affairs to Information Canada, effective July 2, 1970.
- Mr. J. R. Morden posted from the Permanent Mission of Canada to the Office of the United Nations and to the Conference of the Committee on Disarmament at Geneva to Ottawa, effective July 2, 1970.
- 2-6 Mr. R. Auger posted from Ottawa to the Permanent Mission of Canada to the Office of the United Nations at Geneva, effective July 3, 1970.
- Miss M. C. N. G. Laplante transferred from the Department of External Affairs to the Department of Supply and Services, effective July 3, 1970.
- Mr. N. Mailhot resigned from the Department of External Affairs, effective July 3, 1970.
- Mr. G. G. Riddell, Canadian Ambassador to Senegal, accredited concurrently Canadian Ambassador to Guinea, effective July 3, 1970.
- Mr. R. H. N. Roberts posted from Ottawa to the Canadian Embassy, Stockholm, effective July 5, 1970.
- Mr. W. M. Elie transferred from the Department of External Affairs to the Department of Supply and Services, effective July 6, 1970.
- ugoslav a. Mr. G. R. Harman posted from Ottawa to the Canadian Embassy, Cairo, effective July 7, 1970.
- Mr. J. C. Mercier posted from the Canadian Embassy, Berne, to Ottawa, effective July 7, 1970.
- Miss L. M. Kelly posted from the Canadian Embassy, Warsaw, to Ottawa, effective July 8, 1970.
- Mr. S. H. Heeney posted from Ottawa to the Delegation of Canada to the International Commission for Supervision and Control in Vietnam, effective July 9, 1970.
- Mr. P. J. Thibault posted from Ottawa to the Canadian Embassy, Mexico, effective July 9, 1970.
- Miss M. H. M. Currie posted from the Canadian Consulate General, San Francisco, to the Canadian Embassy, Tel Aviv, effective July 11, 1970.
- Mr. J. Demers posted from the Canadian Delegation of Canada to the International Commission for Supervision and Control in Vietnam to Ottawa, effective July 13, 1970.
- Mr. J. G. Sinclair transferred from the Department of External Affairs to the Department of National Health and Welfare, effective July 15, 1970.
- Mr. A. G. Bolduc posted from Ottawa to the Office of the High Commissioner for Canada, Accra, effective July 15, 1970.

- Mr. J. A. M. Lemieux posted from the Delegation of Canada to the North Atlantic Council, Brussels, to the Permanent Mission of Canada to the Office of the United Nations at Geneva, effective July 16, 1970.
- Mr. D. L. Westrop posted from the Permanent Mission of Canada to the Office of the United Nations at Geneva to Ottawa, effective July 17, 1970.
- Mr. T. C. Bacon posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective July 17, 1970.
- Mr. E. Foychuk posted from the Office of the High Commissioner for Canada, Lagos, to Ottawa, effective July 17, 1970.
- Mr. L. A. K. James posted from the Office of the High Commissioner for Canada, Georgetown, to Ottawa, effective July 17, 1970.
- Mr. J. D. Hughes posted from the Canadian Consulate General, New York, to the Canadian Consulate General, New Orleans, effective July 18, 1970.
- Mr. F. Brodeur posted from the Canadian Embassy, Kinshasa, to Ottawa, effective July 21, 1970.
- Mr. Y. St. Hilaire posted from the Canadian Embassy, Addis Ababa, to Ottawa, effective July 22, 1970.
- Mr. J. A. Stiles joined the Department of External Affairs, effective July 1, 1970. Appointed High Commissioner for Canada to Guyana, effective July 23, 1970.
- Mr. J. M. Touchette posted from the Canadian Embassy, Cairo, to Ottawa, effective July 25, 1970.
- Mr. G. Wilkinson posted from the Office of the High Commissioner for Canada, Kuala Lumpur, to Ottawa, effective July 26, 1970.
- Mr. L. J. Wilder posted from the Canadian Embassy, Bonn, to Ottawa, effective July 27, 1970.
- Mr. N. Haffey posted from Ottawa to the Office of the High Commissioner for Canada, Kuala Lumpur, effective July 28, 1970.
- Mr. D. D. MacKinnon posted from the Office of the High Commissioner for Canada, Georgetown, to the Office of the High Commissioner for Canada, Canberra, effective July 30, 1970.
- Mr. T. H. Bennett resigned from the Department of External Affairs, effective July 30, 1970.
- Mr. M. F. Bild posted from the Canadian Embassy, Paris, to Ottawa, effective July 31, 1970.
- Mr. W. P. Hingston posted from Ottawa to the Canadian Embassy, Tehran, effective July 31, 1970.

EXTERNAL AFFAIRS

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United Nations General Assembly

TWENTY-FIFTH REGULAR SESSION

REPRESENTATIVES of the 126 member states of the United Nations gathered in New York on September 15, 1970, for the opening of the twenty-fifth regular session of the General Assembly. The chairman of the Liberian delegation, which provided the President of last year's session, opened the proceedings. The Assembly elected as President of the twenty-fifth session the Norwegian Permanent Representative to the United Nations, Mr. Edvard Hambro. Mr. M. H. Wershof, member of the Canadian delegation to the twenty-fifth session and Ambassador of Canada to Denmark, was elected chairman of the Fifth Committee (on budgetary and administrative questions).

The Canadian delegation was headed by the Honourable Mitchell Sharp, Secretary of State for External Affairs, and included Mr. Yvon Beaulne, Permanent Representative of Canada to the United Nations, as vice-chairman; Mr. Jean-Pierre Goyer, Parliamentary Secretary to the Secretary of State for



The delegation of Canada to the twenty-fifth session of the General Assembly of the United Nations: Mr. Mitchell Sharp (left), and Mr. Yvon Beaulne, Permanent Representative of Canada to the United Nations.

External Affairs; Mr. Gordon Blair, M.P.; Miss Renaude Lapointe, Department of Indian Affairs and Northern Development; Mr. Hugh L. Keenleyside; Mr. George Ignatieff, Ambassador and Permanent Representative of Canada to the Office of the United Nations and to other international organizations at Geneva; Mr. M. H. Wershof (as mentioned above); Mr. Bruce Rankin, Consul-General of Canada in New York; Mr. André Bissonnette, Assistant Under-Secretary of State for External Affairs.

Dean R. St. J. Macdonald, Faculty of Law, University of Toronto, and Mr. Robert R. Kaplan, M.P., will serve as special advisers and Parliamentary observers, and there are Parliamentary observers selected by parties in the House of Commons and the Senate, in accordance with the usual procedure. Advisers are provided by the Department of External Affairs and by other government departments as appropriate.

Mr. Sharp participated in the general debate on September 24. ⁽¹⁾ A special commemorative session in honour of the twenty-fifth anniversary of the United Nations took place from October 14 to 24. Canada has been a member of the committee organizing the anniversary, and it has been the committee's intention to produce one or more declarations acceptable to the whole membership for approval on UN Day (October 24).

It is expected that there will be over 100 items on the final agenda of this Assembly. The final agenda for each committee will be available in document form when the Assembly has taken action on the reports of the General Committee. The most important items are mentioned below.

Plenary

Elections

Canada served on the Security Council during 1967 and 1968. Belgium and Italy are the candidates agreed on this year from the Western Europe and Others Group (which includes Canada). Elections will also take place for seats becoming vacant this autumn on the Economic and Social Council (ECOSOC).

Rationalization of Procedures and Organization

In a statement during the general debate last year, Mr. Sharp compared the situation in the United Nations to the cumulative effect of pollution and suggested that, failing vigorous corrective measures, the United Nations family of organizations would "drown in a sea of words". A marked positive response

(1) See *External Affairs*, September 1970, Page 290.

among member delegations to his words after preliminary consultations led to the submission of an item on the provisional agenda of the session proposing the study of measures to improve the workings of the General Assembly itself, the nerve centre of the world organization. The proposed agenda item requests the President of the General Assembly to establish as early as possible during the session a committee of persons with wide experience in General Assembly activities to study ways and means of improving the Assembly's procedures and organization, including the allocation of agenda items, the organization of its work, documentation, its rules of procedure and related questions, its methods and practices, and to submit a report to the Assembly at its 1971 session. The draft resolution has been co-sponsored, in addition to Canada, by Cameroun, Chile, Italy, India, Pakistan, New Zealand, Singapore, Zambia, Japan, Liberia, Venezuela and Sweden.

Special Committee of Twenty-Four on Colonialism

The Special Committee of Twenty-Four has the task of supervising the implementation of the Colonial Declaration of December 1960, which proclaimed the necessity of bringing to an end colonialism in all its forms and manifestations. The Committee meets almost continuously in the interval between Assembly sessions. This year the Assembly will consider recommendations of the Special Committee on a variety of colonial or trust territories, including Rhodesia, the Portuguese territories, Namibia (South West Africa) and New Guinea. These territories differ widely in their political and economic development, and each presents special problems. The recommendations of the Special Committee of Twenty-Four are generally dealt with by the Fourth Committee. The plenary session considers a general resolution on colonialism. In addition, 1970 is the tenth anniversary of the approval of the declaration on colonialism.

First Committee

Arms Control and Disarmament

There are six arms-control and disarmament items on the provisional agenda of the twenty-fifth session of the General Assembly: General and Complete Disarmament (Item 28); Chemical and Bacteriological (Biological) Weapons (Item 29); Suspension of Nuclear and Thermonuclear Tests (Item 30); Implementation of the Results of the Conference of Non-Nuclear-Weapon States (Item 31); Signature and Ratification of Additional Protocol II of the Treaty of Tlatelolco (Item 98); Economic and Social Consequences of the Arms Race and its Effects on World Peace and Security (Item 99).

Background

The twenty-fifth session of the General Assembly will discuss further efforts to

achieve progress in arms control and disarmament against the background of two major positive developments in this field in 1970: the Strategic Arms Limitations Talks (SALT) between the United States and the Soviet Union in Helsinki and Vienna on limitations and reductions of offensive and defensive strategic systems, and the coming into force on March 5, 1970, of the Non-Proliferation Treaty (NPT) following its ratification by 43 states. SALT is still in the initial stages and in view of the complexity of the issues, which are directly related to the vital security interests of the two major nuclear powers and their allies, intensive negotiations seem inevitable before concrete results can be expected. Some progress appears to have been made, but how much or how little remains to be seen. Meanwhile, the bringing into effect of the Non-Proliferation Treaty after years of intensive negotiations represents the most important achievement in the arms-control field to date. Nevertheless, the significance of the Treaty will be adversely affected if important "near-nuclear" nations such as India, Israel, Argentina, Brazil, South Africa and others do not adhere to it.

The Conference of the Committee on Disarmament (CCD) in Geneva is the negotiating instrument of the United Nations for arms-control and disarmament agreements. Although its progress has not been as rapid as Canada might have wished, the CCD continues to reflect in microcosm the world's anxiety about the arms race and its determination to curtail this competition. In 1970, the major accomplishment of the CCD has been the endorsement of a draft treaty to prohibit the emplacement of nuclear weapons and other weapons of mass destruction on the seabed and the ocean-floor. Little substantive progress was made during the Committee's continued negotiations on Chemical and Biological Warfare (CBW) and on a Comprehensive Test Ban (CTB), but Canada played an active role in the continuing studies of verification problems related to both these fields.

Seabed Arms-Control Treaty

Agenda Item 28 will provide an opportunity for consideration of those parts of the CCD report to the General Assembly concerning the draft seabed arms-control treaty, which prohibits the emplacement on the seabed, outside a 12-mile coastal band, of nuclear weapons, other weapons of mass destruction, and installations for storing, testing or utilizing such weapons. The revised draft seabed treaty tabled by the Co-chairmen of the CCD (the United States and the Soviet Union) is acceptable to Canada, and it is hoped that it will be commended by the General Assembly and opened for signature shortly thereafter. The revised draft seabed arms-control treaty contains important improvements to meet the concerns of a number of members of the CCD — including Canada, which played a prominent part in designing the treaty's verification provisions, with a view to making them meaningful, particularly to countries like Canada

that have long coastlines and substantial interests in protecting their rights to exploit the continental shelf in accordance with the 1958 Convention.

Canada has also urged that the verification article provide for recourse to the good offices of the Secretary-General in instances of legitimate doubt about compliance with the treaty. This position was motivated by two considerations: (a) the desirability of enhancing acceptance of the treaty by taking into account the preoccupation of coastal states outside alliance systems that lack the technological capability to verify that their security is not adversely affected by violations of the treaty's prohibitions; and (b) the desirability of establishing the principle of recourse to the Secretary-General to resolve disputes concerning alleged non-compliance with arms-control and disarmament agreements. The Soviet Union remained adamantly opposed to any specific reference to the Secretary-General but, as a result of the Canadian emphasis on the need to improve verification procedures and in response to a specific suggestion by a group of non-aligned countries in the CCD, very significant improvements were made by the Co-chairmen. Although the verification article does not refer specifically to the Secretary-General, it does provide for "international procedures within the framework of the United Nations and in accordance with its Charter". The revised draft treaty will probably win widespread approval in the General Assembly.

Disarmament Decade — General and Complete Disarmament

Agenda Item 28 will also be the basis for a discussion of general and complete disarmament (GCD). The twenty-fourth session of the General Assembly adopted a resolution (2602E) proclaiming the 1970s as a "Disarmament Decade" and calling on the CCD to work out a comprehensive program for its work towards the objective of GCD. However, the Committee did not agree on the text of a program that might be recommended to the General Assembly. The General Assembly will probably examine the draft comprehensive program tabled in the CCD by Mexico, Sweden and Yugoslavia, which in the Canadian view, with some amendments, is the most acceptable draft GCD program so far produced in the CCD. Although GCD remains an ultimate objective of the United Nations and of Canadian policy, in the 1970s hopes for progress towards disarmament and for curbing the arms race are most likely to be realized through arms-control and limitations agreements. Canada has, therefore, taken the view that the CCD should not devote too much time to a theoretical discussion of conceptual approaches to GCD at the expense of the pursuit of specific and substantial arms-control agreements.

Chemical and Bacteriological (Biological) Warfare

In its pursuit of ways to supplement the Geneva Protocol of 1925, which prohibits the use in war of chemical and bacteriological (biological) weapons (CBW), the CCD has been discussing proposals to ban the development, production

and stockpiling of these weapons. This has involved an exhaustive examination of the intractable problems of verifying such a treaty or treaties. Canada contributed to these negotiations. The Soviet Union and its allies proposed the conclusion of a comprehensive treaty that did not cover components of weapons (which could be readily assembled), and did not contain any significant provisions for verification. Britain proposed that, because it might be easier to make progress in the case of biological weapons, a separate treaty should be concluded for these weapons. Canada supported the British draft biological weapons convention. Most of the 12 non-aligned countries in the CCD have favoured a comprehensive approach but have tended to agree that further study of verification measures was required. Some chemical agents that are components of weapons systems are also used in large quantities for industrial purposes. Thus, verification of a ban on chemical weapons poses an extremely difficult problem that the CCD has not been able to resolve. The Soviet Union insists that a challenge system based on mutual trust is adequate for verification of the prohibition and may try to get this principle endorsed by the General Assembly. However, it is likely that the Assembly will refer this issue back to the CCD for further negotiations.

Suspension of Nuclear and Thermonuclear Testing

Of all the arms-control issues in recent years the most onerous has been the unavailing efforts to conclude a Comprehensive Test Ban (CTB) to supplement the 1963 prohibition of nuclear tests in the atmosphere, in outer space and under water by banning underground nuclear tests. The principal dispute is whether (as the United States maintains) obligatory on-site inspection is necessary to detect violations of an underground test ban or whether (as the Soviet Union insists) "national means" of verification are entirely adequate for this purpose. Underground nuclear tests by the United States and the Soviet Union (as well as atmospheric tests by France and China, which are not parties to the Partial Test Ban Treaty of 1963) continue to be symptomatic of the nuclear arms race. In the final analysis, the attainment of an underground test ban would seem to require agreement by the major nuclear powers that the grave risks inherent in continuing their nuclear competition are greater than those that a significant violation of the underground nuclear test ban might go undetected. In this context the attainment of an underground test ban is closely related to the Strategic Arms Limitation Talks between the Soviet Union and the United States.

Pending progress in resolving these political and security problems, Canada has taken the lead in the CCD in exploring and analysing the existing international capability for the seismological verification of a test ban. At the last General Assembly, it sponsored a resolution inviting members to inform the Secretary-General of their seismological stations and the seismic data they would be prepared to make available from them. This resolution received

widespread support, although the Soviet Union and its allies opposed it. The information that most member states submitted to the Secretary-General was analysed in detail by Canadian seismologists and an informal meeting of the CCD was held on August 12 to discuss the Canadian analysis, which won wide commendation. A fuller scientific study incorporating all the returns and analysing the current state of the art of seismological verification will be circulated at the twenty-fifth General Assembly. Canada may sponsor a resolution to follow up its initiative by suggesting further studies of the notion of the international exchange of seismic data to facilitate the verification of an underground test ban. Under this agenda item there may also be raised the Swedish proposal for a CTB based on "verification by challenge" without obligatory on-site inspection and various proposals for banning underground nuclear test explosions above a certain threshold level.

Other Agenda Items

The remaining agenda items will provide an opportunity for discussions of: (a) progress towards the implementation of the recommendations of the Conference of Non-Nuclear-Weapon States (CNNWS) of 1968 and reports from the IAEA, IBRD and other Specialized Agencies and international bodies that are concerned with the recommendations of the CNNWS; (b) the interest of the Latin American states parties to the Treaty of Tlatelolco, which created the Latin American nuclear-free zone, in urging the nuclear weapons states (NWS) to accede to Protocol II to the Treaty, under which the NWS would undertake not to violate its objectives; and (c) the economic and social consequences of the arms race and its effects on world peace and security. The first two items are not expected to take up very much time in the First Committee. The third overlaps Agenda Item 28 and, of course, is implicit in all discussions of the need for arms control and disarmament. For this reason, although this item raises a very important topic, it is not known yet whether many delegations to the General Assembly will wish to single out this subject for special discussion.

Measures to Strengthen International Security

This item was inscribed on the agenda of the twenty-fourth session of the General Assembly by the U.S.S.R. There was general agreement that a substantive document commanding wide support could not be prepared in that session and that any document on a question of fundamental importance should have the support of the great majority of members. The twenty-fourth session, therefore, referred the matter to the twenty-fifth session of the General Assembly and, in the meantime, requested member states to make known to the Secretary-General their views and proposals on the strengthening of international security.⁽²⁾ There will be consultations among delegations

(2) For the text of the Canadian reply to the Secretary-General, see *External Affairs*, September 1970, Page 297.

on the text of a resolution on the subject and it is hoped that agreement can be reached on a document which will receive widespread support.

Outer Space

The 28-member Committee on the Peaceful Uses of Outer Space, on which Canada has served since its formation in 1959, is required to report to the General Assembly on present and potential activities and resources of the United Nations relating to the peaceful uses of outer space; to investigate areas of possible international co-operation in this field under United Nations auspices; and to explore the nature of legal problems which might arise in the exploration and use of outer space. The Committee, the main annual meeting of which began on September 1, 1970, functions through a Scientific and Technical Sub-Committee which had its seventh session in April 1970, and through a Legal Sub-Committee which held its ninth session in Geneva in June. In addition to considering the reports of these two Sub-Committees, the parent Committee will also consider the results of the Working Group on Direct Broadcast Satellites, to which Canada and Sweden have contributed three joint working papers, all of which were well received.

The Legal Sub-Committee made some additional progress but again did not succeed in drafting an acceptable convention on liability for damage caused by man-made space objects. One of the main areas of contention is the inclusion of a provision for settlement of disputes procedure.

The Scientific and Technical Sub-Committee examined the general question of maintaining a system of registration of outer space objects.

The twenty-third Assembly session approved the establishment by the Committee of a working group to study and report on the technical feasibility of direct broadcasting from satellites and current and foreseeable developments in this field, including comparative user costs and other economic considerations, as well as the implications of such developments in the legal, social, cultural and other areas. The working group (a committee of the whole) has held three sessions, each producing a report, one on the basic technological and economic aspects of direct broadcast satellites (A/AC 105/50, February 19, 1969) and the other on the legal, social, cultural and other implications of their use (A/AC 105/66, August 12, 1969), and the last on the question of control of program content and participation in direct broadcast systems.

The Committee, after reviewing these reports, will be expected in turn to produce a report to be forwarded for consideration by the First Committee of the General Assembly.

Special Political Committee

The *apartheid* policies of the Government of South Africa are deplored and condemned by almost all members of the General Assembly, including Canada.

There is, however, a wide divergence of views about the means which should be employed to bring pressure against South Africa to change its policies. Many Afro-Asian states advocate economic sanctions against South Africa as the only means of achieving a peaceful solution and have stressed the significance of the economic and other relations which Western states continue to maintain with South Africa. In recent years, the African states have voiced particular concern over the racial problem developing in southern Africa as a whole and the alleged alliance between South Africa, Rhodesia and Portugal. Some states have urged that increased status and assistance should be given to the various South African liberation movements, which advocate the overthrow of the South African regime by force. Canada opposes the idea of resort to force or economic sanctions to deal with the problem of *apartheid*. It has, however, contributed to United Nations programs and funds designed to assist South Africans abroad, supported demands for the release of political prisoners in South Africa, and taken steps to implement the voluntary Security Council arms embargo against South Africa.

United Nations Relief and Works Agency for Palestine Refugees

This organization was set up in 1950 to provide relief for, and to facilitate the rehabilitation of, the Arab refugees who lost their homes and means of livelihood during the fighting that accompanied the establishment of the State of Israel in 1948. Since UNRWA's inception, the refugee population, originally estimated at from 700,000 to 800,000, has risen to nearly 1.5 million. Last year UNRWA provided rations and services (health, education, vocational training) to over one million refugees. Its budget is made up of voluntary contributions from governments, UN agencies and private associations and individuals. The United States makes by far the largest contribution to the UNRWA budget; it is closely followed by Britain, Canada and certain Scandinavian countries. Owing to increased responsibilities resulting from the war of June 1967, the UNRWA budget has shown a serious deficit during the past two years. This year, the Agency has found itself obliged, for lack of money, to curtail some of the services it provided to refugees. At the twenty-fifth session of the General Assembly, discussion of the Agency's work will probably focus on its seemingly insurmountable financial problems, and on the consequences of its decision to curtail services. The UNRWA debate can also be expected to produce a reiteration by the Arab states and by Israel of their established positions on the refugee problem, and the whole Palestinian question.

Situation in the Middle East

The Canadian Government believes that the full implementation of Security Council Resolution 242 adopted on November 22, 1967, offers the best available means of achieving peace in the Middle East. The Canadian Govern-

ment considers that this resolution meets the essential positions of the parties to the dispute and entails an equitable balance of obligations on both sides. The resolution represents a fair, balanced and non-prejudicial basis for the mission of the special representative of the Secretary-General.

Resolution 242 stipulates that: (1) all claims or states of belligerency are to be terminated and that the sovereignty, territorial integrity and political independence of every state in the area are to be respected and acknowledged; (2) the right of all states in the area to live in peace within secure and recognized boundaries free from threats or acts of force is to be respected; (3) the Israeli armed forces should withdraw from territories occupied following the June 1967 war; (4) it is necessary to achieve a just settlement of the Palestinian refugee problem; (5) freedom of navigation through international waterways in the area should be guaranteed; (6) the territorial inviolability and political independence of every state in the area should be guaranteed through measures including the establishment of demilitarized zones.

The Canadian Government has welcomed the acceptance by Israel, Jordan and the U.A.R. of the U.S. proposals for a ceasefire and the resumption of talks under the aegis of Ambassador Jarring, the Secretary-General's special representative for the Middle East. The Government earnestly hopes that these talks will proceed on the basis of willingness by the parties to implement fully Security Council Resolution 242. The Canadian Government will give the fullest consideration to any opportunity which may arise for Canada to participate constructively, with the agreement of the parties, in the efforts now being made to achieve lasting peace in the Middle East.

Effects of Atomic Radiation

The 15-member United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) was established by the General Assembly at its tenth session to collect, study and disseminate information on the effects of nuclear radiation on man and his environment. The Committee submitted a comprehensive report to the twenty-fourth session of the General Assembly, examining in detail radioactive contamination of the environment by nuclear tests, radiation-induced aberrations in human cells, and the effects of ionizing radiation on the nervous system. Comprehensive reports were also prepared in 1958, 1962, 1964 and 1966. The most recent session of UNSCEAR was held in September 1970; its report will be submitted to the General Assembly.

Second Committee

The Second Committee is the body by which matters of economic development and aid are considered in detail. In view of the increasing attention being given within the United Nations to the problems of the economic growth of the

developing countries (which comprise the bulk of the membership), the Second Committee has become one of the Assembly's most important committees. *Inter alia*, it considers the work of the United Nations Development Program, the Trade and Development Board of the United Nations Conference on Trade and Development, and the Industrial Development Board of the United Nations Industrial Development Organization.

The 27-member Economic and Social Council, which reviews the work of the above bodies, not only serves as a co-ordinating forum for the economic, social and human rights activities of the United Nations system but also provides a venue for discussion of broad issues and policies in these fields. Canada's most recent three-year term on the Council ended December 31, 1967. Canada will, however, be able to comment on ECOSOC's activities during the discussion of its report in the General Assembly. A wide variety of items are normally discussed in connection with the report. With some other agenda items, they will this year give the Second Committee a broad range of important questions having international economic implications. These include the human environment, the "brain drain" from developing countries, tourism, the development of natural resources, food requirements in aid, assistance by volunteers, relief in cases of natural disaster and certain aspects of science and technology. In 1970 the deliberations of the Second Committee will be dominated by the debate on the strategy for the Second United Nations Development Decade (DD2) which began during the first week of the Assembly and may continue until the commemorative session, at which time, it is hoped, the strategy will be adopted.

DD2

During the debate on the Second Development Decade, the Second Committee will have for consideration the report of a Preparatory Committee that was charged in December 1969 with the task of preparing a draft international development strategy for the 1970s to build upon and articulate the ideals of the First Development Decade, which comes to an end this year. Unfortunately, the Preparatory Committee, in which the East European countries did not participate, was unable to agree on a complete text and efforts by the Economic and Social Council to make further progress on the text were unsuccessful. The chief issues for the Second Committee's debate will, therefore, be the contribution of the East European countries to the Decade and the extent to which developed countries can undertake to reach certain goals in a number of spheres by given dates. Canada was a member of the Preparatory Committee in 1969 but was replaced by Australia in 1970.

UNCTAD

Established in 1964 as an organ of the General Assembly, with a permanent Secretariat located in Geneva, the United Nations Conference on Trade and

Development is a continuing forum for negotiation in a large number of fields related to the trade and growth problems of the developing countries. The Committee will consider the reports of the ninth and tenth sessions of the Trade and Development Board, the main permanent intergovernmental organ of UNCTAD, which meets semi-annually between conferences. Canada is a member of the TDB. Developing countries will undoubtedly take advantage of this opportunity to renew their criticism of the aid levels and terms of aid of developed countries, and in particular their attitude to trade measures that would increase and stabilize the export earnings of the developing countries. However, since the second session of UNCTAD was held in New Delhi in 1968, progress has been made in a number of fields and it is likely that developed countries will urge the developing countries not to underrate these achievements or press for commitments that few developed countries are prepared to make at this time.

UNIDO

The fourth session of the Industrial Development Board of UNIDO, held in Vienna in April 1970, has submitted a number of recommendations in its report to be discussed by the Second Committee. Chief among these will be a proposal for a special intergovernmental international conference to be held in 1971, which would consider the long-term strategy and orientation of UNIDO and questions of the structural organization and financing of this body.

UNDP

The report of the Governing Council of the United Nations Development Program, which is responsible for most United Nations technical assistance and pre-investment activities, will also receive attention in the Second Committee. The report of the Governing Council includes its deliberations on the Capacity Study of the United Nations Development System prepared by Sir Robert Jackson. In particular, the General Assembly will be asked to endorse a "consensus" which emerged after a number of meetings of the Governing Council concerning the way in which the UNDP should implement some of the recommendations made by Sir Robert Jackson. The General Assembly is also expected to request the Governing Council to prepare for its consideration a draft omnibus statute for the program incorporating the principles of the "consensus".

Human Environment

The Second Committee will also be discussing a report on the preparations being made for the major United Nations Conference on the Human Environment to be held in 1972 in Stockholm. The main purpose of the Conference will be to encourage action by governments and international organizations to protect and improve the human environment and to remedy and prevent its impairment

by means of international co-operation. Canada is a member of the Preparatory Committee for the Conference.

International University

ECOSOC has recommended the recruitment in both developed and developing countries by the UNDP of international volunteers for work in development projects. ECOSOC has also recommended further study of a proposal to establish an international university under the auspices of the United Nations.

International Volunteers

At this session, the Second Committee and, subsequently, the General Assembly are expected to approve ECOSOC's recommendation — subsequently supported by the World Youth Assembly held in New York in July 1970 — that a corps of "United Nations Volunteers" be established. The scheme envisages the use by 1971, in United Nations assisted projects, at the request of the receiving government, of an estimated 1,300 United Nations Volunteers, and the setting-up of a central office of the Volunteers within the UNDP. The proposal, though meritorious in principle, raises a considerable number of unresolved problems with regard to administration, organization and financing.

Third Committee

The Third Committee considers items which deal with social, humanitarian and cultural matters.

The large majority of the items on the agenda of the Third Committee at the twenty-fifth session have either been discussed in the Committee in past years or have been considered in one of the Functional Commissions of the Economic and Social Council.

A subject likely to be the object of considerable interest at this session is Agenda Item 47, "Creation of the Post of High Commissioner for Human Rights". This subject, first broached in 1965, has been developing since that time in the Third Committee, in the Commission on Human Rights and in ECOSOC. Its realization has been delayed, partly by opposition to it but more seriously by the heavily-charged agenda of the Committee in the past three years. It is expected, however, that the position will be created during this session with the support of more than two-thirds of the member states, over the objections of the Eastern European and Arab states and the reservations of a number of Afro-Asian states. The debate in the Committee is likely to centre on the terms of reference to be adopted for the position, and on the manner in which it will fit into the existing pattern of consideration and handling by the United Nations of human rights questions.

A number of items on the Committee's agenda deal with human rights and racial discrimination, and include items on Nazism and racial intolerance,

punishment of war criminals and persons who have committed crimes against humanity, and the elimination of all forms of religious intolerance. These items will result in the passage of a variety of resolutions and possibly, in the case of religious intolerance, the adoption of a declaration and convention. They will, as has become customary, provide the occasion for vehement and lengthy political interventions on the part of many member states on a broad range of subjects, including the Middle East situation, Vietnam and *apartheid*. On the more positive side, there will also be discussion of means of promoting the adherence to, and implementation and support of, the principles and measures contained in the extremely important International Convention on the Elimination of All Forms of Racial Discrimination and the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights and its optional Protocol. This year also the Committee will study the Secretary-General's report entitled "Youth, its Particular Problems and Means to Enter into Contact with It".

It is possible that time will permit the Committee a thorough discussion of the world situation in housing, building and planning and of the global campaign on the subject suggested by the Secretary-General at the request of the Committee on Housing, Building and Planning. The proposed campaign might include international and regional conferences and seminars at the official and ministerial levels, and the designation of an international year for housing, building and planning.

This session should also see either considerable progress towards, or completion of consideration and the adoption of, a Declaration on Freedom of Information and a Convention on Freedom of Information. The draft declaration and draft convention have been under consideration for a number of years; slow progress is partly the result of conceptual differences on the meaning of freedom of information between the Eastern European and Third World countries on the one hand and the Western European group on the other.

A subject of considerable interest to Canada, which will generate substantive and possibly political comment, is Item 48, "Respect for Human Rights in Armed Conflicts". Following the 1968 Tehran International Conference on Human Rights, the twenty-third session of the UN General Assembly decided to focus attention on the development of humanitarian and international law with regard to armed conflicts. Subsequently this subject was pursued at the International Conference of the Red Cross in Istanbul in September 1969, at which Canada and Norway jointly launched, and succeeded in having adopted, three resolutions underlining the urgency of reaffirming and developing international law in this area, and asking the ICRC to undertake concrete measures to this end; asking that the Article 3 common to the four Geneva conventions dealing with the treatment of victims of non-international armed conflicts be the object of particular attention; and reaffirming certain principles with regard to relief

operations for civilian populations. In the General Assembly, the Secretary-General presented an interim report on the subject to the twenty-fourth session. In view of the limited time available for its consideration, the item was deferred, with highest priority, to the twenty-fifth session. Canada sponsored the procedural resolution in question but was disappointed that it was amended by certain other delegations in a manner which changed its nature from a general humanitarian one to one which specifically included wars of liberation. The Secretary-General will present a further report on this subject to the twenty-fifth session based on his interim report and subsequent comments made on it by the Commission on Human Rights and the Economic and Social Council.

The agenda items concerning town-twinning and the report of the High Commissioner for Refugees are not expected to be contentious.

The subject of narcotics may arouse more than normal interest at this session in the light of the one-week special session of the Narcotics Commission called for September 28 to consider short-term and long-term policy recommendations for integrated international action against drug abuse. The special session is likely to report to this session of the Assembly.

Two agenda items will be discussed substantively for the first time at the twenty-fifth session — namely, "The Elderly and the Aged" and "Human Rights and Scientific and Technological Developments". The former item raises for discussion the question of the effect of medical discoveries on the process of aging, the possibility of making better use of the abilities and experience of older people and the possibility of international co-operation on these questions. The intent of the latter item is to concentrate attention on the problems for individual rights arising from progress in science and technology, including consideration of the effect on privacy of advances in recording and other techniques; the physical and intellectual integrity of the human personality in the light of advances in biology, medicine, and bio-chemistry; and the balance which should be established between scientific and technological progress and the intellectual, spiritual, cultural and moral advancement of humanity. The Committee will have before it only a preliminary report of the Secretary-General, and its consideration of the item will, as a result, be of a preliminary nature.

Fourth Committee

The Fourth Committee considers colonial questions. In the past few years, the pressure for rapid attainment of self-government and independence has been so great that there has been a general discussion of colonialism in plenary in addition to the consideration of individual territories in the Fourth Committee. Thus it is possible to have a discussion of a particular colonial territory in progress in the Fourth Committee at the same time as plenary is considering the report of the Special Committee of Twenty-four on Colonialism. However, the Fourth Committee remains the focal point of the colonial debate in the United Nations

The function of the Fourth Committee is to encourage the implementation of the principle of self-determination for the remaining colonial territories. Three classes of colonial territory come within the Committee's field of responsibility:

(a) *Non-Self-Governing Territories*

There are some 50 of these, ranging from Angola and Mozambique to small island dependencies like St. Helena and the Falkland Islands.

(b) *Trust Territories*

Only two territories remain under the trusteeship agreements negotiated after the Second World War: Australian New Guinea and the Trust Territory of the Pacific Islands, administered by the United States. New Guinea's administration is supervised by the Trusteeship Council, which reports annually to the General Assembly.

(c) *Namibia (South West Africa)*

The hard-core colonial problems which will come before the Fourth Committee at this session can be narrowed to three: Rhodesia, the Portuguese territories in Africa, and Namibia. In addition to being colonial questions, these problems also have racial overtones, as political power in these territories remains in the hands of a white minority and the Africans, who constitute the overwhelming majority of the population, are still deprived of many basic political rights.

Namibia

Unlike the holders of other League of Nations mandates, South Africa did not agree to convert South West Africa, a territory under its administration, into a United Nations trust territory when the United Nations was established. Since that time South Africa has steadfastly refused to acknowledge that it is accountable to the international community for its administration of South West Africa, over which it continues to exercise effective control. In mid-1966 the International Court of Justice decided on technical grounds not to render a judgment on the merit of claims that South Africa was not fulfilling the terms of the mandate. The General Assembly decided later that year that the mandate under which South Africa administered South West Africa was thereby terminated, and that henceforth the United Nations would exercise direct responsibility for the territory. In 1967 the General Assembly established an 11-member United Nations Council to administer the territory and lead it to independence, and in 1968 the name of the territory was changed to "Namibia".

At issue since 1966 has been the failure of South Africa to comply with the resolution which withdrew the mandate and the resulting inability of the United Nations to implement its decision to exercise direct responsibility for the territory. The Security Council has recently been seized of the matter, and it is expected that consideration of the question of Namibia at the twenty-fifth session will take place in the light of the three Security Council resolutions adopted this year. Canada supported the withdrawal of South Africa's mandate,

but has insisted that measures taken by the United Nations to implement its decision must be practical and take into account South Africa's present *de facto* control of the territory.

Rhodesia

Since Rhodesia's unilateral declaration of independence on November 11, 1965, there have been sustained efforts on the part of the international community to put an end to the illegal regime. On December 16, 1966, the Security Council adopted a number of selective mandatory sanctions designed to cripple the Rhodesian economy. These sanctions were considerably broadened by Security Council resolutions of May 29, 1968, and March 18, 1970. Since the regime has continued to remain in power there will be charges at the twenty-fifth session that sanctions have not been effective. There will also be pressure on Britain by many African and Asian states to use force to end the rebellion, and demands that sanctions be extended to South Africa and Portugal, which have not been applying them to Rhodesia. Canada has consistently supported the sanctions against Rhodesia but has opposed the use of force because of the grave political, social and economic repercussions, both inside and outside Rhodesia, of such a course and the consequent human and material cost.

Portuguese Territories

The Portuguese Government regards its overseas territories as integral parts of a unitary Portuguese state and not, therefore, as non-self-governing territories under the terms of the Charter. Portugal has refused to acknowledge the right of the peoples of these territories to self-determination. Recently Portugal has also been criticized for its alleged co-operation with South Africa and Rhodesia. At the twenty-fifth session, the Fourth Committee is likely to adopt again recommendations calling on Portugal to accept the principle of self-determination and to transmit information to the United Nations on the territories. The African states may seek to strengthen these recommendations and to isolate Portugal further by bringing in resolutions calling for economic sanctions and a ban on military and technical assistance. In this regard they may level particular criticism against the members of NATO, whom they allege provide Portugal with the military and economic aid it requires to maintain its colonial possessions. There may also be calls for increased support for the liberation movements in the territories. Canada maintains that Portugal should acknowledge the right of the peoples in the Portuguese territories to self-determination but has opposed the use of coercive measures against Portugal. Canada has not contributed any military aid to Portugal since 1960. With respect to commercial sales it has been the policy of the Canadian Government since 1960 not to permit the export to Portugal of arms or equipment or materials for the manufacture of arms or equipment which it considers would be used for military purposes outside the NATO area.

Fifth Committee

Administrative and budgetary questions are assigned to the Fifth Committee. Some of the principal items before the twenty-fifth session will be:

Report of the Committee on Contributions

The Committee on Contributions is an expert committee of 12 members established by the General Assembly to recommend to the Assembly the scale of assessments according to which the expenses of the United Nations are to be apportioned. The scale is reviewed periodically by the Committee, which assigns a percentage of the total expenses in the regular budget to each member state according to its relative capacity to pay. The proposed scale has been determined in the first instance by comparing the net national product estimates of member states. However, the Committee is also required to take into account certain other principles and factors as laid down in the various directives of the General Assembly. These include the "ceiling principle", which provides that no member state should pay more than 30 per cent of the total budget and in accordance with which the U.S. assessment is being gradually reduced to that figure; the "per capita ceiling principle", which stipulates that the *per capita* contribution of any member state should not exceed that of the member paying the highest assessment, namely the United States (applies only to Sweden and Kuwait); the "floor-rate", which sets the minimum rate of assessment for any member at 0.04 per cent; the provision of special allowances for low *per capita* income countries and countries with special foreign-exchange problems; and mitigating considerations for members whose assessments have undergone major changes. At the twenty-fourth session the Fifth Committee debated proposals to revise some of the criteria or guidelines for assessment; but no general agreement was reached and no action was taken to introduce changes.

The report of the Committee on Contributions to the twenty-fifth session contains the proposed scale of assessments for the years 1971-1973. Canada's percentage contribution to the net budget of the United Nations organization has been recommended at 3.08 per cent, which amounts to a 0.06 per cent increase over the previous scale. That of the United States has been decreased from the previous rate by 0.05 per cent to 31.52 per cent. The largest change has been in the assessment of Japan, which has been increased from 3.78 per cent to 5.40 per cent. If the proposed scale is approved by the General Assembly, Canada will be the eighth-largest contributor, following the U.S.A., the U.S.S.R., France, Britain, Japan, China and Italy. Out of a total of 126 members, 63 would be assessed the minimum rate of 0.04 per cent.

Approval of the 1971 Budget Estimate

After approving the financial accounts of the United Nations for the 1969 financial year and any supplementary estimates required for 1970, the Fifth

Committee, aided by the report of the Advisory Committee on Administrative and Budgetary Questions (ACABQ), will be called on to approve the budget estimates for the 1971 financial year. The gross expenditures proposed by the Secretary-General in the 1971 budget estimates are \$183,974,800. This figure is \$15,554,800, or 9.2 per cent, more than the 1970 appropriation of \$168,420,000. At this stage, the budget estimates do not provide for certain expenditures whose amounts cannot yet be estimated, such as the estimates of expenditures resulting from decisions taken by the Economic and Social Council at its summer session or to be taken by the General Assembly this autumn, which will be the subject of revised estimates later in the year. If past performance can be taken as a guide, when all the additional items have been precisely estimated they may well have the effect of adding a further \$5.5 million to the Secretary-General's initial request. In the past there has become apparent a marked difference of opinion between the developing and the developed countries, the former generally taking the position no restrictions should be placed on resources which were required to implement programs approved by the General Assembly. Developed countries have taken different positions, arguing for example, that the world organization is expanding at too rapid a rate to cope effectively with continuing and new problems that are assigned to it and that a period of consolidation is required. The largest single portion of the United Nations budget is personnel costs. Last year, appropriations for salaries and wages totalled \$75.5 million, or nearly 45 per cent of the total.

After detailed consideration in the Fifth Committee of the budget estimates, ACABQ's recommendations and further submissions by the Secretary-General, the budget will be acted upon by the General Assembly in plenary session. Adoption of the budget by the Assembly after debate requires a two-thirds majority of those present and voting.

Personnel Questions

In its discussion of personnel questions, the Fifth Committee will again consider the Secretary-General's report on the composition of the Secretariat and other personnel matters and will discuss the progress achieved towards realizing the objective of "equitable geographical distribution" of professional postings in the United Nations Secretariat. At its seventeenth session, the General Assembly established guidelines to govern equitable geographical distribution by approving "desirable ranges" for each member state. The Secretary-General prepared a report to the twenty-third session concerning the composition of the Secretariat which indicated that a number of steps had been taken towards achieving the equitable balance required. Also at the twenty-third session, the Committee considered the question of working languages within the Secretariat. The Canadian delegation played an active part, with other *francophone* countries, in the formulation of a successful resolution designed to increase the use of French in the Secretariat. The resolution also provided for the greater use of Spanish and

Russian in the General Assembly and the Security Council, which, therefore, will also lead to an increased use of these languages in the Secretariat. The proposal to pay language bonuses to those members of the Secretariat with fluency in more than one working language, which had been incorporated in a resolution passed at the twenty-second session, was not pursued. Instead, a resolution co-sponsored by the French-speaking and Spanish-speaking countries provided different incentives for the professional staff. First, promotion from one grade to another would be conditional on adequate and confirmed knowledge of a second working language. Second, such knowledge would permit accelerated progression within each grade. The Secretary-General is, however, permitted to promote staff members who do not have the required language qualifications if he deems it necessary for the proper functioning of the Secretariat. The resolution also provided for the intensification of the language-training program within the Secretariat. The Secretary-General, in his report to the twenty-fifth General Assembly, will no doubt comment on the progress of the implementation of the various aspects of this resolution. Another matter of interest to the Fifth Committee will be results of a manpower-utilization survey that is now being conducted by a group of experts. The survey will be important in determining the size of the Secretariat in the future and also the allocation of Secretariat resources over the next few years.

Sixth Committee

Report of International Law Commission

The International Law Commission (ILC), a United Nations organ composed of 25 legal experts elected in their personal capacities to represent the various legal systems of the world, for the purpose of the codification and progressive development of international law, will report on the work of its twenty-first session, which was held in Geneva from May 4 to July 10, 1970. The program of work of the Commission included consideration of the following topics: (1) Relations Between States and Intergovernmental Organizations; (2) Succession of States and Governments; and (3) State Responsibility.

Report of Committee on Friendly Relations and Co-operation among States

This Committee, established in 1964, numbers 31 members, including Canada. It undertook to develop and codify seven principles of international law flowing from the UN Charter in the area of friendly relations and co-operation among states, formerly called "peaceful co-existence". These principles deal with: (1) the prohibition of the threat or use of force; (2) the peaceful settlement of disputes; (3) non-intervention; (4) the equal rights and self-determination of peoples; (5) the sovereign equality of states; (6) the duty of co-operation between member states, and (7) the duty of member states to fulfil the obligations under the Charter. The Committee completed the drafting of all seven principles at its

session in April 1970, and its report containing a draft declaration on friendly relations will be considered by the General Assembly this autumn.

Report of Special Committee on Defining Aggression

The definition of aggression has been the subject of many efforts over several years within the ILC, as well as the General Assembly, the Sixth Committee, and various special committees. To date it has not been possible to reach agreement on a definition. Canada is a member of the 35-country Committee, which met in Geneva in July and August 1970, and which will report to the General Assembly this session. Last year, Canada co-sponsored a definition of aggression directed towards ensuring that Charter principles would be upheld and that the Security Council's special responsibilities would be recognized. Definitions have also been submitted by the U.S.S.R. and by Latin American/non-aligned delegations.

Technical Assistance to Promote Teaching, Study, Dissemination and Wider Appreciation of International Law

During the eighteenth session in 1963, a special committee was established to elaborate practical methods for assisting member states, particularly those in developing areas, to disseminate a wider knowledge and appreciation of the principles of international law. A program of training in international law was established as one of the means to this end. A number of countries suggested that its cost be included in the regular United Nations budget. Canada and some other states opposed this and recommended that the program be financed by voluntary contributions. A compromise was eventually arrived at whereby it is to be financed partly by the United Nations and partly by voluntary contributions. The Department of External Affairs has consulted the Canadian International Development Agency (CIDA) with a view to making available through the United Nations a scholarship for a student from a developing country to study international law at a Canadian university, but CIDA has now informed the Department that no funds are available for this purpose.

Amendment to Article 22 of Statute of International Court of Justice (Seat of Court)

The President of the International Court of Justice requested the Secretary-General on May 16, 1969, to include this item on the provisional agenda of the twenty-fourth session. A draft resolution was also forwarded to the Secretary-General. This resolution would amend Article 22 of the Statute of the Court to the effect that the seat of the Court would be "at The Hague or at such other place as shall at any time be approved by the General Assembly on the recommendation of the Court". Consequential amendments would be made to Articles 23 and 28. Since there was no time to discuss this in the Sixth Committee last year, it has been placed on the agenda again.

Declaration and Resolution on Law of Treaties

The diplomatic conference which adopted the 1969 Vienna Convention on the Law of Treaties also adopted a number of declarations and resolutions, three of which are to be brought to the attention of the General Assembly.

The Declaration on Universal Participation in the Vienna Convention on the Law of Treaties invited the General Assembly to examine at its twenty-fourth session the question of issuing invitations in order to ensure the widest possible participation in the Convention. The signature and accession articles of the Convention already permit virtually all states generally recognized as such to become parties to the Convention. Consequently, the issue raised by this declaration is whether entities claiming to be states but not generally recognized as such (e.g., East Germany) are to be invited by the General Assembly to adhere to the Convention.

In the Sixth Committee at the twenty-fourth session it was decided to defer consideration of the Declaration on Universal Participation for one year and therefore the twenty-fifth session will probably be faced with the issue whether the General Assembly is to formally invite states (or entities not recognized as states) which do not fall within any of the four categories in the "Vienna formula" to become parties to the Treaties Convention.

Report of UN Commission on International Trade Law

UNCITRAL was established by the General Assembly in 1966 to promote the development, unification and codification of private law regulating international trade and the harmonization of international trade practice. Canada is not a member of this Commission. Consideration of the Commission's report may include discussion of its role in the development of shipping law (where UNCTAD and IMCO are also active) and the financial implications of the Commission's proposed program of work.

Role of ICJ

A request has been made by nine states, including Canada, for inclusion of an item entitled "Review of the Role of the International Court of Justice" on the agenda of the twenty-fifth Assembly session. An explanatory memorandum accompanying the request recommends that a study be undertaken of obstacles to the satisfactory functioning of the Court, including an exploration of additional possibilities for use of the ICJ. The co-sponsors have suggested that an Ad Hoc Committee might be established for the purpose of undertaking this study.

Review of the Charter

This item was inscribed on the agenda of the twenty-fourth session of the General Assembly by the delegation of Colombia. In view of the lack of time for substantive discussion it was agreed (with Canada abstaining) to inscribe the item on the agenda of the twenty-fifth session.

Royal Family Attends Centenaries

FROM July 5 to 15, at the invitation of the Canadian Government, Her Majesty Queen Elizabeth II, with her family, toured the Northwest Territories and Manitoba, which were celebrating their first 100 years. The visit started at Frobisher Bay on Baffin Island in the Eastern Arctic and ended at Winnipeg, the capital of Manitoba.

On their arrival at Frobisher Bay, the Queen, the Duke of Edinburgh and Princess Anne were welcomed by the Governor General and Mrs. Michener, the Prince of Wales, who had arrived in Canada on July 2 for an unofficial visit to Ottawa (see September issue), Prime Minister Trudeau, the Minister of Indian Affairs and Northern Development, the Commissioner of the Northwest Territories and others. After their visit to the Frobisher settlement, during which Her Majesty turned the sod for the new Anglican cathedral, the Royal Family attended a lunch given by Mr. Trudeau in their honour. Among the guests were many of the Eskimo carvers of the Eastern Arctic.



On her arrival at Frobisher Bay, Queen Elizabeth, escorted by Mr. Jean Chrétien, the Minister of Indian Affairs and Northern Development, is greeted by Mr. Simonie Michael, an Eskimo Member of the Northwest Territories Council, and Mrs. Michael. Behind Her Majesty are Prince Philip, shaking hands with Air Marshal Hugh Campbell, Representative of the Northwest Territories Council, and Princess Anne.

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The Royal Family watch a display of parachute-jumping and helicopter rescue during the Canadian Armed Forces Airborne Demonstration at Flewin Field, Canadian Forces Base, Shilo, Manitoba. On Her Majesty's left (wearing a beret) is Lieutenant-General Gilles Turcot, Commander, Mobile Command.

During the next four days, the members of the royal party, as a unit or in smaller groups, visited such northern centres as Resolute Bay on Cornwallis Island, about 500 miles inside the Arctic Circle, Inuvik on the delta of the Mackenzie River and Yellowknife, the capital of the Northwest Territories, as well as numerous intermediate points of interest. At all these places they took part in centennial activities of one sort or another.

The Queen, Prince Philip and Princess Anne left Yellowknife on July 10 for Churchill, Manitoba, where the Lieutenant-Governor and the Premier of Manitoba welcomed them. Prince Charles made a brief detour to Fort Prince of Wales before rejoining his family at Manitoba's only seaport.

After Churchill, the royal visitors made a variety of stops — at Thompson, where they toured the plant of the International Nickel Company, at The Pas, Shilo (location of a Canadian Armed Forces camp), Portage la Prairie, Brandon, and finally, Winnipeg. On July 15 the grand finale of the Manitoba visit took place, during which Her Majesty addressed a special centennial meeting of the Legislative Assembly.

At midnight of the same day, Queen Elizabeth and Prince Philip departed by air for London. Prince Charles and Princess Anne left next morning on a visit to Washington.

Integration of the Government's External Operations

AT THE end of March of this year, the Canadian Government received the report of its Task Force on the Consolidation of Personnel and Support Services Abroad (more familiarly known as the Pierce Task Force, after its Chairman, Sidney D. Pierce), which had been set up in October 1969 to study Canadian representation abroad. This interdepartmental body had been created as a result of the close attention the Government had been giving for some months to the substance and the conduct of Canada's foreign relations.

A committee of senior officials on government organization having studied the report of the Pierce Task Force, the Government decided on the basis of their recommendations that steps should at once be taken leading in the direction of the integration of its foreign operations. The precise nature and timing of integration, including such matters as the possibility of legislative changes and the formulation of a single foreign service, were reserved for later determination. Pending such a decision, existing departmental affiliations and reporting relationships of operational personnel were to remain undisturbed. It was clear, nevertheless, that the Government intended to seek the maximum degree of integration of its foreign operations consistent with the most effective achievement of governmental objectives.

Immediate Measures

The measures the Government had decided to adopt immediately were described as follows in a message, signed by Mr. A. E. Ritchie, Under-Secretary of State for External Affairs, Mr. J. H. Warren, Deputy Minister of Industry, Trade and Commerce, Mr. Louis Couillard, Deputy Minister of Manpower and Immigration, and Mr. D. D. Tansley, Vice-President, Canadian International Development Agency, issued in June to all foreign service personnel of the Departments of External Affairs, Industry, Trade and Commerce, Manpower and Immigration, and of the CIDA:

During an initial phase, which is to be completed within 18 months, the following steps are being taken:

- “(a) An Interdepartmental Committee on External Relations (ICER) of departments with major foreign operations, the Privy Council Office, Treasury Board Secretariat and other departments as appropriate, is being established at the Deputy Minister level under the chairmanship of the Under-Secretary of State for External Affairs. It has the function of guiding the integration process during the initial phase and, more generally, of advising the Government on matters such as the formulation of broad policy for foreign operations, harmonization of departments' 'country plans', allocation of

resources for foreign operations, program implementation and (where appropriate) recommendations relating to heads of mission appointments. A key element will be the development of 'country plans' for operations at each mission abroad. The process of their preparation will require substantive inputs from all departments with interests in foreign operations and from the missions concerned. Both in Ottawa and abroad, the development of these plans will require a greater measure of co-ordinated forward planning and the matching of activities to resources than is the case at present.

"(b) As a sub-committee of the Committee on External Relations, a Personnel Management Committee (PMC) is being established, under the chairmanship of H. M. Maddick, General Director of the Trade Commissioner Service, comprising representatives of departments with major external operations, the Public Service Commission, Treasury Board Secretariat, Privy Council Office, and other departments as appropriate. This committee will recommend criteria for the selection of heads of mission in the light of the requirements for each mission and advise generally on the staffing of personnel abroad. It will seek to develop for personnel concerned co-ordinated and ultimately common policies in various areas such as recruitment, career development, classification, evaluation and diplomatic designations, etc. Within the framework of the country plans, the Government has decided that heads of mission will have a general management role in terms of all Government activities at their missions.

"(c) An interdepartmental task force on administrative support services is reporting shortly to ICER on the means to integrate support services for foreign operations as well as on the implications of so doing for domestic organization.

"The supporting secretariat for these committees is being provided by the Department of External Affairs together with representatives from the other departments and agencies. At the outset it will consist of Jack Maybee (Director) and Arthur Mathewson from External Affairs, Stewart Hay from Industry, Trade and Commerce, and Bud Clark from Manpower and Immigration. Additions will be made to the secretariat as they are required.

"In this connection you will be interested in the following extracts from the White Paper *Foreign Policy for Canadians* :

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

"The Government has decided that there should be maximum integration in its foreign operations that will effectively contribute to the achievement of

governmental objectives. An integrated management system cannot be established immediately or easily. Each theoretical step leading towards the goal of integration must be evaluated, tested and transformed into practical reality without impairing the quality of service available to the Government and the Canadian people from established foreign operations. The new system must be developed harmoniously and above all keep its capacity for adapting to an evolving international situation.

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

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

"It is no doubt apparent to you as it is to us that as we advance towards the Government's objective of effectively integrated foreign operations, each step must be planned with due deliberation to ensure that it is sound and will strengthen the quality both of the program and of the foreign service responsible for conducting it. The task of converting the concept of integration into effective reality presents all of us at home and abroad with an important responsibility which we are confident will be taken up as a new and interesting challenge by every person engaged in the foreign service of Canada. We will do our best to keep you informed of developments."

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Visit of the President of Cameroun

AT the invitation of the Governor General, the Right Honourable Roland Michener, the President of the Federal Republic of Cameroun, His Excellency El Hadj Ahmadou Ahidjo, made a state visit to Canada from September 9 to 16. Accompanied by his wife, President Ahidjo visited Ottawa, Montreal, Quebec and Toronto. Other members of his party included Messrs Charles Onana Awana,



President El Hadj Ahmadou Ahidjo of Cameroun and Mrs. Ahidjo pose for the camera with Canada's Governor-General Roland Michener and Mrs. Michener during a reception at the Skyline Hotel in Ottawa.

Minister of Planning and Area Development, François Sengat-Kuo, Secretary of State in the Office of the President, and Abdoulaye Yadi, Secretary of State for Agriculture, Eastern Cameroun. Mr. Sadou Daoudou, Cameroun's Minister of Defence, joined the delegation in Toronto.

Mr. Ahidjo was greeted on his arrival in Canada by the Honourable Jean-Eudes Dubé, Minister of Veterans' Affairs, and in Ottawa was met at his plane by the Governor General. Throughout his visit he was accompanied by the Ambassador of Cameroun to Canada, His Excellency Joseph Owono, and by Canada's Ambassador to Cameroun, Mr. C. O. R. Rousseau, and Mrs. Rousseau.

Areas of Discussion

While in Canada, Cameroun's head of state held talks with various federal and provincial authorities, which were characterized by an atmosphere of friendship and mutual understanding. His discussions with the Prime Minister of Canada, the Right Honourable Pierre Elliott Trudeau, touched on topics of international interest and on the relations between Canada and Cameroun, in addition to a number of common problems.

The two heads of state expressed satisfaction at the similar views held by their two essentially bilingual countries regarding the idea of a world community of French-speaking countries, and noted that the recently-established Agency for Cultural and Technical Co-operation was destined to create a new area for co-operation.

On the eve of the twenty-fifth anniversary of the United Nations and the tenth anniversary of the UN declaration on the granting of independence to colonial countries and peoples, both leaders expressed their concern over the growing strength of oppressive and racially discriminatory minority regimes in Africa, and reaffirmed their belief in the principles of freedom and equality and the right of peoples to self-determination.

Convinced that international peace and security were essential to the steady and harmonious progress of mankind as a whole, the two leaders agreed to continue to work for disarmament and an equitable settlement of the Middle East conflict, and reaffirmed their full support for the UN as an essential collective instrument of international peace and security capable of placing the fruits of scientific and technological advances at the service of all men.

Bilateral Relations

The two leaders noted with approval the spirit of co-operation that existed between Canada and Cameroun, and decided that these relations, including trade relations, should be intensified in the interests of the people of both countries. With this end in view, a memorandum of agreement was signed by the President and the Prime Minister, and an economic and technical aid agreement was signed by Mr. Charles Onana Awana, Cameroun's Minister of Planning and Area Development, and the Honourable Donald Macdonald, President of the Privy

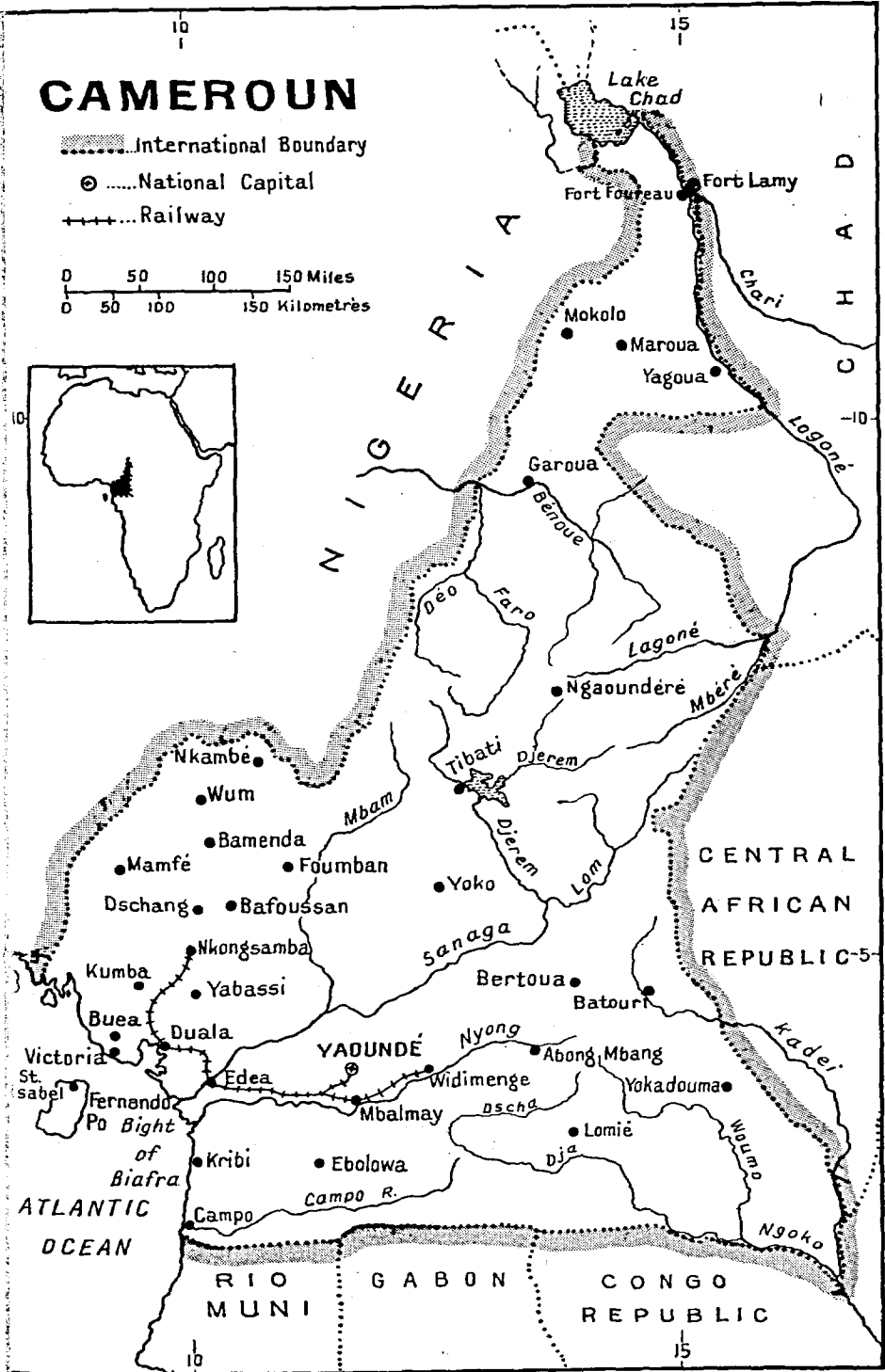
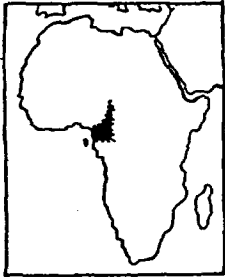
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Council. Canada further agreed to make a major contribution to the establishment of the new Health Sciences Centre at the Federal University in Yaoundé, and to carry out preliminary studies in forestry, agriculture and technical education to determine the potential for common endeavour. As is customary in Canada, some of these studies will be made in co-operation with the provincial authorities concerned.

President Ahidjo also held discussions with the Honourable Mitchell Sharp, Secretary of State for External Affairs, the Honourable Jean-Luc Pepin, Minister of Industry, Trade and Commerce, the Honourable Jean Marchand, Minister of Regional Economic Expansion, and the Honourable Gérard Pelletier, Secretary of State.

The President was honoured at a dinner given by the Governor General and at a lunch given by the Prime Minister. Mr. Ahidjo held a reception that was attended by the Governor General, the Prime Minister, members of the diplomatic corps, a number of ministers and various Canadian dignitaries.

Montreal, Quebec and Toronto

During his visit to Montreal, where he was greeted by the Honourable Gérard I. Lévesque, Quebec Minister of Intergovernmental Affairs, President Ahidjo had talks with the Prime Minister of Quebec, the Honourable Robert Bourassa. He met students from Cameroun studying in Canada under the Canada-Cameroun co-operation program. His Worship the Mayor of Montreal, Jean Drapeau, and Mrs. Drapeau, held a lunch for the President at the Hélène de Champlain restaurant at Man and His World.

On his arrival at the Quebec airport, President Ahidjo was welcomed by the Lieutenant-Governor of the province, the Honourable Hugues Lapointe, who held a dinner in his honour that evening. While in Quebec City, the President and the members of his party had an opportunity to familiarize themselves with new agricultural techniques at the Deschambault experimental farm. Because of poor weather, the President was unable to visit the Daniel Johnson Dam at Manicouagan.

In Quebec City, the Congress of the Quebec branch of the Canadian Institute of International Affairs, held at Lac Beauport, was attended by the President who, as guest speaker, dealt with economic development in Africa. He laid stress on Canada's interest in the development of the Third World in general — "development which today appears an essential condition of peace" —, adding that the fact that a former Canadian Prime Minister, the Right Honourable Lester B. Pearson, had endorsed the quest for a new concept of aid was "only further evidence of this interest".

The President went next to Toronto, where he met with the Lieutenant-Governor of Ontario, the Honourable William Ross Macdonald, before visiting the De Havilland aircraft plants. He was entertained at dinner by the Lieutenant-

Governor. His Toronto visit offered President Ahidjo an opportunity to explore new avenues for trade and to acquaint himself with Canada's industrial techniques and products. Before flying to the United States, he also visited Niagara Falls and the Adam Beck power-station. On his departure, President Ahidjo, was bidden farewell by the Honourable Donald Macdonald.

This Canadian visit by Cameroun's head of state was a particularly meaningful step in Canada's relations with the West African nation. It gave a new spark to the co-operation that had been initiated during the Chevrier Mission's visit to Cameroun in 1968 and opened up channels for exploring other suitable areas for trade relations.



A group of West African journalists from Cameroun, Ivory Coast and Senegal, in Canada recently as guests of the Department of External Affairs, met the Secretary of State for External Affairs, the Honourable Mitchell Sharp, during a reception in Ottawa for the President of Cameroun, who was on an official visit to Canada at the same time. Left to right: Mr. Jean-Yves Grenon, Department of External Affairs; Mr. Christian Bebe, Agence Camerounaise de Presse; Mr. Simon Kiba, Editor of Afrique Nouvelle, published in Dakar, Senegal; Mr. Sharp; Mr. Wilfred Mbelem, a student from Cameroun; Mr. Justin Vieyra, regional representative in Abidjan, Ivory Coast, of Jeune Afrique, and Mr. Joseph Itotok, a newspaperman from Yaoundé, Cameroun, travelling with the President Ahidjo. The group attended the Congrès des Africanistes at Lac Beauport, Quebec, during their stay in Canada.

The Agency for Cultural and Technical Co-operation

CANADA RATIFIES THE CONVENTION

PRIME Minister Trudeau announced on September 25 that Canada had ratified the Convention on the Agency for Cultural and Technical Co-operation. Canada participated actively in the second conference of countries wholly or partially French-speaking held in Niamey, Niger, in March 1970 for the purpose of creating an agency for cultural and technical co-operation among French-speaking countries. The Canadian delegation, headed by the Honourable Gérard Pelletier, Secretary of State, included representatives of the provincial governments of Quebec, New Brunswick, Ontario and Manitoba. On March 20, subject to ratification, Canada signed the Convention establishing the Agency.

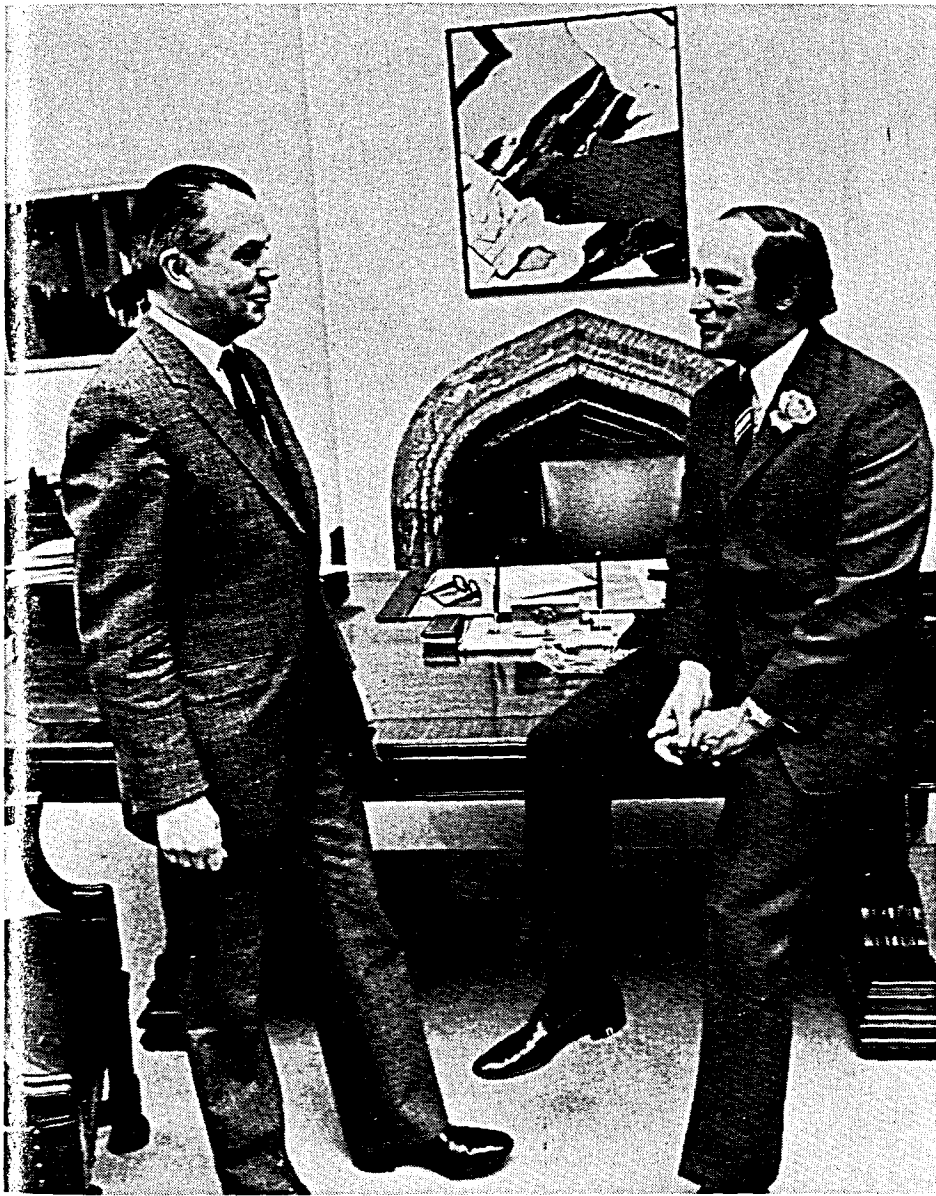
The Prime Minister subsequently informed heads of provincial governments that Canada was preparing to ratify the Convention, and expressed his conviction that the federal and provincial governments would continue to work together to ensure that Canada's participation in the French-speaking community would be fruitful and effective and of benefit to all Canadians.

Canadian Bilingualism Projected

In announcing the ratification by Canada of the Agency's Convention, the Prime Minister expressed satisfaction that by this action the Canadian Government formally confirmed the support it had given to the establishment of such an Agency, which granted an institutional framework to La Francophonie. He reiterated that the participation of Canada in La Francophonie, and more specifically in the Agency, was a projection of Canada's bilingualism on the international level, and was, within the framework of Canadian policy, aimed at bringing about the best possible relations with French-speaking countries and increased economic co-operation with Africa.

The Agency for Cultural and Technical Co-operation, with 23 member countries, is intended essentially to further the establishment and development of multilateral co-operation among its members in education, culture, science and technology, and thus foster closer relations among peoples who share the French language and culture.

The announcement by the Prime Minister that Canada had ratified the Convention coincided with the visit to Ottawa of the Secretary-General of the Agency, Mr. Jean-Marc Léger, a prominent Montrealer. At the Niamey Conference, Mr. Léger was unanimously elected to this position after having directed the provisional secretariat for more than a year.



Mr. Jean-Marc Léger, Secretary-General of the Agency for Technical and Cultural Co-operation, pays a call on Prime Minister Trudeau in his office in Ottawa.

International Co-operation in Outer Space

INTERVENTION DELIVERED BY MR. P. A. BISSONNETTE, THE CANADIAN DELEGATE, TO THE UNITED NATIONS OUTER SPACE COMMITTEE ON SEPTEMBER 3, 1970

SINCE our Committee last met, its three subsidiary bodies have achieved significant results. We should not lose sight of these achievements as we pursue our efforts towards full international co-operation in outer space.

The Legal Sub-Committee has solved some difficult problems in its drafting of the 13 agreed articles, the preamble and the title of the draft liability convention. It is a matter of deep regret to us that no consensus has been achieved with respect to two additional articles which we consider of the utmost importance.

The distinguished delegates will recall that, in Geneva earlier this summer, the Canadian delegation joined with seven other delegations (Argentina, Australia, Belgium, Britain, Italy, Japan and Sweden) in putting forward draft articles on the "measure of compensation" and the "competence of the Claims Commission". The two proposed articles would (a) enshrine the principle that the damaged party should be restored in full to the condition which would have existed if the damage had not occurred and (b) stipulate that the decision of the Claims Commission shall be final and binding. There is no need for me to review in detail the well-known position of Canada on these issues. However, I must reiterate our view that a liability convention, to be fully effective, must be victim-oriented and based on the principle of restoration to the condition equivalent to that which existed before the damage occurred. In giving effect to these concepts, account must be taken of the law of the place where the damage occurred, as well as of international law. Furthermore, the convention should provide for compulsory arbitration and binding awards as part of the machinery to settle disputes. Only in this way can states have full confidence that they, and their citizens, will, in fact, be compensated.

We should hope that these two essential provisions would not pose insuperable difficulties to the Committee. Subject to a satisfactory resolution of these matters, acceptance of the preamble and 13 articles already generally agreed to should lead to early approval of the convention. Of course, other issues such as international organizations and limit of liability may also remain to be resolved definitely, but we should expect that such problems would be overcome fairly easily.

Need for Registration Instrument

The recent meeting of the Legal Sub-Committee did not, regrettably, have time

to consider the matter of the registration of space objects launched into outer space. A registration treaty should, in our view, have particular priority. My delegation has supported the principles underlying the draft treaty submitted by the delegation of France. In April 1970, we submitted a paper to the Scientific and Technical Sub-Committee on a proposed system of registration. The Sub-Committee's report, while leaving the substantive recommendations for the Legal Sub-Committee to deal with, will certainly be of assistance in working towards a satisfactory registration agreement. So will the paper prepared by the Secretariat entitled "Information on the Technical Aspects of the Registration of Objects Launched into Outer Space" (Document A/AC.105/L.52, April 14).

My delegation is pleased to note the vigour with which the Scientific and Technical Sub-Committee has attacked the multitude of problems associated with ensuring that the benefits of advancing space technology can be shared by all mankind. Many constructive suggestions are included in the report of the Sub-Committee and many of these will, we are sure, be useful to the newly-appointed expert for the promotion of space applications. We are pleased to see Professor Raccardi here and wish him success in his tasks.

We welcome particularly the suggestions of panels to study and report on practical trials of new techniques and trust it will prove possible for our scientists to participate actively in these.

We note the rapid development of technology and management in the field of earth-resource survey and believe that international liaison capabilities must not lag. Information must be made available rapidly and in readily understandable form. Therefore, my delegation supports the request of the Scientific and Technical Sub-Committee to convene at its discretion a working group on this topic without the necessity of further reference to this Committee.

The Secretary-General has already responded to requests of the Sub-Committee and we have four working papers before us. My delegation supports the proposed publication in simple language of information on potential benefits of space technology. We believe that advantage should be taken of assistance from the Specialized Agencies and we believe that the final publications should be produced in the better form suggested in the conference paper. The extra cost is minimal compared to the benefits of an attractive presentation.

My delegation welcomes the information provided by the Secretary-General on arrangements within the Secretariat for co-ordination of topics related to space activities. We should appreciate receiving from time to time summaries of topics considered by the working panel on space applications because we believe that such summaries would be of considerable value to our Government in maintaining our awareness of activities related to space.

Working Group on Direct-Broadcast Satellites

The Canadian delegation would like to go on record as expressing its appreciation for the important achievements of the working group on direct-broadcast satel-

lites. We note that the working group considered that it had completed the work which could usefully be effected at this stage. We are convinced that significant potential benefits for all mankind can result from international co-operation in this new form of communication. As a country of immense geographical proportions, with a scattered population, Canada has an obvious interest in the development and exploitation of a direct-broadcast satellite system.

At each of the three meetings of the working group, Canada and Sweden collaborated in the preparation of a working paper. It may be recalled that our first joint paper dealt to a large extent with technical aspects. The second discussed social, cultural, legal and other matters. The latest submission examined the issues relating to the development and utilization of this new method of broadcasting, highlighting questions of program content and of effective and equitable participation in international direct-broadcast systems. In our view, the working group report has adequately taken into account the major proposals contained in the third joint paper. In this connection, I should like to draw particular attention to Conclusion and Recommendation Number 5 on Page 16, which states:

The working group considers that, while further exploration of various approaches to international co-operation in respect of broadcasting satellite systems continues to be desirable, co-operation and participation on the regional level, at least as a first step, appears to be the most practical and advantageous means of achieving desired results. Such participation in the establishment and operation of regional satellite broadcasting services and/or in program planning and production, in most cases, would tend to meet the program requirements and objectives of countries. Accordingly, the working group recommends that member states and regional and international organizations should promote and encourage regional co-operative arrangements both on the governmental and non-governmental level, in order, *inter alia*, to increase the existing co-operation on a regional and international level among broadcasters and their associations for the future use of broadcasting satellite systems.

Work of International Organizations

Mr. Chairman, my delegation would also like to emphasize the value we attach to the work being done by international organizations such as the ITU, UNESCO and BIRPI. (1) Each has undertaken or is undertaking programs of work of direct concern to this Committee as a co-ordinator of international activities in the field of direct broadcasting from satellites. We look forward, in particular, to the results of the World Administrative Radio Conference which the ITU will hold in 1971 and which will be of undoubted significance for the future of satellite broadcasting. Important as well is the UNESCO program to carry out studies, *inter alia*, "on the use of space communication for national development, education and culture exchanges" and "on the effects of the content of satellite broadcasts on cultural and social standards". The problems of copyright and neighbouring rights arising from direct broadcasting from satellites, and the legal protection of satellite transmissions against unauthorized use, have been referred to UNESCO and BIRPI for examination. Their recommendations will be of

(1) The International Telecommunication Union, the United Nations Educational, Scientific and Cultural Organization and Bureaux Internationaux Réunis pour la Protection de la Propriété Intellectuelle.

great assistance to the meeting of governmental experts which will eventually consider these questions.

When these endeavours have been completed and other developments in the satellite broadcasting field warrant it, the Committee may decide that it would be useful to reconvene the working group. Mr. Chairman, international co-operation, we have seen here, must be the basis for future activities in outer space. Canada will continue to play an active role to support this co-operation. In this connection, I am pleased to be able to mention at this time a recent extremely successful sounding-rocket experiment designed to measure electric fields in the aurora borealis carried out at the Churchill Research Range in Canada on August 16. Scientists from four countries collaborated in furnishing experiments measuring these fields in different and complementary ways. Canada provided range services and payload construction as well as several experiments. This project is a good example of Canada's methods of achieving international co-operation in space research, a method applied in several other cases during the past year, including four rockets launched into the path of totality of the solar eclipse on March 7 of this year

Peace Prize Winners Present Declaration to United Nations

FOUR of the six living Nobel Peace Prize Laureates presented a declaration on peace and disarmament to the United Nations in a ceremony at UN headquarters in September. Lester B. Pearson, former Prime Minister of Canada, who received the Peace Prize in 1957, presented the leather-bound copies of the Declaration to Edvard Hambro of Norway, President of the General Assembly. In addition to Mr. Pearson, the Declaration was signed by the French jurist René Cassin, President of the European Court of Human Rights and recipient of the 1968 Peace Prize; Philip Noel-Baker, a leading member of the British Labour Party, who won the 1959 Peace Prize; Linus Pauling, United States chemist and holder of the Nobel Prize for chemistry in 1954 and for peace in 1962; and Lord John Boyd Orr, Scottish physiologist, former Director-General of the Food and Agriculture Organization and recipient of the 1949 Peace Prize. All but Lord Boyd Orr, who was unable to come to New York, were present at the ceremony and made statements. The sixth surviving Peace Prize Laureate, Ralph J. Bunche, UN Under-Secretary-General for Special Political Affairs and 1950 recipient of the Peace Prize, did not sign the Declaration because of his position with the Secretariat.



Dr. Hambro (right) thanks Mr. Pearson for copies of the declaration, as Secretary-General U Thant looks on.

Development of International Humanitarian Law ⁽¹⁾

THE Secretary of State for External Affairs, in his address to the twenty-third session of the United Nations General Assembly in 1968, referred to the particular need for the development of international humanitarian law. The Government eventually decided that the twenty-first International Red Cross Conference in Istanbul in September 1969 — which brought together representatives of the League of Red Cross Societies, the International Committee of the Red Cross, the national societies of the Red Cross, Red Crescent and Red Lion and Sun, and governments of states parties to the 1949 Geneva Conventions — would be the most appropriate forum for a Canadian initiative in this field. In the Department of External Affairs, the Legal and United Nations Divisions were given joint operational responsibility for preparing instructions for the Canadian delegation and co-ordinating approaches to other governments. After extensive consultation with the Government of Norway, it was agreed that a Canadian-Norwegian Declaration of Principles on International Humanitarian Relief to Civilian Populations in Disaster Situations would be proposed at Istanbul. In addition, Canada would seek the adoption of a resolution requesting the ICRC to undertake efforts directed towards supplementing or extending provisions of the Geneva Conventions.

Far-Reaching Decisions

The Canadian delegation to the Red Cross Conference was headed by Mr. Wershof, and included two legal officers from External Affairs. In the event, the Conference was most successful from the Canadian point of view. As Mr. Sharp stated on September 22 last year:

I am very pleased to be able to announce that Canada has been instrumental in achieving real progress towards the development of international humanitarian law during the twenty-first International Red Cross Conference held in Istanbul, September 6 to 13.

The Minister emphasized that three decisions of far-reaching importance had been made. The first was the adoption of the Canadian-Norwegian Declaration without any opposing votes. The Declaration affirms the concern of mankind for all forms of human suffering; it recognizes the need for effective international relief to civilian victims and lays down six important principles relating to: (1) the protection of the individual and the safeguarding of basic human rights; (2) the non-political and humanitarian nature of relief to civilian populations; (3) the need for effective co-ordination of international action; (4) the provision of relief on a non-discriminatory basis, which should never be regarded as an

(1) This is the third in a series of articles appearing monthly in *External Affairs*, dealing with the work of the Legal Division of the Department of External Affairs.

unfriendly act; (5) the facilitation by states of admission, transit and distribution of relief supplies; and (6) facilitation by other authorities.

The other two related decisions adopted at the Conference go further towards concrete action by states to incur actual legal, in addition to moral, obligations with respect to the provision of disaster (natural and otherwise) relief. One resolution, drafted by the Canadian and Swiss delegations, requests the ICRC to: (a) propose as soon as possible concrete rules to supplement existing humanitarian law; (b) invite governmental, Red Cross and other experts representing the world's principal legal and social systems to meet with the ICRC for this purpose; (c) submit these proposals to governments for comment; and (d) if desirable, recommend the convening of diplomatic conferences of states parties to the Geneva Conventions and other interested states to elaborate international legal instruments incorporating these proposals.

Non-International Conflicts

The other resolution, which was also co-sponsored by Canada, was primarily intended to follow up the other two. It recalls the unfortunate fact that, since the consideration of the Geneva Conventions in 1949, non-international armed conflicts have been increasing and have caused much suffering. The operative part of the resolution requests the ICRC, with the co-operation of governmental experts, to devote special attention to supplementing the common Article 3 of the four Geneva Conventions, which lays down minimal standards applicable to all conflict situations. Both these proposals were adopted by overwhelming majorities.

Since Istanbul, the Legal Division has been in close touch with the ICRC on the question of implementing the Conference decisions. Last spring, it organized the visit to Ottawa of Mr. Claude Pilloud, Director of the International Committee, to exchange views and consult on how to move ahead quickly. It was agreed that the Red Cross would shortly circulate a number of working papers on the development of humanitarian law and that a conference of governmental, Red Cross and other experts would be convened in Geneva early in 1971. The Legal Division is at present working on specific proposals Canada could put forward at that time; the possibility of promoting consideration of a draft protocol to the Fourth Geneva Convention on Protection of Civilians, which would extend most of its provisions to non-international conflicts, is also under study.

Some time towards the end of this year, the Legal Division would like to consult with interested academics on the draft proposals. It is hoped that, at that time, some of the professors attending this meeting will be able to provide the Government with the benefit of their expertise on this question so that any eventual Canadian submission in Geneva would reflect both governmental and academic views.

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CONFERENCES

- UNCTAD, Trade and Development Board, tenth session: Geneva, August 25 — September 18
- UN General Assembly, twenty-fifth session: New York, September 15
- International Atomic Energy Agency, fourteenth general conference: Vienna, September 22-29
- International Council for the Exploration of the Sea: Copenhagen, September 28 — October 7
- Interparliamentary Conference, fifty-eighth session: The Hague, October 1-9
- Commonwealth Parliamentary Conference, sixteenth session: Canberra, October 1-10
- NATO Science Committee Meeting: Brussels, October 5-8
- International Federation of Highways, sixth congress: Montreal, October 6-9
- UNESCO, sixteenth general conference: Paris, October 12 — November 10
- Committee on the Challenges of Modern Society: Brussels, October 19-20
- Commonwealth Scientific Committee Meeting: Kingston (Jamaica), November 2-6
- European Space Conference: Bonn, November 4-6
- North Atlantic Assembly, sixteenth annual meeting: The Hague, November 6-11
- Commonwealth Statisticians, seventh conference: New Delhi, November 16-27
- Commonwealth Heads of Government Meeting: Singapore, January 1971
- Commonwealth Legal Conference; New Delhi, January 1971
- Fifth Commonwealth Educational Conference: Canberra, February 1971
- World Consultation on the Use of Wood in Housing: Vancouver, July 5-16, 1971
- International Federation for Information Processing, fifth congress: Ljubljana, Yugoslavia, August 23-28, 1971

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE DEPARTMENT OF EXTERNAL AFFAIRS

- Mr. G. C. Cook posted from the National Defence College, Kingston, to Ottawa, effective July 24, 1970.
- Mr. R. M. Tait posted from Ottawa to the Office of the High Commissioner for Canada, London, effective August 1, 1970.
- Mr. G. P. M. Charlebois posted from the Canadian Embassy, Mexico, to the International Commission for Supervision and Control in Vietnam, effective August 1, 1970.
- Mr. B. I. Rankin, Canadian Ambassador to Venezuela, appointed Canadian Consul General in New York, effective August 1, 1970.
- Mr. J. K. Murray transferred from the Department of External Affairs to Information Canada, effective August 3, 1970.
- Mr. R. Rodger resigned from the Department of External Affairs, effective August 4, 1970.
- Mr. G. Hopkins appointed to the Department of External Affairs as Personnel Administrator 6, effective August 4, 1970.
- Mr. P. Trottier posted from Ottawa to the Canadian Embassy, Moscow, effective August 5, 1970.
- Mr. D. P. Richards posted from Ottawa to the Office of the High Commissioner for Canada, Kuala Lumpur, effective August 5, 1970.
- Mr. J. H. Taylor posted from the Canadian Embassy, Moscow, to Ottawa, effective August 5, 1970.
- Mr. R. W. Murray posted from Ottawa to the Canadian Embassy, Moscow, effective August 6, 1970.
- Mr. S. J. O. Cloutier retired from the Public Service, effective August 7, 1970.
- Mr. L. L. Banville posted from the Office of the High Commissioner for Canada, Nairobi, to the Canadian Embassy, Washington, effective August 7, 1970.
- Mr. R. B. Edmonds posted from the Canadian Embassy, Stockholm, to Ottawa, effective August 7, 1970.
- Mr. J. F. X. Houde, Canadian Ambassador to Peru, appointed Canadian Consul General, Boston, effective August 7, 1970.
- Mr. C. F. W. Hooper posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective August 7, 1970.
- Mr. R. D. Stapledon posted from the Office of the High Commissioner for Canada, Canberra, to Ottawa, effective August 8, 1970.
- Mr. L. J. C. Walker posted from Ottawa to the Canadian Embassy, Moscow, effective August 8, 1970.
- Mr. F. O. Adam posted from the Canadian Embassy, Washington, to the Canadian Embassy, Cairo, effective August 9, 1970.
- Mr. F. D. Smith posted from the Office of the High Commissioner for Canada, Accra, to the Office of the High Commissioner for Canada, Lagos, effective August 9, 1970.
- Mr. J. S. Stanford posted from Ottawa to the Canadian Embassy, Bonn, effective August 9, 1970.
- Mrs. A. D. L. Waterman retired from the Public Service, effective August 11, 1970.
- Mr. A. D. Bryce posted from Ottawa to the Canadian Consulate General, New York, effective August 11, 1970.
- Mr. J. A. Sims posted from the Office of the High Commissioner for Canada, Colombia, to the Office of the Commercial Counsellor, Sydney, effective August 12, 1970.
- Mr. T. J. Pinnacle posted from the Office of the High Commissioner for Canada, Kuala Lumpur, to Ottawa, effective August 13, 1970.

- Mr. L. E. Burrows posted from the Canadian Embassy, Bogota, to the Office of the High Commissioner for Canada, Georgetown, effective August 13, 1970.
- Mr. L. W. Lewycky resigned from the Department of External Affairs, effective August 14, 1970.
- Mr. J. M. J. Hughes posted from the Canadian Embassy, Moscow, to Ottawa, effective August 14, 1970.
- Mr. D. L. B. Hamlin posted from the Canadian Embassy, Brussels, to Ottawa, effective August 14, 1970.
- Mr. J. Asselin posted from the Canadian Embassy, Moscow, to the Canadian Embassy, Paris, effective August 15, 1970.
- Mr. M. J. Bujold posted from the Office of the High Commissioner for Canada, Lagos, to Ottawa, effective August 15, 1970.
- Mr. F. L. Wiebe posted from the Canadian Embassy, Cairo, to Ottawa, effective August 15, 1970.
- Mr. S. A. Banks posted from Ottawa to the Office of the High Commissioner for Canada, London, effective August 16, 1970.
- Miss J. M. Carlson appointed to the Department of External Affairs as Administrative Trainee, effective August 17, 1970.
- Mr. J. Timmerman, High Commissioner for Canada to Ceylon, posted to Ottawa, effective August 18, 1970.
- Mr. W. Bauer, Counsellor at the Canadian Embassy, Washington, appointed Director of Staff Relations and Compensation Division, Ottawa, effective August 18, 1970.
- Mr. I. C. Clark posted from the Canadian Embassy, Paris, to the Office of the High Commissioner for Canada, London, effective August 18, 1970.
- Mr. P. J. Beaulieu posted from the Permanent Delegation of Canada to the Organization for Economic Co-operation and Development, Paris, to Ottawa, effective August 20, 1970.
- Mr. N. H. R. Etheridge posted from the Office of the High Commissioner for Canada, Canberra, to Ottawa, effective August 21, 1970.
- Mr. G. C. Foley posted from the Canadian Consulate, Detroit, to Ottawa, effective August 26, 1970.
- Mr. J. S. Roy posted from Ottawa to Laval University, Quebec City, as "Diplomate Associé" for the academic year 1970-71, effective August 26, 1970.
- Mr. G. H. Blouin, Minister at the Canadian Embassy, Washington, appointed Director General of Personnel Branch, Ottawa, effective August 27, 1970.
- Mr. A. Després posted from Ottawa to the Canadian Embassy, Yaoundé, effective August 28, 1970.
- Mr. P. Ducharme posted from the Delegation of Canada to the International Commission for Supervision and Control in Vietnam to Ottawa, effective August 29, 1970.

TREATY INFORMATION

Current Action

Bilateral

Denmark

Exchange of Notes between the Government of Canada and the Government of Denmark concerning an air training program between Canada and Denmark.

Signed at Copenhagen July 2 and 3, 1970.

Entered into force July 3, 1970.

Hungary

Agreement between the Government of Canada and the Government of the Hungarian People's Republic relating to the settlement of financial matters.

Signed at Budapest June 1, 1970.

Entered into force June 1, 1970.

Italy

Agreement between the Government of Canada and the Government of the Republic of Italy relating to the Canada Pension Plan.

Signed at Ottawa May 29, 1970.

Entered into force May 29, 1970.

Agreement between the Government of Canada and the Government of the Republic of Italy relating to the co-production of films; with Protocol of provisional agreement.

Signed at Ottawa June 16, 1970.

Entered into force provisionally June 16, 1970.

New Zealand

Protocol amending the Trade Agreement between Canada and New Zealand.

Signed at Wellington May 13, 1970.

Peru

Agreement between the Government of Canada and the Government of Peru relating to terms of financing for the sale of wheat by Canada.

Signed at Ottawa May 7, 1970.

Entered into force May 7, 1970.

Sweden

Supplementary Agreement modifying the Agreement between the Government of Canada and the Royal Government of Sweden for the avoidance of double taxation and the establishment of rules for reciprocal fiscal assistance in the matter of income taxes, signed at Ottawa on April 6, 1951; as modified by the Supplementary Agreement, signed at Stockholm on January 21, 1966.

Signed at Stockholm October 28, 1969.

Instruments of Ratification exchanged at Ottawa May 8, 1970.

Entered into force May 8, 1970.

United States of America

Agreement between the Government of Canada and the Government of the United States of America on reciprocal fishing privileges in certain areas off their coasts.

Signed at Ottawa April 24, 1970.

Entered into force April 24, 1970.

Exchange of Notes between the Government of Canada and the Government of the United States of America concerning the responsibility for the manning, operation, maintenance and financing of the twelve radar stations effected by the Exchange of Notes of June 12, 1961.

Signed at Washington, D.C., June 25, 1970.

Entered into force June 25, 1970.

Exchange of Notes between the Government of Canada and the Government of the United States of America amending the Agreement of May 5, 1961, governing the operation of pilotage on the Great Lakes and the St. Lawrence Seaway west of Saint Regis (with a Memorandum of Understanding).

Signed at Washington, D.C., July 6, 1970.

Entered into force July 6, 1970.

Agreement between the Government of Canada and the Government of the United States of America relating to the operation of radio telephone stations.

Signed at Ottawa November 19, 1969.

Instruments of Ratification exchange at Ottawa July 24, 1970.

Entered into force July 24, 1970.

United Kingdom

Exchange of Notes between the Government of Canada and the Government of the United Kingdom amending the Agreement of September 11, 1964, concerning the status of Canadian forces in Bermuda.

Signed at London December 16, 1969, and January 8, 1970.

Entered into force January 8, 1970.

United Nations

Exchange of Notes between Canada and the United Nations concerning third party claims arising out of acts committed by members of the Canadian contingent with UNFICYP.

Signed at New York March 25, 1970.

Entered into force March 25, 1970.

Deemed to be effective from March 13, 1964.

Multilateral

Convention respecting the Agency for Cultural and Technical Co-operation.

Done at Niamey March 20, 1970.

Signed by Canada March 20, 1970.

Convention establishing the World Intellectual Property Organization.

Done at Stockholm July 14, 1967.

Canada's Instrument of Accession deposited March 10, 1970.

Stockholm Act 1967, of the Berne Convention for the Protection of Intellectual Property.

Done at Stockholm July 14, 1967.

Canada's Instrument of Accession deposited March 26, 1970.

Stockholm Act 1967, of the Paris Convention for the Protection of Industrial Property.

Done at Stockholm July 14, 1967.

Canada's Instrument of Accession deposited March 26, 1970.

Protocol to amend the Agreement on North Atlantic ocean stations.

Signed at Paris February 25, 1954.

Done at London May 13, 1970.

Agreement to amend the Agreement between Canada, the United Kingdom of Great Britain and Northern Ireland, and the Federal Republic of Germany concerning the conduct of manoeuvres and other training exercises in the Soltau-Luneburg area.

Done at Bonn May 12, 1970.

Signed by Canada May 12, 1970.

North Atlantic Treaty Organization Agreement on the communication of technical information for defence purposes.

Done at Bonn July 7, 1970.

Signed by Canada July 7, 1970.

Signed by Canada July 7, 1970.

EXTERNAL AFFAIRS

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Canada Establishes Diplomatic Relations with the Chinese People's Republic

STATEMENT MADE TO THE HOUSE OF COMMONS ON OCTOBER 13, 1970,

BY THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS,

THE HONOURABLE MITCHELL SHARP.

I AM pleased to announce the successful conclusion of our discussions in Stockholm with representatives of the People's Republic of China, reflected in today's joint communiqué, which records our agreement on mutual recognition and the establishment of diplomatic relations. The joint communiqué of the Government of Canada and the Government of the People's Republic of China concerning the establishment of diplomatic relations between Canada and China is as follows:

1. The Government of Canada and the Government of the People's Republic of China, in accordance with the principles of mutual respect for sovereignty and territorial integrity, non-interference in each other's internal affairs and equality and mutual benefit, have decided upon mutual recognition and the establishment of diplomatic relations, effective October 13, 1970.

2. The Chinese Government reaffirms that Taiwan is an inalienable part of the territory of the People's Republic of China. The Canadian Government takes note of this position of the Chinese Government.

3. The Canadian Government recognizes the Government of the People's Republic of China as the sole legal government of China.

4. The Canadian and Chinese Governments have agreed to exchange ambassadors within six months, and to provide all necessary assistance for the establishment and the performance of the functions of diplomatic missions in their respective capitals, on the basis of equality and mutual benefit and in accordance with international practice.

Officials from my Department and from Industry, Trade and Commerce will be leaving for Peking very shortly to begin administrative preparations for the opening of a Canadian embassy in Peking. We hope to have the embassy in operation within two or three months.

The establishment of diplomatic relations between Canada and China is an important step in the development of relations between our two countries, but it is not the first step, nor is it an end in itself. We have opened a new and important channel of communication, through which I hope we will be able to expand and develop our relations in every sphere. We have already indicated to the Chinese, in our Stockholm discussions, our interest in setting up cultural and educational exchanges, in expanding trade between our two countries, in reaching an understanding on consular matters, and in settling a small number of problems left over from an earlier period. The Chinese have expressed the view that our relations in other fields such as these can only benefit from the establishment of diplomatic relations between our two countries. They have

also agreed in principle to discuss through normal diplomatic channels, as soon as our respective embassies are operating, some of the specific issues we have raised with them.

Position on Taiwan

As everyone knows, the agreement published today has been under discussion for a long time. I don't think it is any secret that a great deal of this discussion has revolved around the question of Taiwan. From the very beginning of our discussions the Chinese side made clear to us their position that Taiwan was an inalienable part of Chinese territory and that this was a principle to which the Chinese Government attached the utmost importance. Our position, which I have stated publicly and which we made clear to the Chinese from the start of our negotiations, is that the Canadian Government does not consider it appropriate either to endorse or to challenge the Chinese Government's position on the status of Taiwan. This has been our position and it continues to be our position. As the communiqué says, we have taken note of the Chinese Government's statement about Taiwan. We are aware that this is the Chinese view and we realize the importance they attach to it, but we have no comment to make one way or the other.

United Nations Prospects in the Next Quarter-Century

ADDRESS BY THE HONOURABLE MITCHELL SHARP,
SECRETARY OF STATE FOR EXTERNAL AFFAIRS, AND
SPECIAL ENVOY OF THE GOVERNMENT OF CANADA TO THE
TWENTY-FIFTH COMMEMORATIVE SESSION OF THE GENERAL ASSEMBLY
OF THE UNITED NATIONS IN NEW YORK.

CANADA is honoured to open the debate at this commemorative session, marking the twenty-fifth anniversary of the founding of the United Nations. It is traditional at a time of celebration to look back to the past, forward to the future, to pause and reflect. This quarter-century mark in the United Nations history provides the opportunity for self-examination. The need for self-examination arises from deeper and graver causes.

Throughout the world there is deep dissatisfaction, rooted, I believe, in a profound uneasiness that has seized peoples everywhere — uneasiness about a world wracked by bloody conflict, uneasiness about economic prospects, uneasiness about the quality and meaning of human life, uneasiness about the health of the air we breathe, the water we drink and the soil that gives us sustenance.

The dissatisfaction of which I speak is not limited to any group of nations. It transcends the clash of ideologies, respects no barriers between East and West, between North and South. It is felt in developing countries, in countries that are technologically advanced, by nations represented here and by those as yet without representation. Dissatisfaction is most clearly to be seen among the young, the oppressed, the alienated and the poor; yet it is to be found increasingly among people in the prime of life, people who enjoy material success. It affects the leaders as well as the led.

Crisis of Confidence

We are facing a broad crisis of confidence between people and the institutions they have created. Governments, judicial systems, places of learning, organized religion — all the great constants of civilized life are being questioned. And the way they are responding seems often to add to the dissatisfaction. The relevance of institutions, their competence, their usefulness, their very purpose have been brought into doubt.

In this place, at this time, it is dissatisfaction with the United Nations that

we must consider. It does not stop at the threshold of this hall. It is felt, I am sure, in every delegation seated here today. As we look out at the world, we see little cause for comfort, less reason for congratulation and no justification for complacency. And yet much has been achieved.

In the dark days of the Second World War, while fighting for their lives, the leaders of nations created a conception of a world organization and a world order that would bring peace and security, prosperity and dignity to mankind. The founding nations at San Francisco in 1945 made a leap of the imagination unique in man's history. In the midst of chaos and misery, they determined that order must prevail, they turned their backs on darkness and death and struck out towards a future of light and of life. The Charter was a remarkable achievement; it still is.

Within a few years, the world found itself divided by what we called the "Cold War". That was the first great test for the United Nations; and it survived. In the days of the Cold War, the great United Nations family of agencies came into being and embarked upon the supreme task of bettering the conditions of life on earth, a task they still pursue with energy and dedication.

Major UN Achievements

Even in the most anxious days of the Cold War, the nations came together here. If there was little meeting of minds, at least there was contact. If we failed to decide issues, at least we debated them. Out of confrontation came communication. And we did certain things: local conflicts which could have escalated into world war were contained; co-operative financial and trading arrangements, basic to world prosperity now and in the future, were negotiated; arms-control measures, the subject of mounting world concern, were given effect in a series of United Nations treaties; as new nations came on the scene the need for international development assistance was recognized and acted upon; colonialism, identified as incompatible with human dignity, was hastened towards its end, frequently with United Nations assistance; and the elimination of racial discrimination, clearly recognized as intolerable, became a primary objective. Those are some of the major accomplishments, tangible, constructive and plainly visible.

What about the subtler forms of United Nations achievement? Within these walls we have engaged as nations in an ever-more-sophisticated exchange of views, in ever-more-fruitful negotiation of issues. Nations met here, as we are meeting today, in a continuing conference. The whole conception of diplomacy went through a profound change; from narrow, formalized negotiations carried on by an élite bureaucracy, we moved to a broad interchange of ideas involving whole nations and their leaders. The right of small nations to be heard even as great powers negotiate has been enshrined in this organization.

Why then the dissatisfaction, the sense of shortcoming, the uneasiness about the United Nations? I am suggesting four major factors, what I would consider the root causes; there are undoubtedly others.

Perhaps the first is to be found in the disparity between the high hopes of 1945 and the slow progress made during the past quarter-century. We had a right to high hopes in 1945 because so much seemed possible then.

In the recorded history of man there have been many years of great moment, but few, surely, of such significance as 1945. Has there been any other year in which was manifest such widespread relief and determination for a better future? Has there been any other year in which occurred events of such vivid horror, such appalling evidence of man's capacity to produce his own catastrophe? Could any other year claim all the elements of a present hell and all the ingredients for a future heaven? In 1945 man attained a kind of maturity. Not since he first fashioned rough stone tools had man possessed the knowledge and the ability to answer virtually all his needs. Not since he first associated with others in local tribes had mankind conceived the institutional framework to conduct his affairs effectively and peacefully. Not since man first struck down his brother in rage had he been able to destroy not just his neighbour and his enemy but the whole human race. For centuries these human capacities had been the subject of dreams or nightmares by scientists and inventors, by poets and philosophers, by warriors and madmen; but none was within the grasp of man prior to 1945. Then, in a few blinding weeks of inspiration, revelation and terror, man held them in his hands.

This week we have an opportunity to reflect on our use or our misuse of that knowledge and ability in the years since the Charter was signed. In doing so, we shall be well advised to avoid putting too much blame either on the United Nations as an organization or on its Charter. The Charter is a remarkable political attainment. The Charter introduced into the world a minimum standard of conduct, a floor through which no state was to descend. The Charter was never intended as a ceiling on the good citizenship of nations. The failure of the United Nations so far to fulfill the promise of 1945 is no excuse for states not to live up to the spirit as well as the letter of the Charter. For it is member states which retain the primary responsibility for action or inaction by this organization. That responsibility is not diminished simply because the United Nations is not yet as effective as the San Francisco Conference hoped it would be.

All member nations share some of the blame for this organization's weaknesses, just as we can all take part of the credit for its strengths.

A few moments ago I spoke about the coincidence in 1945 of political achievement and scientific advance. Surely the great paradox of that time was that the founding nations failed to realize that the nuclear age had begun. This seems all the more incomprehensible today when we realize that the Charter and the bomb were being put together at the same time.

Problem of Science

Science in the past quarter-century has so far outstripped politics that all our political institutions, above all the United Nations, have seemed less and less

relevant. How else can we now look upon disarmament discussions in the 1950s — for example, when bigger and bigger bombs were bursting in the atmosphere and threatening us with radiation hazard? While we struggled with age-old earthly ills (hunger, disease, illiteracy), science shot *Sputnik* into orbit in 1957 and a dozen years later sent men to the moon and back. How could we hope to deal effectively with the gap between rich and poor nations when science was clearly running away from us all?

If governments exhibit in the next 25 years the same indifference they have shown in the past, science will either destroy man or enslave him. It is sheer fantasy that science, inevitably, is in man's service. Today man's ability to continue to control his own destiny is far less certain than it appeared in 1945.

Without suggesting for a moment that we should seek to stifle the scientific mind, I believe we must find ways of putting science and technology to work for the good of man for the improvement, not the impairment, of the human condition.

We do this within our national boundaries by re-examining existing arrangements or by devising new means, whichever way provides the most effective results. We must with the same foresight and vigour do so in the international sphere to check the bad effects of the relentless pursuit of science, to direct its powerful force for good into co-operative action for the benefit of us all.

The United Nations is not unaware of this need. It has begun to act in fields such as communications, transportation, outer space, the environment and the peaceful uses of the seabed.

A third big factor that feeds dissatisfaction is that the United Nations has often appeared to be rudely bypassed, or shamelessly to stand aside, while major world events were unfolding, while grave crises were erupting, particularly in the field of peace and security. Berlin, Vietnam, Czechoslovakia leap to the mind, but they are only the most obvious examples. Other critics have found it incredible that this organization can claim any standing in today's world when it has excluded for decades representatives of nations forming very substantial segments of the world's population.

New Aims and Values

Finally, I suggest that some of the aims, interests and values which in 1945 had very great appeal and support in this organization are no longer the ones that dominate here, nor those that motivate nations and individuals now.

The preoccupations of the United Nations, once those of a membership predominantly white and of European origin, have shifted radically and rapidly with the organization's changing racial and regional composition. Yesterday we celebrated the tenth anniversary of the United Nations Declaration on the Granting of Independence to Colonial Countries and Peoples. This year marks the beginning of the Second Development Decade. Our attention has been shifting too, perhaps not quickly enough, to meet new demands and expectations

in a rapidly-evolving world situation. All these changes are bound to be unsettling and to produce a kind of dissatisfaction.

We have to adjust to them, as an organization, as individual member states, as nations. We may not have developed fully the reflexes of mind and mechanism needed for quick change; we are learning, I have no doubt, but whether fast enough one cannot be so sure. I ask you — how much time do we have?

I have sought to launch our discussion on a course that is positive and constructive, away from the temptations of self-congratulation, mutual recrimination and, above all, of apathetic indifference.

If we who are members of this United Nations have the will to do so, we can accomplish anything we want: our Charter aims, the conservation of that fragile balance of nature on which we all depend for survival, the aspirations of people everywhere for a quality of life that is fit for human beings, not for cold computerized robots, nor the lifeless masses of Orwell's 1984, but for warm and vital human beings — the people for whom the Charter speaks.

Wherever we come from, whatever our constitutional forms, whatever credentials we hold, we are all here representing people. It is they who are the ultimate beneficiaries of what the United Nations does, and the victims of what it leaves undone.

Our peoples now all know this, all around the globe. They can, *via* satellite and the other marvels of instant communication, watch us now, all the time. They will know if we fail them, why and how.

For people everywhere know today what they expect of us, even if they cannot always articulate their views or formulate their ideas. They want to have done with wars and weapons, to have done with social discriminations and economic disparities, to reduce hate and hypocrisy, pomp and pretence in human relations.

Will to Succeed

Acting in concert, we can, I believe, accomplish whatever we set out to do, provided our will to succeed is sustained and strong. We can find ways to reduce the tensions which threaten to erupt into world conflagration. We can find some equilibrium so that expanding populations will get an equitable share of the world's resources. We can reduce armaments in a manner which does not threaten the security of any country. We can deal with disparities that set the poor nations at odds with the rich. We can remove or reduce the ugly threats to our human environment.

These problems spill over national and regional frontiers, with no hope of effective unilateral control. But even if concerted action should evade our grasp for the moment, for reasons which are not entirely within our control, we cannot and should not seek to evade our responsibility either as individual members or groups of members. Our Charter obligations remain intact and

nothing prevents us from discharging them unilaterally.

Individual nations can refrain from using force and violence in international relations. They are not compelled to devote ability and resources to produce nuclear weapons and others equally capable of mass destruction. It is possible for them to allocate increasing amounts of resources to economic development and social progress, to environmental-control measures, to improving the quality of life. Individually we can act within national boundaries to ensure that the dignity of man is preserved.

If every nation represented here today does its utmost to put and keep its own house in order and to bring about friendly relations with other states, part of the great task of the United Nations will have been accomplished. If, as member nations, we come here in the knowledge that everything we can do within our own jurisdictions has been done (and I do not suggest that any nation here today can make that claim), we shall find fewer problems to face, and those that remain less difficult.

I speak today for Canada, and I pledge Canada to full support of the United Nations in the years to come. We cannot, together or separately, solve all of mankind's problems at once. Dissatisfaction and unease will remain part of the common human experience. If we have the will, the courage and the patience, we can make greater progress in the next quarter-century than in the last, so that the youth of our time, and of times to come, may receive from us a United Nations equal to its tasks, and a world in which they, in their time, can build upon the foundation we have laid.

The Foreign Minister of Turkey Visits Canada

THE first official visit to Canada by any member of the Government of Turkey took place when His Excellency Ihsan Sabri Caglayangil, the Turkish Foreign Minister, visited this country from September 27 to 30, 1970, at the invitation of the Secretary of State for External Affairs, the Honourable Mitchell Sharp.

Program

Mr. Caglayangil, accompanied by four senior officials of the Turkish Ministry of Foreign Affairs, arrived in Ottawa on the evening of September 26 on a special flight arranged by the Department of Transport from New York, where he had been attending the opening session of the United Nations General Assembly. In the absence of Mr. Sharp, who was still in New York, Mr. Caglayangil was



Mr. I. S. Caglayangil, Foreign Minister of Turkey (left), chats with Canada's Secretary of State for External Affairs, Mr. Mitchell Sharp, after their first formal conversation in Ottawa.

welcomed at Uplands Airport on behalf of the Canadian Government by the Honourable Herb Gray, Minister of National Revenue. Mr. Caglayangil went directly to the Seignior Club at Montebello, Quebec, where he spent the weekend in private.

The Foreign Minister and his party returned to Ottawa on the morning of September 28 for the start of the official part of the visit. During his stay, Mr. Caglayangil had talks with the Secretary of State for External Affairs on two occasions and made calls on the Minister of National Defence, the Honourable Donald S. MacDonald, the Acting Minister of Industry, Trade and Commerce, the Honourable Otto Lang, and the Government Leader in the Senate, the Honourable Paul Martin. He also called on the Speaker of the House of Commons, the Honourable Lucien Lamoureux, who welcome him on behalf of Parliament.

On the morning of September 30, Mr. Caglayangil was received by Governor-General and Mrs. Michener at Government House, after which he and his party left for Montreal, where they were entertained at lunch by the Chairman and President of the Northern Electric Company of Canada, with senior officers of the company. In the afternoon, Mr. Caglayangil visited the Islamic Institute at McGill University, where he was introduced to the comprehensive program of Turkish studies available at the university.

Mr. Caglayangil was born in Istanbul in 1908. After graduation from Istanbul University in 1931 in the Faculty of Law, he entered the government service. He subsequently became governor of five provinces of Turkey in succession. Mr. Caglayangil was elected Senator in 1961, became Minister of Labour in February 1965, and was appointed to his present portfolio in October 1965. He is a senior member of the Justice Party, which has been in power since 1965.

Modern Turkey

During his conversations in Ottawa, Mr. Caglayangil described the background of the development of modern Turkey as a democracy. He pointed out that it had been the policy of the Republic, since its foundation by Ataturk 47 years ago, to live in peace and good relations with its neighbours, including the U.S.S.R. and the countries of the Arab world. Turkey sought to contribute to international peace and security through its membership in the North Atlantic Treaty Organization.

He pointed out that his Government's policy was fully directed towards economic development, and that this could only take place under peaceful conditions. He described the measures adopted recently by the Turkish Government in the domestic economic field, including devaluation of the Turkish *lira* and new taxation measures designed to stabilize the economy. As far as development was concerned, he said, Turkey was at the point of economic take-off, and therefore offered promising prospects for investment.

Relations with Canada

Mr. Caglayangil mentioned that, despite the distance that separated them, Turkey and Canada had much in common, sharing an identity of outlook on a number of matters and membership in the same alliance. He and Mr. Sharp agreed that there were no problems in bilateral relations between their countries. The two ministers noted the growing Turkey-Canada trade, in particular the spectacular increase in Canadian exports to Turkey, which had risen from \$5 million in 1967 to \$18.9 million in 1969 and were expected to reach about \$25 million in 1970. Both ministers were aware of the imbalance in this trade in Canada's favour, since Turkish exports to Canada had amounted to only \$3.6 million in 1969, and agreed that this matter deserved further examination.

Mr. Sharp expressed his admiration for the courageous measures recently adopted by the Turkish Government in devaluing its currency and in taking other action designed to stabilize the economy and promote economic development. He noted that Turkey's balance-of-payments situation was made more difficult by the necessity to import a substantial amount of wheat owing to the drought which had occurred during the past growing season. With this in mind, Mr. Sharp said that the Canadian Government was prepared to offer up to \$7 million in food aid to assist Turkey in its present situation. Mr. Caglayangil thanked Mr. Sharp for this offer, which he accepted on behalf of his Government.

International Questions

Mr. Sharp and Mr. Caglayangil discussed a wide range of international matters. Of these, the Middle East situation was prominent in their minds, the more so because the death of President Nasser occurred during Mr. Caglayangil's visit to Ottawa. Both he and Mr. Sharp agreed that this unhappy event was likely to make a peaceful settlement in the Middle East more difficult to achieve.

The two ministers also found themselves very largely in agreement on other matters, such as NATO and Western security, disarmament and *détente*. Mr. Caglayangil expressed his Government's appreciation for Canada's role in providing troops for the United Nations Peacekeeping Force in Cyprus. Mr. Sharp confirmed that Canada would continue to furnish troops, at least in the immediate future, but expressed concern at the lack of progress towards a solution of the domestic problems in Cyprus. He reaffirmed, at the same time, Canada's policy of neutrality and non-interference in Cypriot affairs.

At the conclusion of Mr. Caglayangil's visit, the two ministers agreed that it had marked an important step in the development of Turkish-Canadian relations. Mr. Sharp accepted Mr. Caglayangil's invitation to pay an official visit to Turkey, and indicated that he hoped to take up the invitation before long.

Canada's Nuclear Energy Program

The International Atomic Energy Agency (IAEA) held its fourteenth General Conference in Vienna from September 22 to 24, 1970. The Canadian Delegation consisted of Mr. Norman Berlis, Permanent Representative of Canada to the IAEA and Ambassador to Austria, as delegate, and Mr. J. L. Gray, President of Atomic Energy of Canada Limited, as alternate delegate. Advisers to the delegation were: Dr. D. G. Hurst, President of the Atomic Energy Control Board; Mr. W. F. S. Beattie, Alternate Representative of Canada to the IAEA; Mr. W. D. Carrothers, AECL; and Mr. S. W. Hubble of the Department of External Affairs, secretary to the delegation.

The following passages are excerpts from the Canadian statement at the Conference, made by Mr. Berlis:

Despite limited demands for uranium at the moment, Canadian producers continue to reflect faith in the future of the uranium industry. They are proceeding with programs which will ready their operations for expansion when markets warrant. Canadian capacity could be doubled by the mid-1970s. Projected world uranium requirements reach an estimated 72,000 tons of U_3O_8 a year by 1980. This will require a threefold increase in present production, much of which will come from yet-undiscovered deposits. Canada, with only 20 per cent of its currently known, low-cost, reasonably-assured reserves committed, and significant additional potential, is in a good position to share in this growing world market.

Of particular significance to Canada's uranium production capability was the completion in 1970 of Eldorado's uranium hexafluoride (UF_6) plant at its uranium refinery in Port Hope, Ontario. This plant enables Canada to offer a full range of refined uranium products.

As regards Canadian-designed nuclear-power stations abroad, the installation of the equipment for the first unit at Rajasthan in India is virtually complete. The training of Indian staff in Canada has been completed. This important part of the project has been carried out over the past six years under the auspices of the Canadian International Development Agency and has involved more than 110 Indians in power-plant design and operation and another 150 in other areas.

In Pakistan, the 137 megawatt KANUPP project is scheduled to go critical within the next few months. It has been designed and built for the Pakistan Atomic Energy Commission by the Canadian General Electric Company. Many Pakistan personnel have received training in Canada.

Twelve months ago an agreement was entered into by Atomic Energy of Canada Limited to supply a nuclear-research reactor to the Atomic Energy

Council of Taiwan. It is an up-to-date version of the NRX reactor at Chalk River and of the CIRUS reactor in India. An agreement between the IAEA and the Taiwan Government covering safeguards was reached at the end of last year. Construction progress is under way as scheduled.

Implementing NPT Safeguards

Turning to the Treaty on the Non-Proliferation of Nuclear Weapons, my Government, with many others, believes that the entry into force of NPT signals a major development in the quest for arms control. It is my Government's hope that NPT will become a catalyst for agreement among nuclear-weapons states to cease producing nuclear arms. Since the Treaty is now in force, it is incumbent on the nuclear-weapons states to seek agreement as quickly as possible in limiting the nuclear-arms race in order to create the necessary atmosphere for nuclear disarmament. NPT could represent the middle stage in the long and hard road to nuclear-arms control, which we all hope will culminate in general and complete disarmament. In order to make non-proliferation of nuclear weapons a universal reality, we urge those few remaining states which have yet to sign the Treaty to reconsider their reasons for not doing so and to join the close to 90 nations that have signed the Treaty.

My Government is pleased that the Safeguards Committee has been able to agree on the principles and the structure of the NPT safeguards agreement. The completion of Part I of the Committee's report to the Board of Governors allows the Agency to commence negotiations in accordance with Article III.1 of NPT. Canada has already initiated negotiations with the Director-General to meet the requirements of Article III.1 of NPT. We are confident that the Safeguards Committee, given the precedent of the successful meetings on Part I, will be able to agree without delay on the relevant provisions necessary to implement the principles enunciated in Part I.

Financing Safeguards

I should like to make a few comments on financial implications for the IAEA in implementing NPT safeguards. As I emphasized earlier, Canada attaches high importance to the coming into force of NPT and to the responsibilities this places upon the Agency. Canada sees the costs of NPT as a modest investment, with the possibility of high return to the benefit of international security. The IAEA must have sufficient funds to fulfil its role envisaged under NPT. Canada is prepared to support budgetary measures which will enable the Agency to carry out fully its important and increased safeguards responsibility. We hold the view that, since effective safeguards applied in non-nuclear-weapons states provide all members with an additional measure of security, it is appropriate that such safeguards be financed by all member states under the regular budget. Any measure that would have safeguarding costs met by non-nuclear-weapons states that accepted safeguards would be inequitable and place an additional

financial burden on any developing country launching a peaceful nuclear program under safeguards. Having for many years been a minor activity, safeguarding must be expected to have a proportionately larger share of the Agency's resources, but Canada strongly shares the view that increased safeguarding must not be at the expense of the Agency's other important activities. We look forward to the satisfactory resolution of these issues when the Safeguards Committee resumes its discussions.

Technical Assistance

I should also like to comment briefly on the Agency's provision of technical assistance in relation to the budget. Canada recognizes that the provision of technical assistance is an important aspect of the work of the Agency and we are satisfied with the competence with which the Agency has carried out its technical assistance program largely on behalf of the UNDP. In recognition of this, in addition to supporting the UNDP, we have regularly contributed to the Agency voluntary fund in accordance with our assessed target amount. While we should prefer to see funds for technical assistance channelled through the UNDP, we fully understand the problems which the Agency is now facing in meeting the urgent requests of an increased membership. Canada has, therefore, decided to support the proposed increase in the target of the voluntary fund from \$2 million to \$2.5 million. Canada will, therefore, increase its contribution accordingly, and I should urge other members to support the new target.

The Canadian Government has established programs that provide either direct financing for the purchaser of capital goods or, in instances where funds to finance projects of this nature are forthcoming from the private sector, provide government guarantees to private banks. This policy, while not necessarily directed towards the special needs of developing countries, has important implications for them if they are considering undertaking nuclear-power development projects. The Canadian Export Development Corporation (EDC) may provide loans or guarantees in respect of the financing of Canadian exports, including, in appropriate circumstances, nuclear-power plants.

Concerning the fourth International Conference on the Peaceful Uses of Atomic Energy, my Government recognizes the increasingly important role which the peaceful applications of nuclear energy will play in our lives. The benefits to mankind, though potentially enormous, are largely unrealized as yet. In order that all peoples may share in the benefits of the peaceful uses of nuclear energy, Canada has supported activities which contribute to the widespread dissemination of information in this field. We are particularly pleased that the fourth Conference, to which the Agency is providing invaluable assistance, will emphasize subjects of interest to public officials, economists and planners as well as to scientists. The Canadian Government has established a co-ordinating committee to organize Canadian participation in the fourth Conference as well as in the scientific exhibition to be held in conjunction with the Conference.

Strategy for Second UN Development Decade

The international community, through the United Nations family of organizations, is just concluding the preparation of "An International Development Strategy for the Second United Nations Development Decade". The work on the Strategy commenced more than two years ago, and I know that the IAEA has made a valuable and constructive contribution to it.

Canada participated actively in the work of the General Assembly's Preparatory Committee, which was given the responsibility of bringing together in the Strategy all the proposals made by member governments directly and through the various organizations in the UN system. In this connection, we strongly supported the inclusion of the important section on science and technology, which is of particular interest to the IAEA. Although there is no specific reference to individual programs of any of the Specialized Agencies, this section will provide the IAEA, as we interpret it, with the broad authority we need to carry forward more actively than ever before the important work in which the Agency is already engaged. We are thinking, for example, of the use of isotopes in industry, agriculture and medicine, the role of nuclear energy as a source of power, and the possible uses of nuclear power in desalination. We also have in mind the need to expand the availability of technical assistance in those fields in which the Agency is able to provide help to developing countries.

Although the final text of the Strategy, as I have mentioned, must still be considered by the General Assembly, we are confident it will be completed successfully, and that it will provide member governments and all Agencies in the UN system with sound, positive guidance for the development of assistance programs in the 1970s. It is apparent to all of us that, vital as are the Agency's enhanced safeguarding responsibilities, the Agency must, at the same time, continue its established role in promotional and technical assistance activities.

Commonwealth Finance Ministers Meet in Cyprus

The following report on the Commonwealth finance ministers' meeting held in Cyprus in September, at which Canada was represented by the Honourable Herb Gray, Minister without Portfolio, adheres closely to the wording of the communiqué issued at the end of the meeting :

A meeting of Commonwealth finance ministers was held at Nicosia, Cyprus, on September 17 and 18, 1970. It was opened by His Beatitude, the President of the Republic of Cyprus, Archbishop Makarios. The Minister of Finance of Cyprus, the Honourable A. C. Patsalides, was elected chairman. Barbados was represented by its Prime Minister and Minister of Finance; Botswana and Gambia by their Vice-Presidents and Ministers of Finance; Australia by its Treasurer; Britain by the Chancellor of the Exchequer; Ceylon, Ghana, Fiji, India, Kenya, Lesotho, Malawi, Mauritius, New Zealand, Singapore, Swaziland, Tanzania, Tonga, Uganda, Western Samoa and Zambia by their ministers of finance. Malaysia was represented by its Minister of Justice and Parliamentary Affairs, and Trinidad and Tobago by its Minister of External Affairs. Sierra Leone was represented by its Financial Secretary, Pakistan by the Secretary to the Cabinet, Guyana and Nigeria by their permanent secretaries of finance, and Jamaica by the Governor of the Bank of Jamaica.

A special welcome was extended to three new participants. Tonga and Western Samoa attended the meeting for the first time as members of the Commonwealth, and Fiji in anticipation of membership on the attainment of independence early in October. Representatives of the British dependencies of the Bahamas and Hong Kong and of the protected state of Brunei also participated in the deliberations.

World Economic and Monetary Situation

The ministers reviewed recent trends in the world economic and monetary situation. They noted that, although the 5 percent growth-rate for the First Development Decade had been achieved and that in 1969 there was an increase in the growth-rate in developing countries compared to the previous year, the gap in the levels of *per capita* income between the developed and developing countries had nevertheless continued to widen.

It was recognized that among a number of industrial countries inflation had become greater and more widespread and was affecting the economies of the developing countries in a number of ways through foreign trade and assistance. The problem of restoring reasonable price and cost stability without seriously prejudicing other goals of economic policy was currently occupying a great deal of the attention of the authorities in industrialized countries.

There was discussion of the various measures being taken by developed countries to combat inflation. It was recognized that such measures were having an adverse effect on the export prospects of developing countries. It was hoped that, in taking remedial measures, developed countries would pay attention to their impact on the economies of developing countries. In this context, the ministers expressed interest in the experience of some developed countries in approaching the problem of inflation through incomes and prices policies.

Trade

The ministers recognized that, while the prices of manufactured exports from developed countries had increased considerably during the past decade, there had in general been no corresponding increases in the prices of the exports of developing countries. A number of primary commodities were facing static demand and had suffered price reductions in 1969. The ministers noted that the general effect was that the export earnings of the developing countries had grown more slowly than those of the developed countries and that the share of developing countries in world trade had declined further.

They agreed that a better trading relation between the developed and developing countries was essential to the expansion of the economies of the latter. The desirability was stressed of early international action to improve the position of primary producers by the adoption of appropriate corrective measures. A proposal that the creation of additional international buffer stocks and supplementary financing facilities be examined again as a way of dealing with some of the problems developing countries had encountered met with wide support.

The ministers emphasized the importance of providing adequate access to export markets for the goods of developing countries, including manufactured products, without restrictive policies and practices in the markets of the developed countries.

Sterling-Area Balance of Payments

The ministers reviewed the balance-of-payments position of the sterling area in the light of a statement by the Chancellor of the Exchequer and noted that the deficit on sterling-area current-account transactions was estimated to have declined from nearly £1,300 million in 1968 to less than £150 million in 1969, which was the smallest deficit since 1959 — an improvement contributed to in about equal measure by Britain and other sterling-area countries. This reassuring picture was welcomed by delegates.

Britain and the EEC

The Chancellor of the Exchequer reported on developments since the last meeting regarding Britain's application to join the European Communities. He confirmed the fact that the general negotiating position taken up by the new British Government was the same as that laid down by the previous Government in

1967 in a statement by the then Foreign Secretary. With the opening of negotiations in June of this year, arrangements had been made for regular consultations with Commonwealth governments through their representatives in Brussels and London. The Chancellor stated that Commonwealth governments would be kept fully informed of developments. Similarly, the arrangements made were designed to ensure that the British Government was kept fully informed of the views of Commonwealth governments and of the special interests of individuals members. The Chancellor's assurances on these points were welcomed by other ministers. The hope was expressed that Britain would press, in the course of the negotiations, for measures to protect the vital interests of all Commonwealth member countries.

Foreign Private Investment

The ministers discussed the role of foreign private investment in development strategy in the next Development Decade. They concentrated on such questions as the desirability of host and investing countries that had not already done so establishing clear codes of conduct and other arrangements for foreign investors. The meeting asked the Secretary-General to undertake the necessary studies and to make specific proposals to Commonwealth governments to deal with the following areas:

(a) *Pre-investment surveys* — There was substantial support for the proposal that it would be desirable that independent pre-investment surveys be available to the governments of developing members of the Commonwealth from the Secretariat. It was felt that this might be undertaken within the Commonwealth program for technical co-operation, which was currently under review.

(b) *Taxation policies for development* — There was discussion about appropriate taxation policies for development, and the efficacy and desirability of tax incentives, in relation to foreign private investment. The meeting agreed on the desirability of the Commonwealth Secretariat's continuing to carry out the work it had been doing on these matters. It was recognized that, in order to undertake further work on such complex questions, the Secretariat would need additional resources.

(c) *Commonwealth investment information centre* — Several ministers suggested that it would be desirable to establish a Commonwealth investment information centre.

External Debt-Servicing

The ministers discussed the problem of debt-servicing and its effect on economic development. They noted that for a number of countries the problem had already become serious and that the outlook for some others was not good.

The ministers recognized that there were a number of causes of debt problems, including hard terms of resource transfers, unsound investment programs, and a deterioration of terms of trade with the developing countries.

They also noted that in many cases debt problems and debt crises were impeding the development efforts of developing countries.

Particular stress was placed on the need for a greater transfer of resources to developing countries on concessional terms, as recommended in a number of international reports. The ministers considered that in some cases greater care would have to be exercised in the assessment of the viability of programs and projects, having regard to the projected debt-servicing capacity of the individual developing country. The ministers also stressed the importance of implementing a variety of measures to improve the foreign-exchange earnings of developing countries, including those aimed at achieving equitable international prices for the products of developing countries.

In general, it was recognized that, while developing countries bore the major responsibility for their debt-management, solutions to their debt problems depended to a high degree on co-operation between borrowers and lenders. In this connection, particular stress was laid on the importance of undertaking appropriate measures to help avoid debt crises and dealing with them constructively when they arose, with minimum disruption of development.

Special Drawing Rights and Development Finance

The ministers discussed the possibility of linking special drawing rights (SDRS) to development finance. They were encouraged by the first six months' experience of the working of SDRS, which indicated satisfactory progress toward the establishment of the special drawing rights system as a reserve asset on an equal basis with other assets. They agreed, however, that the SDRS would need to be firmly established before there could be any link with development finance. The ministers also agreed that the next occasion when the international community ought seriously to consider the link would be in 1972, when consideration was to be given within the International Monetary Fund (IMF) to the next round of SDR allocations. They agreed that IMF members ought to be adequately prepared for this consideration and that, to this end, the Executive Board of the Fund should be requested to undertake a study of the question in good time, so that the results would be available well before decisions must be taken in 1972.

Development Role of World Bank Group

The ministers considered at some length the role of the World Bank Group in relation to development on the basis of a paper submitted by the British Government.

The discussion covered various institutions and aspects of their operations, such as the resources of the International Bank for Reconstruction and Development (IBRD), the International Development Association (IDA) and the International Finance Corporation (IFC), the criteria and forms of lending and interest rates, the expanding role of the Bank Group in various fields, including:

technical assistance and research, and the relation of the various organizations to other aid-givers and to borrowers.

Particular emphasis was laid on the hardships caused by the increasing costs of borrowing from the World Bank and on the importance of having an appropriate blend of Bank and IDA lending, so as to alleviate the hardships arising from high interest rates. The ministers stressed the need for continued, and indeed increased, non-project assistance by the World Bank and IDA in appropriate circumstances. It was agreed there was a need for a review of the policies for lending by the Bank and the IDA and for a larger proportion of program assistance and greater co-ordination among the UN institutions (including the Specialized Agencies and Bank Group) in their operations and consultations with borrowing countries. The ministers expressed the hope that these matters would receive adequate consideration in the course of the forthcoming Bank Fund meetings.

Intra-Commonwealth Flow of Aid

The ministers considered a report on the intra-Commonwealth flow of aid and noted that the net flow of intra-Commonwealth official assistance in 1969 was much the same as in 1968. They also noted that net official bilateral aid to developing countries from all sources declined in the same period by some 4 per cent. They noted that over the past two decades great strides had been made by developing Commonwealth countries in building up the necessary infrastructure for sustained development. It was agreed that developing countries could usefully employ a substantially larger flow of assistance. They discussed the problems posed by the "tying" of aid and expressed the hope that governments and international organizations making loans would make early progress in arriving at an agreement for "untying" such assistance.

They were glad that the program of technical co-operation was meeting a number of requests for assistance from member countries, and expressed the hope that this program could be further expanded.

The ministers accepted an invitation to hold next year's meeting in the Bahamas. They expressed appreciation for the hospitality of the Government and people of Cyprus and the excellent arrangements provided for the meeting.

The Development of Natural Resources

INTERNATIONAL LAW AND POLICY

The following paper was given by a member of the Legal Division of the Department of External Affairs at the annual meeting of the Canadian Bar Association in Halifax, Nova Scotia, on September 2, 1970 :

It would appear to be common ground among Canadians today that there are few subjects of more importance than the development and control of Canada's natural resources. In this respect Canada finds itself in the company of perhaps the majority of states in the international community, in that it lacks sufficient financial means and technological, organizational and administrative talents to exploit its own resources. In short, it must look abroad in varying degrees for capital, technical know-how and entrepreneurial services. However Canada's position is nearly unique in that, despite this reliance on foreign investment, it has one of the highest standards of living in the world, one of the highest levels of education, and is undoubtedly an "industrialized" society, increasingly based on secondary and tertiary economic activities, which is itself investing abroad. From this vantage-point of being at the same time developing and developed, Canada should be able to view international legal and political developments in the field of natural resources more objectively and rationally than other states which are likely to have clearly identifiable self-interests as either capital importers or capital exporters.

UN Discussion

At the United Nations, the world community has pursued its interest in natural resource development under the heading of "Permanent Sovereignty over Natural Resources". The concept of the exercise by a state of sovereignty over its own resources was first raised during debates on human rights at the United Nations in 1952. At that time, the world organization was concerned with the formulation of the principle of self-determination in connection with the Human Rights Covenants then under elaboration. Permanent sovereignty over natural wealth emerged as an attribute of the principle of economic self-determination. It will be readily appreciated that, once this concept became associated with the general question of self-determination, involvement in colonial issues was inevitable; and the UN debate eventually became polarized between the developed, capital-exporting nations and the developing, capital-importing states, with the East European states supporting the latter. For this reason, the international legal aspects of the subject have never been fully divorced from the international political implications; hence it is necessary to take both into account when con-

considering control and ownership of natural resources from other than a strictly national point of view.

Permanent Sovereignty Defined

United Nations interest in permanent sovereignty over natural resources first took shape at the sixth session in 1952, when the General Assembly adopted a resolution ⁽¹⁾ concerning economic development in general, and commercial agreements in particular. This resolution contained the following preambular clause:

Considering that the under-developed countries have the right to determine freely the use of their natural resources and that they must utilize such resources in order to be in a better position to further the realization of their plans of economic development....

And this clause was in the operative portion:

That members of the United Nations, within the framework of their general economic policy, should.... consider the possibility of facilitating, through commercial agreements.... the development of natural resources.... provided that such commercial agreements shall not contain economic or political conditions violating the sovereign rights of the under-developed countries, including the right to determine their own plans for economic development.

In December of the same year, the seventh General Assembly adopted a resolution entitled "Right to Exploit Freely Natural Wealth and Resources" (626 VII), which affirmed the right of member states "freely to use and exploit their natural wealth and resources wherever deemed desirable to them for their own progress and economic development".

The ninth session of the General Assembly in 1954 defined the concept of permanent sovereignty more clearly in a resolution ⁽²⁾ requesting the Human Rights Commission to complete its recommendations on international respect for the rights of peoples and nations to self-determination, including recommendations regarding their permanent sovereignty over their natural wealth and resources, having due regard to the rights and duties of states under international law and to the importance of encouraging international co-operation in the economic development of underdeveloped countries.

At the heart of the debate was this argument — whether a country's permanent sovereignty over its natural resources was to be qualified by the rights and obligations of states under international law. The debate was continued at the 1958 Assembly. At that time, a resolution ⁽³⁾ was adopted establishing a nine-member commission to "conduct a full survey of the status of this basic constituent right to self-determination... (including) the status of the permanent sovereignty of peoples and nations over their natural wealth and resources".

Declaration on Permanent Sovereignty

The Commission met for the first time in May 1959, and its consideration of the basic question, as well as discussions in the Economic and Social Council

(1) No. 523 (VI), of February 12, 1952.

(2) No. 837 (IX), of December 14, 1954.

(3) No. 1314 (XII), of December 12, 1958.

and debates in the General Assembly, eventually led to the adoption, on December 14, 1962, of the Declaration on Permanent Sovereignty over Natural Resources (1803(XVII)), which reads as follows:

"1. The right of peoples and nations to permanent sovereignty over their natural wealth and resources must be exercised in the interest of their national development and of the well-being of the people of the State concerned.

"2. The exploration, development and disposition of such resources, as well as the import of the foreign capital required for these purposes, should be in conformity with the rules and conditions which the peoples and nations freely consider to be necessary or desirable with regard to the authorization, restriction or prohibition of such activities.

"3. In cases where authorization is granted, the capital imported and the earnings on that capital shall be governed by the terms thereof, by the national legislation in force, and by international law. The profits derived must be shared in the proportions freely agreed upon, in each case, between the investors and the recipient State, due care being taken to ensure that there is no impairment, for any reason, of that State's sovereignty over its natural wealth and resources.

"4. Nationalization, expropriation or requisitioning shall be based on grounds or reasons of public utility, security or the national interest, which are recognized as overriding purely individual or private interests, both domestic and foreign. In such cases, the owner shall be paid appropriate compensation, in accordance with the rules in force in the State taking such measures in the exercise of its sovereignty and in accordance with international law. In any case where the question of compensation gives rise to a controversy, the national jurisdiction of the State taking such measures shall be exhausted. However, upon agreement by sovereign States and other parties concerned, settlement of the dispute should be made through arbitration or international adjudication.

"5. The free and beneficial exercise of the sovereignty of peoples and nations over their natural resources must be furthered by the mutual respect of States based on their sovereign equality.

"6. International co-operation for the economic development of developing countries, whether in the form of public or private capital investments, exchange of goods and services, technical assistance, or exchange of scientific information, shall be such as to further their independent national development and shall be based upon respect for their sovereignty over their natural wealth and resources.

"7. Violation of the rights of peoples and nations to sovereignty over their natural wealth and resources is contrary to the spirit and principles of the Charter of the United Nations and hinders the development of international co-operation and the maintenance of peace.

"8. Foreign investment agreements freely entered into by or between sovereign States shall be observed in good faith; States and international organizations shall strictly and conscientiously respect the sovereignty of peoples and nations over

their natural wealth and resources in accordance with the Charter and the principles set forth in the present resolution.”

Interpretations of Declaration

It has been concluded by one authority that in the Declaration the General Assembly “intended to set forth, within the solemn vehicle of a declaration, the basic principles and modalities of the exercise of permanent sovereignty over natural resources, subject to the overriding requirement that both principles and modalities of exercise be in conformity with the rights and duties of States under existing international law and, further, that the principles set forth reflect minimum standards”.⁽⁴⁾ Another has suggested the Declaration is a positive reaffirmation of four principles of international law:

(1) Compensation is to be paid in the event of a lawful taking of rights and property.

(2) Such compensation is to be paid in accordance with international law, i.e. it must meet international standards.

(3) Investment agreements between states and private parties have a binding effect.

(4) Arbitration agreements between states and private parties have a binding effect.⁽⁵⁾

It should be noted here that the resolution is generally considered to have reaffirmed existing law rather than to have created new law. As one authority has put it:

As to the character of the resolution and its binding effect, most members held that the resolution was intended to express existing law; no claim was made that the General Assembly could establish “new law” or indeed had any legislative authority.⁽⁶⁾

With the adoption of the 1962 Declaration, it was clear that the world community, after more than a decade of discussion and debate, had recognized that natural resources were the property of the state in the territory of which they were found, or, as a result of international agreement, were under the jurisdiction of the state upon which rights to them had been bestowed.

International Resources

In addition to resources which are within national territory or national jurisdiction, certain types of resource outside these limits have also been of concern to the international community. These are the living resources of the sea beyond the limits of national jurisdiction, those of the moon and other celestial bodies and, thirdly, those of the seabed beyond the limits of national jurisdiction. The continued diminution of the resources of the sea has, in this century, become of great international concern. The realization that they were not inexhaustible has

(4) K. N. Gess, *ICLQ* Vol. 13, 1964, Page 411.

(5) *Indian Journal of International Law*, Oct. 1968, Page 535.

(6) Gess, *op. cit.*, Page 409.

led to increasing national and international efforts in the fields of research, management and conservation. Canada, for example, is a party to some 12 international conventions for the preservation of fisheries resources. With respect to the moon and other celestial bodies, the 1967 Outer Space Treaty, to which 12 states, including Canada, are parties, stipulates in Article I that:

The exploration and use of outer space, including the moon and other celestial bodies, shall be carried out for the benefit and in the interests of all countries, irrespective of their degree of economic or scientific development, and shall be the province of all mankind.

Article II goes on to state:

Outer space, including the moon and other celestial bodies, is not subject to national appropriation by claim of sovereignty, by means of use or occupation, or by any other means.

With regard to the seabed, General Assembly Resolution 2467 A (XXIII) of December 21, 1968, established the Committee on the Peaceful Uses of the Seabed and the Ocean-Floor Beyond the Limits of National Jurisdiction and instructed it, *inter alia*, to:

Study the elaboration of the legal principles and norms which would promote international co-operation in the exploration and use of the seabed and the ocean-floor, and the subsoil thereof, beyond the limits of national jurisdiction and to ensure the exploitation of their resources for the benefit of mankind, and the economic and other requirements which such a regime should satisfy in order to meet the interests of humanity as a whole.

Through the instrumentality of this Committee (of which Canada and 41 other states are members), the fourth session of which was held in August in Geneva, the UN is endeavouring to elaborate an international regime to govern exploration and exploitation of the seabed beyond the limits of national jurisdiction for the benefit of all mankind.

Nationalization

I turn now to the question of nationalization, which was the subject of Article 4 of the 1962 Permanent Sovereignty Declaration. It is self-evident that, if a state has the power to control and use its natural resources, it can also acquire property within its jurisdiction. Nevertheless, this principle does not stand alone; treaties and other forms of international agreement can operate to qualify the exercise of this power. For example, any state is free to enter into an agreement with foreign or private individuals or corporations covering the importation of capital for the development of its natural resources. These agreements may well contain provisions for settlement of disputes and for the time and method of termination. It follows that, in the event that a state exercises its power to expropriate private property in violation of the terms of this type of agreement, the act of expropriation would be unlawful and the state in question could be held responsible for resulting injury.

While, as a practical matter, it may be difficult, or even impossible, for the injured party to find an effective remedy, the legal position is clear enough. The international status of agreements between private individuals and governments has long been recognized, as evidenced by reports of arbitrations where the

question as to the choice of law to govern interpretation of the agreement has arisen. Furthermore, commercial treaties between states often spell out the rights and obligations of the parties with respect to nationalization, i.e., that the property of nationals, corporations and associations shall not be expropriated without due process of law and without the payment of just and effective compensation with the right to expatriate the funds received for this purpose.

From the legal point of view, one other aspect of the general question of national control over natural resources deserves comment. This is the obligation on a state not to cause harm or damage to another state in the exercise of its power to develop or utilize its resources. The Trail Smelter arbitration ⁽⁷⁾ comes readily to mind in this connection.

The development of natural resources involves substantial economic and political issues that do not lend themselves in any significant degree to strictly legal solutions. What the law can and does provide is a legal framework, however ill-defined in some places, setting out a state's rights and obligations to other members of the world community.

As a final note, I cannot do better than to quote a remark made by Prof. S. J. Langer of the University of Windsor in the course of a talk on a television program last June: ⁽⁸⁾

From the standpoint of international law, Canada is under no obligation apart from limited treaty requirements to share any of its natural wealth with a foreign state. This flows directly from the concept of sovereignty; and while this doctrine and the nationalism which accompanies it have unfortunate implications from the point of view of achieving world public order under the rule of law, yet so long as we continue to live in a world of nation states as we do sovereignty can have some beneficial uses, such as maintaining ownership, control and possession over its own inheritance.

(7) Reports of International Arbitral Awards, Vol. 3, Page 1911.

(8) "Viewpoint", Canadian Broadcasting Corporation, June 2, 1970.

The Franco-Canadian Joint Commission

FOURTH SESSION, OTTAWA, 1970

THE cultural agreement between France and Canada signed in November 1965 provided for a Franco-Canadian Joint Commission to meet alternately in Ottawa and Paris to examine questions concerning the implementation of the agreement and in particular to study a program of activities and to submit it for the approval of the two governments.

The Commission held its fourth session in Ottawa on June 29 and 30, 1970, to study progress in artistic, cultural, university, scientific and technical exchanges between the two countries. The session was presided over by Mr. P.-André Bissonnette, Assistant Under-Secretary of State for External Affairs, who also led the Canadian delegation. The French delegation was led by Mr. Paul Fouchet, Minister Plenipotentiary and Director-General of Cultural, Scientific and Technical Relations of the Ministry of Foreign Affairs of France.

The Commission noted that, on the whole, the cultural, scientific and technical relations between the two countries had developed in a satisfactory manner since the third session, and it decided to strive to strengthen these relations. At the conclusion of its work, the Commission issued the following statement on the results of the session:

"Various measures were arranged in connection with the current development of bilingualism in Canada, particularly increased assistance from France in the matter of language training.

"In the traditional area of artistic exchanges (plastic arts, theatre and music), the two parties put forward a variety of suggestions, among which were a projected Canadian tour of the Jean-Louis Barrault-Madeleine Renaud Troupe, a showing in France of the exhibition 'Borduas and the Automatist', and a tour by the Théâtre du Nouveau Monde.

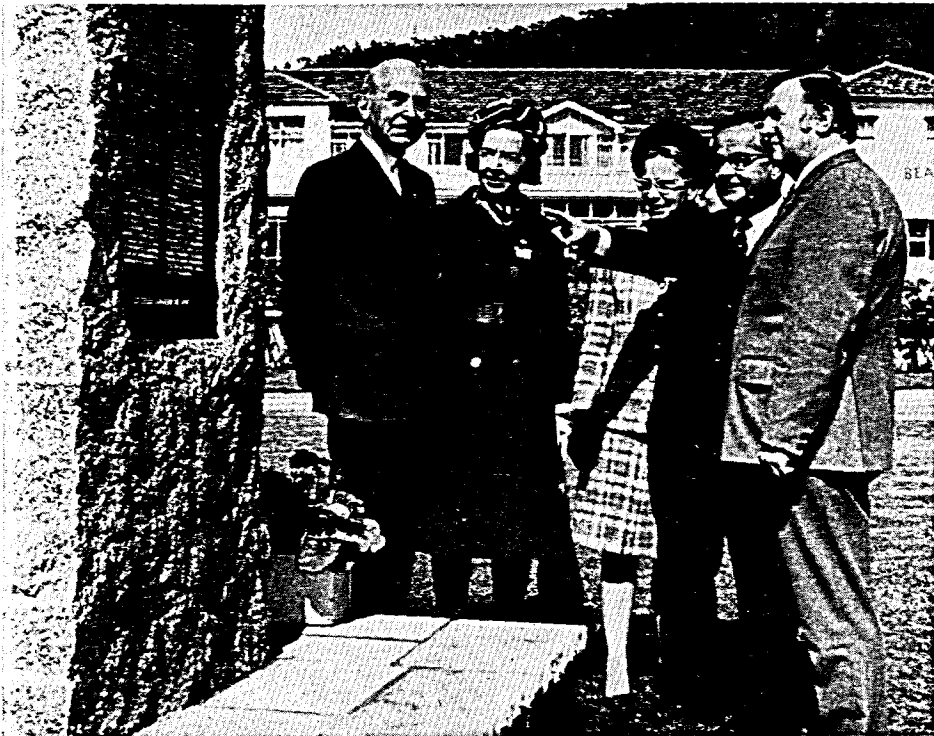
"Flexible procedures have been designed for exchanges of individuals, especially those involving young people, and these should permit fulfilment of the increasing variety of demands in this field. The scholarship program was considered satisfactory and will be maintained.

"Finally, the Joint Commission noted with satisfaction the development of scientific exchanges, and has indicated that, wherever this seems appropriate, efforts will be made to direct them towards genuine cooperation in fields of common interest.

"The talks have led to concrete results and took place in a most friendly atmosphere."

Upper Canada Exiles Commemorated in Tasmania

CANADIAN rebels who brought Canada, and Australia, a step closer to responsible government were remembered on September 30, 1970, in Hobart, Tasmania. On that day, a memorial was unveiled at Sandy Bay Beach Reserve, the place where, 130 years before, 92 English-speaking exiles from Upper Canada were imprisoned in a stockade before they were set to work on the roads. The unveiling was done by a Canadian Parliamentarian, the Honourable Douglas Harkness, who related how his great-great uncle had helped the rebel leader, William Lyon Mackenzie, cross the border into the United States, while other members of his family had hunted down the insurgents. Mr. Harkness said that the rebellions of 1837-38 in Upper and Lower Canada had been "a watershed in the constitutional development of British colonies". Most of the reforms the exiles believed in were incorporated in the constitutions devised by Lord Durham



After the unveiling ceremony at Sandy Bay Beach Reserve, Hobart, a group of participants poses in front of the stone monument bearing a plaque to exiles from Upper Canada (left to right): the Honourable Douglas Harkness; Mrs. Harkness; Mrs. A.R. Menzies; Mr. A.R. Menzies, Canadian High Commissioner in Canberra; and the Honourable Kevin O. Lyons, Deputy Premier of Tasmania.

for Upper and Lower Canada in the 1840s, and were extended to the colonies of Australia when their constitutions as states were written in the 1850s.

The brief ceremony, in an attractive park in a residential area of Hobart, was arranged in co-operation with the Government of Tasmania, which was represented by the Deputy Premier and Chief Secretary, the Honourable K. O. Lyons, and the Hobart City Council, represented by the Acting Lord Mayor, Alderman T. C. Allen. The Canadian High Commissioner to Australia and Mrs. A. R. Menzies came from Canberra for the occasion. Mrs. Harkness and about 80 guests attended.

A group of 58 French-speaking exiles from Lower Canada was honoured earlier this year when Prime Minister Trudeau unveiled a memorial in Cabana Park, in the Sydney suburb of Concord. ⁽¹⁾

These political prisoners were the last ever to be shipped from Canada to British penal colonies overseas, as it was enacted in 1842 that prisoners should be detained only in provincial penitentiaries. The Canadian exiles formed only a small fraction of the 17,000 prisoners sent to Van Diemen's Land. At least three of them — Samuel Washburn, Michael Frears and M. A. Dutcher — married Australians and settled in Tasmania, though it has not been possible to trace their descendants. Some 13 died in exile, but at least 40 returned to North America late in the 1840s.

Mr. Harkness said it was appropriate that this step in the evolution of responsible democratic government in Canada and Australia should be commemorated at a time when members of the Commonwealth Parliamentary Association, representing the elected members of 26 independent Commonwealth countries and territories, were touring Tasmania prior to the Conference in Canberra from October 1 to 9, 1970.

In future, the thousands of Australian and other tourists who visit the Sandy Bay Beach Reserve and see this stone memorial, with its plaque inscribed in both English and French, will echo in their hearts the sentiment of the following verses written by one of the Canadian exiles, Lynus Miller, on the death of a friend among the prisoners, published in the *Colonial Times* of Hobart:

Stranger wouldst thou wish to hear
Why I thus sought that grave,
To mingle a comrade's tear
With ashes of the brave?

'Twas to bid him sweetly rest
Though in a foreign land
And plant a rose upon his breast
Culled by a comrade's hand.

To erect an humble stone
In honor of the brave,
With this inscription thereon,
"This is a Patriot's grave".

(1) See *External Affairs*, August 1970, Page 211.

Espousal and Settlement of Claims ⁽¹⁾

BY the mid-1960s, most Eastern European states had sufficient interest in improving their political, economic and other relations with Canada to enable the Canadian authorities to begin the process of settling long-outstanding claims of Canadian citizens. Thus it became feasible to launch claims programs with Bulgaria, Hungary, Poland, Romania and Czechoslovakia. By their nature, claims programs are lengthy operations. They involve first the soliciting of the claims or prospective claims from the public at large, their processing by lawyers knowledgeable in the standards set by international law and practice for such claims, and correspondence with the claimants seeking further details on such points as evidence of ownership, loss and valuation. Only when this process is complete, or reasonably nearly complete, can the claims be submitted to the other government, which, in turn, must be given a reasonable period to check its records and establish its own views on ownership, loss and valuation.

In due course, usually six months to a year after submission of the claims, negotiations begin between the authorities of the two countries. In the case of Canada, the delegation is usually headed by the Canadian ambassador accredited to the state concerned, the head of the Claims Section of the Legal Division, Department of External Affairs, and the appropriate desk officer. The other delegation is usually headed by a senior official from the ministry of finance or from the equivalent of the Office of the Prime Minister of Canada, and includes experts in the nationalization measures of the state concerned.

Causes of Delay

It usually takes several years to conclude the negotiations. Among the many reasons for this delay is the reluctance of officials on the other side to provide documentary evidence of a type that would be required by Canadian courts. In addition, of course, the Second World War and postwar upheavals have created very real difficulties in the location of old records. Other considerations include the understandable resistance of the debtors to any reduction in their limited foreign-exchange reserves and a reluctance to compensate those who left their former homes while those who stayed behind go uncompensated.

Nevertheless, settlements are being achieved — Bulgaria in 1966, Hungary in 1970 and possibly Poland and Romania within the next 12 months. To take an active example, claims negotiations with Poland were opened in Warsaw in October 1968. The venue changed to Ottawa in June 1969, and then back to Warsaw in April 1970. Between these sessions, information provided at the previous rounds was evaluated, and a gradual narrowing of differences took place.

(1) This article is the fourth of a series appearing monthly in *External Affairs*, dealing with the work of the Legal Division of the Department of External Affairs.

Claim Categories

It is rarely if ever possible to reach complete agreement on the validity and valuation of all the claims in question, and sooner or later the two sides recognize three categories of claim. The first are those that, after an exchange of information, prove to be insupportable; the second, those which appear to be valid; and the third, those on which there is agreement to disagree. This last category -- always the largest -- involves such matters as differences of view over legal and beneficial interests, the effective date of nationalization in relation to the date of acquisition of Canadian citizenship, and the effect of non-compliance with domestic legislation in the state concerned.

There comes a time, however, when the other side has pretty well exhausted its repertoire of arguments and has established in its own mind what it is prepared to pay. At this stage, the negotiations take on a political colouration and the whole spectrum of relations between the two states becomes relevant. It is at this time also that a number of other Canadian Government departments become more closely connected with the negotiations, including, in particular, the Department of Finance and the Department of Industry, Trade and Commerce. In point of fact, the final settlement serves to reflect the state of relations between the two states rather than the legal merits of the claims themselves.

In addition to such lump-sum claims settlements, the Claims Section of the Legal Division concerns itself with particular claims when espousal by the Canadian Government is appropriate under international law.

The World Youth Assembly

NEW YORK, 1970

THE plenary meeting of the World Youth Assembly, held at the headquarters of the United Nations in New York from July 9 to 14, was attended by 638 delegates from 110 countries. The announced purposes of the Assembly, which was an integral part of the twenty-fifth anniversary celebrations of the world organization, were as follows: To draw attention to the principal problems before the United Nations; to provide youth with an opportunity to express its views on peace, progress and international co-operation; and to invite youth to indicate ways in which it wished to support the UN. By reasonable and enlightened action, it was hoped, the Youth Assembly might "show the way" to the older generation.



At the opening session of the World Youth Assembly (left to right): Richard Akwei (Ghana), chairman of the Committee for the Twenty-fifth Anniversary of the United Nations; UN Secretary-General U Thant; and François Pouliot (Canada), chairman of the Planning Committee for the Youth Assembly.

A planning committee had been created in 1969, chaired by a Canadian, François Pouliot. Besides requesting assistance from member states, this committee urged that national youth organizations be given every chance to select national delegates, that these delegates attend the Assembly as representatives of all the young people of their countries, and that they be unencumbered by instructions from their governments or specific youth groups. The normal age-limit was considered to be 25. Canada contributed \$30,000 to the UN Trust Fund for the Assembly, and the two national airlines, Air Canada and Canadian Pacific Airlines, also undertook to transport 20 participants from developing countries free of charge.

Choice of Delegates

The Canadian Committee for the Twenty-fifth Anniversary of the United Nations supervised the selection of the Canadian delegates to the Assembly. The Committee organized five regional selection committees, decided upon the criteria to be used in the choice of the Canadian delegates (that they be Canadian citizens; that they be students, young workers or rural youth; that they be between the ages of 17 and 25; and that they have a genuine interest in national and international affairs), and in June 1970 made the selection. The delegates chosen were Gordon Harrison Cleveland, James Roland Delaurier, Dorothy Jean O'Donnell, Michael Francon and François Gilbert. Alternate delegates were Luba Fedorkiw and Marcel Simard.

When the World Youth Assembly convened on July 9, one of the Canadian delegates, Gordon Cleveland, was elected to the North American seat on the steering committee. On the first day, this committee decided to hold a wide-ranging discussion on how the Assembly should conduct its business during the next ten days. The Assembly then divided into four commissions: (1) World Peace; (2) Development; (3) Education, and (4) Man and Environment. It was in these commissions that the substantive work of the Assembly was accomplished. For more than a week, delegates discussed world issues that fell into these four categories.

Commission Reports

On July 17, the Assembly reconvened in plenary to take up the reports of the four commissions. These reports, however, while perhaps expressing the consensus of each commission, did not enjoy the unanimous approval of delegates in each commission. The debates in Commission One and in plenary were often heated and acrimonious, and some of the commission reports were adopted without regard to proposed amendments (in one case for alleged lack of time). In plenary, they were simply "taken note of", not approved by formal vote, again without additions or amendments.

At the close of proceedings, the World Youth Assembly adopted a message which was to be presented to the twenty-fifth session of the UN General Assembly.

One of the proposals was that a World Youth Assembly be convened every two years, and that it be organized on a "more democratic" basis.

The World Youth Assembly was an event unprecedented in the UN's 25 years, and reactions to it were predictably mixed. In his address at the close, Secretary-General U Thant said:

The opinions you have expressed and the proposals you have made may not always have been in the polished language of diplomats, and many of them may not represent new or fresh ideas. It was rather the vigour and frankness with which you expressed these views that made your deliberations so valuable The debates at the Youth Assembly have made it clear that youth is to be treated not as an isolated element in society but as an integral part of it. As such, the ideological, political and other preoccupations of the world were bound to reflect themselves in the attitude of youth, sometimes in a way even sharper than the opinions expressed by the older generation. This is natural, and should serve to caution those who tend to segregate youth and idealize youth.

CONFERENCES

- UNESCO, sixteenth general conference: Paris, October 12 - November 10
- Commonwealth Scientific Committee: Kingston (Jamaica), November 2-6
- European Space Conference: Bonn, November 4-6
- North Atlantic Assembly, sixteenth annual meeting: The Hague, November 6-11
- Commonwealth Statisticians, seventh conference: New Delhi, November 16-27
- Commonwealth Heads of Government Meeting: Singapore, January 1971
- Commonwealth Legal Conference; New Delhi, January 1971
- Fifth Commonwealth Educational Conference: Canberra, February 1971
- World Consultation on the Use of Wood in Housing: Vancouver, July 5-16, 1971
- International Federation for Information Processing, fifth congress: Ljubljana, Yugoslavia, August 23-28, 1971

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE DEPARTMENT OF EXTERNAL AFFAIRS

- Mr. I. W. McLean posted from Ottawa to the Delegation of Canada to the International Commission for Supervision and Control in Vietnam, effective August 31, 1970.
- Mr. J. A. Dougan, High Commissioner for Canada to Guyana, appointed High Commissioner for Canada to New Zealand, effective August 31, 1970.
- Mr. d'I. Fortier, Canadian Ambassador to Tunisia, appointed concurrently Canadian Ambassador to Libya, effective August 31, 1970.
- Mr. G. F. Bruce posted from Ottawa to the National Defence College, Kingston, effective August 31, 1970.
- Miss J. B. Grant retired from the Public Service, effective August 31, 1970.
- Mr. K. B. Williamson appointed Minister at the Canadian Embassy, Washington, effective August 31, 1970.
- Mr. D. B. Wilson posted from Ottawa to the Canadian Embassy, Rome, effective August 31, 1970.
- Mr. J. L. C. Leclerc posted from Ottawa to the Canadian Consulate, Detroit, effective August 31, 1970.
- Mr. L. D. A. Culbert posted from the Office of the High Commissioner for Canada, London, to Ottawa, effective September 1, 1970.
- Mr. B. J. Cherkaski posted from the Canadian Embassy, Tehran, to the Canadian Embassy, Rio de Janeiro, effective September 1, 1970.
- Mr. R. D. Voyer appointed to the Department of External Affairs as Research Management Officer 1. Posted to the Canadian Embassy, Paris, effective September 1, 1970.

EXTERNAL AFFAIRS

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Canadian Recognition of the People's Republic of China

THE COURSE OF NEGOTIATIONS

FROM that day in April 1949 when the Chinese Red Army entered Nanking until October 13, 1970, when the Honourable Mitchell Sharp rose in his place in the House of Commons to announce the recognition of the People's Republic of China, the state of the relations between Canada and China was rarely viewed with satisfaction in Ottawa. Successive Canadian Governments between 1949 and 1968 had examined the possibility of entering into relations with the Government in Peking, which so clearly was effectively in control.

The involvement of the People's Republic of China and Canada on opposite sides in the Korean War (which began in June 1950) made it impossible for any Canadian Government to consider establishing relations with Peking either during hostilities or in the atmosphere of bitterness that immediately followed it. Nevertheless, successive Canadian spokesmen, usually in the United Nations context, expressed various ideas intended to permit the establishment of contact with the People's Republic of China on terms acceptable not only to the Chinese but to the international community generally. In general these ideas endeavoured to meet the problem posed by the mutually exclusive claims of Peking and Taipei. To the extent that the Government in Peking paid any attention to these efforts on the part of well-disposed countries, the reactions were emphatically negative. Equally, none of these proffered formulae met with any publicly-expressed approval from the Government in Taiwan.

Canada's dissatisfaction with the Chinese relationship was indicated not only in its preoccupation with the question in the United Nations but also, in a different way, in the bilateral context. It is significant that, although Canada's foreign representation grew from 35 diplomatic missions abroad in 1949 to some 70 in 1968, the Government continued to avoid making an ultimate settlement more difficult by opening a Canadian embassy in Taipei. (The Chinese Nationalist Embassy in Ottawa, which was opened in 1942, was, of course, not affected by the move of the seat of its own Government from Chungking to Nanking to Taipei.)

Shift of Emphasis

The Canadian decision to move from opposition to an abstention on the Albanian Resolution (to seat Peking and unseat Taiwan) at the UN General Assembly of 1966 opened the way for a shift of emphasis to a bilateral approach to the problem. This was put into more specific terms by Prime Minister Trudeau in the election campaign of May 1968, when he declared that it would be his

aim to recognize the People's Republic of China as soon as possible and to enable that government to occupy China's seat at the UN.

This was the situation in the summer of 1968 when the newly-elected Trudeau Government instructed the Department of External Affairs to review Canada's China policy with a view to finding a basis for establishing relations with the People's Republic of China. These studies were completed in the autumn of 1968, when the general lines of the Canadian approach to negotiations with the People's Republic of China were determined. A basic premise of this approach was reflected in a statement made in a television broadcast in January 1969, when the Secretary of State for External Affairs said that recognition of Peking would imply the "de-recognition of the Taiwan Government as the Government of all of China". Public and international interest in Canada's intentions had reached a high level when, on February 10, 1969, Mr. Sharp announced in the House of Commons that the Canadian Embassy in Stockholm had been instructed to propose to the Chinese Embassy there the opening of talks on recognition and the exchange of ambassadors. Two days later, the Minister, in reply to a question, said:

I doubt very much that the Canadian Government would recognize or challenge the sovereignty of Peking over Formosa.

This was the first formulation of the position on Taiwan which the Government adhered to throughout the negotiations and which, slightly modified, appears in the Minister's clarifying statement of October 13 announcing the terms of the agreement.

Basic Canadian Position

Also, on February 12, 1969, in reply to a question that Compared Mr. Sharp's statement with a previous statement by Mr. Trudeau, the Minister said:

The Government's policy with respect to the recognition of China has been expressed by the Prime Minister and myself in recent days. That is our policy and if it varies in any respect from what has been said previously, it varies.

In this way, Mr. Sharp confirmed the Government's recognition of the fact that neither government claiming to represent China would accept any derogation from its exclusive right to speak for all of China and that the impending negotiations would be conducted in that light. Canada would decline to adopt any position on the status of Taiwan but would proceed with negotiations to establish relations with the Chinese government that exercised effective control in the country. This basic position was adopted from the beginning of the negotiations in Stockholm, where the first meeting took place in the Chinese Embassy on February 21, 1969.

On the other aspect of the Taiwan problem, whether the Government in Taipei could continue to be recognized, the Canadian Government's policy also became more precise. On May 29, 1969, for example, Mr. Sharp said:

Canada has a one-China policy and, since the Nationalist Government purports also to be the Government of China, we cannot recognize both Peking and Taiwan at the same time.

The Minister's statement of July 21, also made in the House of Commons, was even more explicit:

We are not promoting either a two-China policy or a one-China one-Taiwan policy. Our policy is to recognize one government of China. We have not asked and do not ask the Government of the People's Republic of China to endorse the position of the Government of Canada on our territorial limits as a condition to agreement to establish diplomatic relations. To do so might cast doubts on the extent of our sovereignty. We do not think it would be appropriate, nor would it be in accordance with international usage, that Canada should be asked to endorse the position of the Government of the People's Republic of China on the extent of its territorial sovereignty. To challenge that position would, of course, also be inappropriate.

Other Assurances Sought by Peking

Taiwan, obviously, was not the only question discussed by the negotiators in Stockholm. The Chinese side, for example, also wanted to be assured that Canada's attitude in the United Nations would be consistent with the views expressed by the Canadian representative to the effect that it would recognize only one Chinese government; specifically, they wanted assurance that Canada would support membership for the Peking government and withdraw support from the present occupant of the China seat. The assurance was given that Canada's voting in New York would be consistent with its recognition of a new government of one China.

The Chinese also wished to have specific assurances that official relations with Taiwan would be severed when relations with Peking were established. As this had been made explicit in the Government's statements quoted above, the Canadian negotiators had no difficulty in meeting this request.

On the Canadian side, assurances were sought that the establishment of relations would be accompanied by improved contacts and that bilateral problems that had accumulated over the years would be dealt with. This would mean that Canadian claims for compensation in matters such as the nationalization of the Ming Sung ships could be discussed. Satisfactory assurances were given, as were assurances that consular arrangements should also be subject to negotiation. It was also agreed, in the words of the communiqué, that Canadian representatives in China (and Chinese representatives in Canada) would be accorded treatment "in accordance with international practice".

The drafting of a communiqué in which the agreement to recognize and exchange embassies would be recorded began in October 1969, when the Chinese side submitted a draft which would have met all their requirements. Canadian counter-drafts were proposed and Chinese amendments with Canadian counter-amendments began to be exchanged. In this process, it soon became clear that the one essential ingredient in any communiqué the Chinese would be likely to accept was a statement of their position with respect to Taiwan. Although, in the Canadian view, this was not an appropriate matter for insertion in a communiqué dealing with recognition and exchange of embassies, nevertheless efforts were made by the Canadian side to meet the situation. The pro-

lem this presented was to find an adequate means of expressing its own "non-position" on Taiwan. The semantic difficulties inherent in this situation are obvious and, in the end, the Canadian Government decided that the most satisfactory way of dealing with the problem was simply to "take note of" the Chinese position and then make its own unilateral clarifying statement, in which the Canadian position could be fully expressed and without the necessity of negotiating mutually-acceptable terminology. Accordingly, the Canadian negotiators in Stockholm informed their Chinese counterparts of the Canadian Government's intention and communicated to them the text of the unilateral statement Mr. Sharp would make when presenting the joint communiqué to the Canadian public. This clarifying statement, being an exclusively Canadian statement, did not call for any comment on the part of the Chinese authorities.

At the meeting on August 1, 1970, the first and last paragraphs of the communiqué (as it ultimately appeared) were agreed to by the negotiators and further formulae dealing with the matter of Taiwan were discussed. At the next meeting, on September 18, the Canadian clarifying statement was communicated to the Chinese side and further suggestions were made by both sides for the solution of the difficulty over Taiwan. At the meeting on October 3, the parties agreed on the substance of the communiqué as a whole, subject to approval by the home authorities, and discussion began on the final arrangements — times and dates of announcement and the form in which the agreement would be attested. These were finally agreed to and, on October 10, at the twenty-first meeting, Miss Margaret Meagher, Canadian Ambassador to Sweden, and Mr. Wang Tung, Chinese Ambassador to Sweden, signified their approval as representative of their respective governments.

(For the texts of the joint communiqué and of Mr. Sharp's remarks in the House of Commons on October 13, when he announced the establishment of relations with Peking, see the November 1970 issue of External Affairs, Page 378.)

Twenty-Fifth Anniversary of the United Nations

IN HIS address at the closing of the twenty-fifth anniversary commemorative session of the United Nations General Assembly, on October 24, the Canadian Ambassador to the UN, Mr. Yvon Beaulne, expressed the hope that the anniversary would be considered "not just an end of a journey, but as a new beginning, stimulating us to new efforts to implement the goals set down in the Charter".

Preparations for the celebration of the twenty-fifth anniversary of the organization began following Secretary-General U Thant's annual report on the work of the United Nations in September 1968, when he called attention to the need to "renew our efforts to promote the cause of international understanding and rededicate ourselves to the principles of international order and morality set out in the Charter". He suggested that "such an occasion for rededication will present itself to all member states as we approach the twenty-fifth anniversary of the founding of the United Nations".

A Preparatory Committee was established to make recommendations on appropriate ways to celebrate the occasion, and to determine upon a theme. The theme chosen was "Peace, Justice and Progress". The Committee recommended: that, at the international level, commemorative stamps be issued that awards be made to distinguished UN staff members; that states be urged to ratify or accede to various international instruments; that the date of the signing of the Charter (June 26, 1945) be commemorated in San Francisco; that a World Youth Assembly be convened in New York during July; and that a special commemorative session of the UN General Assembly be held at UN headquarters.

Canadian Anniversary Committee

At the national level, governments were urged to organize appropriate national programs in co-operation with non-governmental groups. In Canada, the Government provided a grant of \$25,000 to the Canadian Committee for the Twenty-Fifth Anniversary of the United Nations, established early in 1970 to co-ordinate national activities, under the direction of Mr. L.-A. Couture. The grant included funds necessary for the selection of young Canadian delegates to the World Youth Assembly.⁽¹⁾ The Committee organized activities designed to draw public attention to the anniversary and to the aims and objectives of the United Nations. These included providing information material and assistance to universities and groups planning commemorative

(1) See *External Affairs*, November 1970, Page 409.

activities, and arranging public programs in major cities across the country. (In Ottawa, on October 24, there was a UN flag-raising ceremony on Parliament Hill attended by the Secretary of State for External Affairs.)

In New York, a special commemorative session of the United Nations General Assembly was held from October 14 to 24. In attendance were a number of heads of state or government and foreign ministers. These included the President of the United States, the Prime Minister of Britain, and the Foreign Ministers of the Soviet Union and France. Canada was represented by the Honourable Mitchell Sharp, Secretary of State for External Affairs, who made the opening statement in the commemorative session on October 14. On that day, Mr. Sharp also deposited with the United Nations the Canadian instruments of ratification of the International Convention on the Elimination of All Forms of Racial Discrimination, and accession to the Vienna Convention on the Law of Treaties. UN Day itself was marked by addresses by the Secretary-General, U Thant, the President of the General Assembly, Edvard Hambro, and representatives of the major regional groupings. Canada's Ambassador to the United Nations, Mr. Beaulne, spoke on behalf of the Western European and Others group.

Three Solemn Declarations

A major aim of the commemorative session had been to obtain agreement on solemn declarations, to reflect the appreciation of member states of the progress made by the organization in various fields of activity, and to indicate the major remaining problems in each field and the prospects for their solution. On October 24 the commemorative session adopted the following declarations:

- (1) Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in Accordance with the Charter of the United Nations;
- (2) An International Development Strategy for the Second United Nations Development Decade;
- (3) Declaration on the Occasion of the Twenty-Fifth Anniversary of the United Nations. (The Canadian delegation played a leading role in achieving a consensus on this declaration.)

Earlier, the General Assembly had also adopted a "special program of action for the full implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples", but this had not received the approval of all of the members. It had, therefore, to be voted on and Canada and a number of other countries abstained in the voting.

Principles of International Law

The Declaration on Principles of International Law Concerning Friendly Relations and International Co-operation enunciated the following principles:

- (1) The principle that states shall refrain in their international relations

from the threat or use of force against the territorial integrity or political independence of any state, or in any other manner inconsistent with the purposes of the United Nations.

- (2) The principle that states shall settle their international disputes by peaceful means in such a manner that international peace and security are not endangered.
- (3) The principle concerning the duty not to intervene in matters within the domestic jurisdiction of any state, in accordance with the Charter.
- (4) The principle concerning the duty of states to co-operate with one another in accordance with the Charter.
- (5) The principle of equal rights and self-determination of peoples.
- (6) The principle of sovereign equality of states.
- (7) The principle that states shall fulfil in good faith the obligations assumed by them in accordance with the Charter.

International Development Strategy

The adoption of the International Development Strategy was a significant act, elaborating fundamental and attainable principles which would guide those engaged in the critically important work of economic and social development towards goals and objectives which were unanimously agreed upon and which were both reasonable and practicable.

Canada accepted the Strategy as a declaration of the will and determination of the United Nations and its members to exert their best efforts to pursue the aims and objectives contained in it. Canada has reaffirmed support for the target of 1 per cent of the volume of its gross national product (GNP) as an object for the total flow of financial resources to developing countries and has accepted, as a new object, the target of .70 per cent of GNP for official development assistance. Canada, like a number of other developed countries, was not in a position to accept dates for the achievement of these targets.

In plenary, the Canadian statement emphasized that the development process must be insulated against fluctuations in the allocation of development assistance that might arise from budgetary or financial considerations. Next year, for example, Canada's official development assistance will increase by about 17 per cent, or almost double the recent rate of increase in national income.

The text follows of the third declaration mentioned on page 419:

The General Assembly

Adopts the following Declaration: (1)

Declaration on the Occasion of the Twenty-fifth Anniversary of the United Nations

(1) Document submitted by the Committee for the Twenty-fifth Anniversary of the United Nations (A/8103/Add. 1, annex, and A/8103/Add. 2) and considered by the General Assembly at its 1880th plenary meeting on 22 October 1970.

We, the representatives of the states members of the United Nations, assembled at United Nations headquarters on October 24, 1970, on the occasion of the twenty-fifth anniversary of the coming into force of the Charter of the United Nations, now solemnly declare that:

1. In furtherance of the anniversary objectives of peace, justice and progress, we reaffirm our dedication to the Charter of the United Nations and our will to carry out the obligations contained in the Charter.

2. The United Nations, despite its limitations, has, in its role as a centre for harmonizing the actions of nations in attaining the purposes mentioned in Article 1 of the Charter, made an important contribution to the maintenance of international peace and security, to developing friendly relations based on respect for the principle of equal rights and self-determination of peoples and to achieving international co-operation in economic, social, cultural and humanitarian fields. We reaffirm our deep conviction that the United Nations can provide a most effective means to strengthen the freedom and independence of nations.

3. In pursuance of the purposes of the Charter, we reaffirm our determination to respect the principles of international law concerning friendly relations and co-operation among states. We will exert our utmost efforts to develop such relations among all states, irrespective of their political, economic and social systems, on the basis of strict observance of the principles of the Charter, and in particular the principle of sovereign equality of states, the principle that states shall refrain in their international relations from the threat or use of force against the territorial integrity or political independence of any state, the principle that they shall settle their international disputes by peaceful means, the duty not to intervene in matters within the domestic jurisdiction of any state, the duty of states to co-operate with one another in accordance with the Charter, the principle that states shall fulfil in good faith the obligations assumed by them in accordance with the Charter. The progressive development and codification of international law, in which important progress was made during the first 25 years of the United Nations, should be advanced in order to promote the rule of law among nations. In this connection, we particularly welcome the adoption today of the Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in accordance with the Charter of the United Nations.

4. Despite the achievements of the United Nations, a grave situation of insecurity still confronts the organization and armed conflicts occur in various parts of the world, while at the same time the arms race and arms expenditure continue and a large part of humanity is suffering from economic under-development. We reaffirm our determination to take concrete steps to fulfil the central task of the United Nations — the preservation of international peace and security — since the solution to many other crucial problems, notably those of

disarmament and economic development, is inseparably linked thereto, and to reach agreement on more effective procedures for carrying out United Nations peace-keeping consistent with the Charter. We invite all member states to resort more often to the peaceful settlement of international disputes and conflicts by the means provided for in the Charter, notably through negotiation, inquiry, mediation, conciliation, arbitration and judicial settlement, making use as appropriate of the relevant organs of the United Nations, as well as through resort to regional agencies or arrangements or other peaceful means of their own choice.

5. On the threshold of the Disarmament Decade, we welcome the important international agreements which have already been achieved in the limitation of armaments, especially nuclear arms. Conscious of the long and difficult search for ways to halt and reverse the arms race and of the grave threat to international peace posed by the continuing development of sophisticated weapons, we look forward to the early conclusion of further agreements of this kind and to moving forward from arms limitation to reduction of armaments and disarmament everywhere, particularly in the nuclear field, with the participation of all nuclear powers. We call on all governments to renew their determination to make concrete progress towards the elimination of the arms race and the achievement of the final goal — general and complete disarmament under effective international control.

6. We acclaim the role of the United Nations in the past 25 years in the process of the liberation of peoples of colonial, trust and other non-self governing territories. As a result of this welcome development, the number of sovereign states in the organization has been greatly increased and colonial empires have virtually disappeared. Despite these achievements, many territories and peoples continue to be denied their right to self-determination and independence, particularly in Namibia, Southern Rhodesia, Angola, Mozambique and Guinea (Bissau), in deliberate and deplorable defiance of the United Nations and world opinion by certain recalcitrant states and by the illegal régime of Southern Rhodesia. We reaffirm the inalienable right of all colonial peoples to self-determination, freedom and independence and condemn all actions which deprive any people of these rights. In recognizing the legitimacy of the struggle of colonial peoples for their freedom by all appropriate means at their disposal, we call upon all governments to comply in this respect with the provisions of the Charter taking into account the Declaration on the Granting of Independence to Colonial Countries and Peoples adopted by the United Nations in 1960. We re-emphasize that these countries and peoples are entitled, in their just struggle, to seek and to receive all necessary moral and material help in accordance with the purposes and principles of the Charter.

7. We strongly condemn the evil policy of *apartheid*, which is a crime against the conscience and dignity of mankind and, like Nazism, is contrary

to the principles of the Charter. We reaffirm our determination to spare no effort, including support to those who struggle against it, in accordance with the letter and the spirit of the Charter, to secure the elimination of *apartheid* in South Africa. We also condemn all forms of oppression and tyranny wherever they occur and racism and the practice of racial discrimination in all its manifestations.

8. The United Nations has endeavoured in its first 25 years to further the Charter objectives of promoting respect for, and observance of, human rights and fundamental freedoms for all. The international conventions and declarations concluded under its auspices give expression to the moral conscience of mankind and represent humanitarian standards for all members of the international community. The Universal Declaration of Human Rights, the International Covenants on Human Rights, the International Convention on the Elimination of All Forms of Racial Discrimination and the Convention on the Prevention and Punishment of the Crime of Genocide constitute a landmark in international co-operation and in the recognition and protection of the rights of every individual without any distinction. Although some progress has been achieved, serious violations of human rights are still being committed against individuals and groups in several regions of the world. We pledge ourselves to a continued and determined struggle against all violations of the rights and fundamental freedoms of human beings, by eliminating the basic causes of such violations, by promoting universal respect for the dignity of all people without regard to race, colour, sex, language or religion, and in particular through greater use of the facilities provided by the United Nations in accordance with the Charter.

9. During the past 25 years, efforts have been made, by adopting specific measures and by fashioning and employing new institutions, to give concrete substances to the fundamental objectives enshrined in the Charter, to create conditions of stability and well-being and to ensure a minimum standard of living consistent with human dignity. We are convinced that such economic and social development is essential to peace, international security and justice. The nations of the world have, therefore, resolved to seek a better and more effective system of international co-operation whereby the prevailing disparities may be banished and prosperity secured for all. International efforts for economic and technical co-operation must be on a scale commensurate with that of the problem itself. In this context, the activities of the United Nations system designed to secure the economic and social progress of all countries, in particular the developing countries, which have grown significantly in the past 25 years, should be further strengthened and increased. Partial, sporadic and half-hearted measures will not suffice. On the occasion of this anniversary, we have proclaimed the 1970s to be the Second United Nations Development Decade, which coincides with and is linked to

the Disarmament Decade, and have adopted the International Development Strategy for the Decade. We urge all governments to give their full support to its most complete and effective implementation in order to realize the fundamental objectives of the Charter.

10. The new frontiers of science and technology demand greater international co-operation. We reaffirm our intention to make full use, *inter alia*, through the United Nations, of the unprecedented opportunities created by advances in science and technology for the benefit of peoples everywhere in such fields as outer space, the peaceful uses of the seabed beyond national jurisdiction and the improvement of the quality of the environment, so that the developed and developing countries can share equitably scientific and technical advances, thus contributing to the acceleration of economic development throughout the world.

11. The great increase in the membership of the organization since 1945 testifies to its vitality; however, universality in terms of membership of the organization has not yet been achieved. We express the hope that in the near future all other peace-loving states which accept and, in the judgment of the organization, are able and willing to carry out the obligations of the Charter will become members. It is furthermore desirable to find ways and means to strengthen the organization's effectiveness in dealing with the growing volume and complexity of its work in all areas of its activities, and notably those relating to the strengthening of international peace and security, including a more rational division and co-ordination of work among the various agencies and organizations of the United Nations system.

12. Mankind is confronted today by a critical and urgent choice: either increased peaceful co-operation and progress or disunity and conflict, even annihilation. We, the representatives of the states members of the United Nations, solemnly observing the twenty-fifth anniversary of the United Nations, reaffirm our determination to do our utmost to ensure a lasting peace on earth and to observe the purposes and principles embodied in the Charter, and express full confidence that the actions of the United Nations will be conducive to the advancement of mankind along the road to peace, justice and progress.

The Outlook for Disarmament in the Coming Decade

STATEMENT IN THE FIRST COMMITTEE OF THE UNITED NATIONS
GENERAL ASSEMBLY ON NOVEMBER 2, 1970, BY THE CANADIAN
REPRESENTATIVE ON THE COMMITTEE, MR. GEORGE IGNATIEFF

THE statements made in the general debate and in the commemorative meetings connected with this anniversary session have underlined the fundamental importance of progress in arms control and disarmament in containing the effects of a run-away technology and in seeking to attain the high purposes of the United Nations Charter, the signing of which we celebrate this year. These statements have also, I believe, offered us the benefit of a fuller perspective as we open our annual discussions on disarmament in the First Committee.

Indeed, this first United Nations General Assembly session of the Disarmament Decade, coinciding as it does with the twenty-fifth anniversary of the United Nations and with the completion of almost a decade of activity in the Geneva Committee on Disarmament, offers us an occasion for a sober and heart-searching review of past accomplishments, as well as for looking ahead to future possibilities for progress in the arms-control field. This process should serve as an incentive during the remainder of the Decade to achieve greater and more even progress on effective measures of arms control and disarmament.

In reviewing the list of accomplishments in this area in the past 25 years, one is forced to admit that, during the greater part of the quarter-century since the United Nations was established, disarmament negotiations were marked by comparative sterility, with very few productive accomplishments to set against the record of the ever-expanding arms race.

Encouraging Results

However, in the last decade we have seen more encouraging results, with such agreements as the treaty on the denuclearization of Antarctica in 1959, the Partial Test-Ban Treaty of 1963, the Latin American Nuclear-Free Zone Treaty, and the Outer Space Treaty of 1967, the Treaty on Non-Proliferation of Nuclear Weapons of 1969, and now, as the speakers who have preceded me in this debate have already called to the Committee's attention, a treaty prohibiting the emplacement of nuclear weapons on the seabed. While none of these, by itself, has had the effect of halting the spiralling arms race, each has contributed, at least, to an expanding system of international agreement to control the proliferation of new weapons, or of old weapons into new environ-

ments, which, I believe, offers some hope for the future. That hope, however, can materialize only if these arms-control measures are followed up with imagination and energy during the Disarmament Decade. In other words, so far, I believe, we have had more success with progress in what might be called preventive rather than curative measures in dealing with the continuing arms race.

We are encouraged to believe that further progress is possible, in part because the super-powers have demonstrated, at least to some extent, their intention to enter into what has been called an era of negotiation rather than of confrontation. This development also is consistent with an increasing realization of the futility of the nuclear-arms race, risking, as it does, continuing improvement in weaponry that could pose a threat to the long-term stability of the balance of the deterrence on which the peace of the world so uneasily rests. The efforts to bring the spiralling arms race under control by regional as well as global measures also coincide with a widespread recognition of the waste of the resources involved and a desire to channel more of man's resources and capabilities into economic and social development, which more and more nations recognize as the true basis on which a stable peace can be built.

As the report of the Committee on Disarmament makes clear, the governments directly involved in arms-control negotiations have continued to assign, as this Assembly has wished them to do, the highest priority to efforts to halt the nuclear-arms race; indeed, this was the objective set by this Committee too. The final declaration of the twenty-fifth anniversary session, also, calls on all governments to move "forward from arms limitation to reduction of armaments and disarmament everywhere, particularly in the nuclear field".

During the past year we have witnessed two major steps forward in this regard. The initiation of direct negotiations between the United States of America and the Union of Soviet Socialist Republics on the limitation of strategic arms represents the most promising development to date in the struggle to achieve effective arms control, and provides an auspicious beginning for the Disarmament Decade. The concerns of the international community are invested in these crucial negotiations, and we all eagerly hope that they will permit the nuclear powers eventually to impose a halt on the nuclear-arms race before the point of no return has been passed. In other words, we hope that the Strategic Arms Limitation Talks (SALT) will lead to a halt in an essential aspect of the current arms race, the existence of which is not disputed by the super-powers participating in those talks. Theirs, however, I suggest, is the opportunity to do something effective about this vital problem, through SALT, which is being resumed in Helsinki today. Nothing could contribute so much to the improvement of the international climate or of the prospects of the Conference of the Committee on Disarmament as would the news of positive results through SALT.

Non-Proliferation Treaty

The other major achievement in this field during the past year was the entry into force on March 5 of the Nuclear Non-Proliferation Treaty. Canada, as is well known, was among the first to sign and ratify that Treaty, the culmination of more than five years of negotiations.

The Treaty represents a recognition by its parties of the importance of bringing into being a régime to ensure that no additional powers develop nuclear weapons capability and thus add greater weight to the nuclear Sword of Damocles that already hangs over our world. I should like to make clear at this stage, however, that, important as the entry into force of the Nuclear Non-Proliferation Treaty undoubtedly is, the problem of nuclear proliferation will remain in existence until the Treaty is acceded to by all powers with the technological capacity to produce nuclear weapons.

I think we should agree with Samuel Johnson that "example is more efficacious than precept". No better example could be set by the super-powers at this time than an increased effort to ban all nuclear testing. For, unless the Treaty becomes all-embracing, the objectives which it is designed to meet will remain in part unfulfilled. For this reason, the adherence of China, as well as of France, to the disarmament negotiations generally, and to the Nuclear Non-Proliferation and the Partial Test-Ban Treaties in particular, is, in our view, essential in the long run.

The two encouraging achievements to which I have just referred are obviously related to the negotiation of a comprehensive test ban and highlight its importance. If any further emphasis were required of the importance of halting testing, it was provided, as Secretary-General U Thant pointed out at the close of the commemorative session, in the fact that the opening of that commemorative session was marked by major nuclear-weapons tests by three of the world's nuclear powers. The Partial Test Ban of 1963 represented the best possible compromise step at that time towards the total prohibition of testing, but the partial test ban has not served to curtail the nuclear-arms race. In this regard, the United Nations General Assembly at its last session adopted Resolutions 2604 A and B (XXIV), each of which underlined, in its own way, the urgent need for the cessation of nuclear and thermonuclear tests.

We recognize that progress towards a complete ban on testing depends, in the first instance, on an improvement in international relations and in the international atmosphere, more especially among the nuclear powers. But, pending the evolution of a political climate in which a decision can be made to ban further testing, we have urged that the most constructive approach within the Committee on Disarmament and elsewhere would be to study ways to narrow the existing difference of opinion on the means of providing effective assurance that all countries would comply with any comprehensive test ban.

As a negotiating body, the Committee on Disarmament has an obligation, when faced with important differences of views on questions such as verification,

to seek to render the problem into a negotiable form, taking into account both technical and political aspects of the problems concerned. This is precisely what the Committee on Disarmament has been attempting to do, through discussion, formal statements of position by members, and through informal sessions with experts. In carrying out this task, it was not surprising that the Committee on Disarmament turned its attention to the possibilities offered by an effective international exchange of seismic data, which is directly relevant to the detection and identification of underground nuclear and thermonuclear tests by seismological means.

Secretary-General's Questionnaire

The General Assembly at its last session, recognizing the importance of effecting progress in this clarification process, adopted, by an overwhelming majority, Resolution 2604 A (XXIV), in which it asked the Secretary-General to transmit to governments a questionnaire concerning "the provision of certain information in the context of the creation of a world-wide exchange of seismological data which would facilitate the achievement of a comprehensive test ban".

The purpose of that questionnaire, as set out in the annex to the resolution, was to assist "in clarifying what resources would be available for the eventual establishment of an effective world-wide exchange of seismological information" which information will obviously prove invaluable — indeed, essential — in negotiating any comprehensive test ban or, I suggest, any other measure which might be developed to supplement the Partial Test Ban of 1963. The results so far have been most encouraging, in that more than 85 countries have replied, from all parts of the world, and mostly in a positive and informative fashion.

The results of the first 50 or so replies to the questionnaire have already been analysed by Canadian scientists, and a preliminary assessment of them was circulated to members of the Committee on Disarmament in Geneva. Our scientists are now engaged in bringing this analysis up to date in order to obtain a more nearly complete assessment of the world's present seismological identification capabilities.

There appears to be a growing recognition of the potential role of seismological-data exchange, on an assured or guaranteed basis, in facilitating the verification of any underground test ban, and thus promoting the long-sought agreement on this question. Alternatively, the international exchange of seismic data on an assured availability basis might contribute to a threshold treaty which would at least impose a limit on the size of the tests carried out in the event that agreement on the broader basis appeared to be negotiable to the nuclear powers directly concerned.

In this regard, we hope very shortly to submit in this Committee, in company with like-minded delegations, a draft resolution which might serve as a useful focus for support for further progress in clarifying the potential

role of a seismic-data exchange system in the verification process of a comprehensive ban. In our view, such an exchange system will surely be an essential part of any verification proposal designed to overcome the disagreement between the nuclear powers on this important issue.

Arms on the Seabed

Another measure designed to impose controls on nuclear weapons and other weapons of mass destruction is the seabed arms-control treaty, a revised draft of which is appended to the report of the Conference of the Committee on Disarmament and which was the subject of comment by our two co-chairmen of the Geneva Disarmament Conference this morning. The seabed treaty, in our views, is, in at least one respect, similar to the Outer Space Treaty, in that it is designed to preclude the extension of the nuclear-arms race into an environment newly opened up by the world's rapidly advancing technology. But, in addition to its arms-limitation functions, we consider that the treaty is also important for its contribution to opening up vast areas of the seabed for peaceful development. It constitutes, we recognize, the major achievement of the Conference of the Committee on Disarmament in the session just concluded.

It must, I believe, be recognized as evidence that the expanded Committee on Disarmament in Geneva has proven itself to be a viable and effective forum for the discussion of arms-control issues, as has been demonstrated by the fact that additional changes have been made to the seabed treaty in negotiation in order to meet concerns expressed in this Committee as well as in the Conference of the Committee on Disarmament last year. The draft represents the most successful negotiation to date in which not only the co-chairmen but all the other delegations at the Conference of the Committee on Disarmament have participated fully while protecting their interests. Indeed, compromises were extracted from all parties, and we believe that the final product is definitely the better for that process.

In response to General Assembly Resolution 2602 F (XXIV) calling on the Conference of the Committee on Disarmament to continue its work on a treaty to prohibit the emplacement of weapons of mass destruction on the seabed, taking into account the proposals and suggestions made here last year, much of the last session of the Conference of the Committee on Disarmament was devoted to that topic. Members will recall that last year the Canadian delegation was among those calling for further modifications to the draft treaty which had then been submitted to the twenty-fourth session of the General Assembly. The particular concern of the Canadian delegation was that the treaty should give all parties reasonable assurances of compliance and take into account the rights of coastal states. Therefore we concentrated our efforts, in co-operation with many other delegations, on attempting to devise verification procedures which would ensure that all states, great or small, technologically

developed or developing, would have the right to initiate the verification process and to obtain assistance, either bilaterally or through resort to an appropriate international mechanism, in carrying out the process of verification. We also sought language in Article III that would ensure that the special rights and interests of coastal states as recognized in international law could not in any way be encroached upon as a result of the provisions of this new treaty.

In two revised drafts, presented by the co-chairmen in the Conference of the Committee on Disarmament on April 23 and September 1, amendments were effected in the treaty which were designed to gain for it the widespread adherence of governments necessary to make it an internationally effective arms-control agreement. Nevertheless, members of the Conference of the Committee on Disarmament continued to express the opinion that the draft could be even further improved.

Compromise Wording

The draft now before us represents, in the opinion of the Canadian delegation, a real effort to meet not only the views of the Conference of the Committee on Disarmament but also those of the members of the General Assembly in regard to the various issues which have been raised. Canada considers the amendments to Article III satisfactory, and in particular welcomes the revisions in Paragraph 5 providing for international assistance in the verification procedure "through appropriate international procedures within the framework of the United Nations and in accordance with its Charter". This compromise wording was worked out by nine non-aligned delegations at the Conference of the Committee on Disarmament, and I should again like to take this opportunity to express our appreciation to them, as well as to the co-chairmen, for their efforts in improving the original Canadian proposals.

We recognize, of course, that the text as it now exists represents a carefully balanced and negotiated compromise which involved months of concentrated efforts by all the members of the Conference of the Committee on Disarmament. We hope that this text will prove generally acceptable to other delegations and our delegation recommends its approval in its present form in order that it may be opened for signature without delay during this year of the Disarmament Decade.

On another disarmament issue, during the past year the Committee on Disarmament has continued its detailed study and discussion on measures to ban the development, production and stockpiling of chemical and biological weapons to supplement and strengthen the Geneva Protocol of 1925. These efforts were directed to the object of clarifying areas of concern or confusion as well as avenues that might usefully be further explored. As part of this process, the Canadian delegation to the Conference of the Committee on Disarmament on March 24 of this year provided that body with a declaration of Canadian policy and intentions with respect to chemical and biological warfare.

We did this in the belief not that this could in any way substitute for a binding international convention but that such a step would assist in the development of a consensus upon which could be based further negotiations, and would thus contribute to the cause of arms control and disarmament.

The discussions during this period appeared to indicate some measure of agreement that the problem of verification required particular attention. Most delegations in the Committee on Disarmament appear also to accept the thesis that verification by challenge is the only feasible verification procedure that can logically be considered for biological agents. Clearly, however, chemical weapons pose problems of a different dimension. Moreover, inasmuch as measures additional to verification by challenge may be deemed necessary for chemical weapons, it becomes evident that there would be a requirement for both national and international procedures. It has not yet proven possible, however, to determine precisely what form these measures might take. A further definition of these procedures remains one of the highest-priority items for consideration in the Conference of the Committee on Disarmament.

Biological Weapons

In addition to various background documents, such as the report of the Secretary-General entitled "Chemical and Bacteriological (Biological) Weapons and the Effects of their Possible Use" and the report of the World Health Organization entitled "The Health Effects of Possible Use of Chemical and Biological Weapons", the Committee on Disarmament has before it a draft convention, and this Committee has before it a draft convention, on biological weapons submitted by the British delegation in Document CCD 255/Rev.2. This Committee also has before it the revised draft convention on chemical and biological weapons submitted by nine socialist states to this session of the United Nations General Assembly in Document A/8136, to which reference was made this morning.

During our debate in Geneva this last year, differing opinions were again expressed on whether the problems of the prohibition of research, development, production and stockpiling of chemical and biological weapons should be considered simultaneously or separately, and whether any eventual treaty should attempt to cover both types of weapon. Our view continues to be that high priority should be given to efforts to prohibit both, but that difficulties in making progress on one should not rule out progress on the other.

In the limited time available to us in this Committee this year, our delegation doubts whether, even after a general discussion which we hope will take place on the various issues involved in the negotiations to ban chemical and bacteriological weapons, it would be possible for the General Assembly to take substantive decisions, particularly having regard to the basic differences of opinion that we found have prevented more substantial progress in the Conference of the Committee on Disarmament.

We should hope, however, that, after reviewing the important problems associated with efforts to negotiate an extension of the existing ban on the use of these awesome weapons, the Assembly would request the Committee on Disarmament to continue its study of all the issues involved. We believe that our efforts in the Committee on Disarmament should be concentrated on resolving what has proved to be the most intractable problem, that of international verification measures, especially in relation to those chemical elements which not only have a military potential but are in common use for commercial purposes, taking into account the useful proposal in this respect contained in the memorandum of the Group of Twelve (CCD/310).

The General Assembly of the United Nations, at its twenty-fourth session, adopted Resolution 2602 E (XXIV), which requested the Conference of the Committee on Disarmament:

... to work out ... a comprehensive program, dealing with all aspects of the problem of the cessation of the arms race and general and complete disarmament under effective international control, which would provide the Conference with a guideline to chart the course of its further work and its negotiations (1)

Canada supported this resolution and welcomed the designation of the 1970s as a Disarmament Decade, since we considered that these initiatives might serve as additional incentives during the next ten years to achieve progress on effective measures of arms control and disarmament. The Committee has since its inception accepted, as we know, as its ultimate goal the attainment of general and complete disarmament, and the renewed emphasis on this as a result of these resolutions has, I believe, produced a climate conducive to progress. The Committee has demonstrated an increasing awareness of the fact that our present concentration on urgent, specific collateral measures should be viewed as part of a pattern of progress towards our long-term objective of general and complete disarmament.

The report of the Committee on Disarmament includes a series of working papers appended to it and provides an indication of the attention which the Conference focused on the task assigned to it of developing a comprehensive program. The complexities involved, the compromises required and the necessity of assigning top priority to specific arms-control negotiations before the Committee made it impossible, however, for the last Conference to come to any clear consensus on the program issue. There was, moreover, a general feeling among delegations that the Conference should not revert to the polemical debates of the early 1960s, nor should it become bogged down in a discussion of priorities or a delineation of "successive phases".

The most constructive approach would appear to involve the identification of positive developments in the field of arms control and disarmament to date and the enumeration of specific arms-control measures which might be considered

(1) 2602 E (XXIV).

pipe for progress. The setting of timetables and target dates would not, in our view, contribute to the achievement of such a program. We should be clear as to our aims but flexible as to methods, having in mind the close interrelation between arms control and disarmament and the prevailing international climate.

On the basis of this approach, the draft comprehensive program tabled in the Conference of the Committee on Disarmament on August 27 by the Delegations of Mexico, Sweden and Yugoslavia appears generally to place the issues in a logical framework and represents, in our view, a realistic effort to find an acceptable compromise formula. There are some aspects of it which we should wish to see changed but, on the whole, this draft program offers, we think, a basis for realistic negotiations during this session. It is our understanding, moreover, that the authors of this constructive proposal are willing to discuss their draft with others in an attempt to arrive at a formulation which would elicit widespread support at this Assembly and which could serve as viable, useful guidelines for the work of the Committee on Disarmament in the future.

"Hope," it has been said, "is the poor man's bread." We in the Committee on Disarmament have learned to realize that in the field of arms control and disarmament, where so much depends on great power relations and the international climate, "better is half a loaf than no bread". In this light, the significance of the progress made last year on the seabed arms-control treaty, as well as in clarifying some of the basic elements involved in verifying a comprehensive test ban through seismic co-operation, and a ban on the development, production and stockpiling of bacteriological and chemical weapons, should certainly not be underrated.

The Canadian delegation will lend its best efforts to consolidate the progress already made in the Committee on Disarmament during the discussions in this Committee. It is our hope that we can here lay firm foundations, through consensus, for progress at the next session of the Committee on Disarmament, particularly on a comprehensive program, on agreements to ban nuclear-weapons testing and on the development, production and stockpiling of chemical or biological weapons.

Canada-United States Ministerial Committee on Trade and Economic Affairs

THE thirteenth meeting of the Canada-United States Ministerial Committee on Trade and Economic Affairs, which was established in 1953 and meets alternately in Ottawa and Washington, was held in Ottawa on November 23 and 24, 1970.

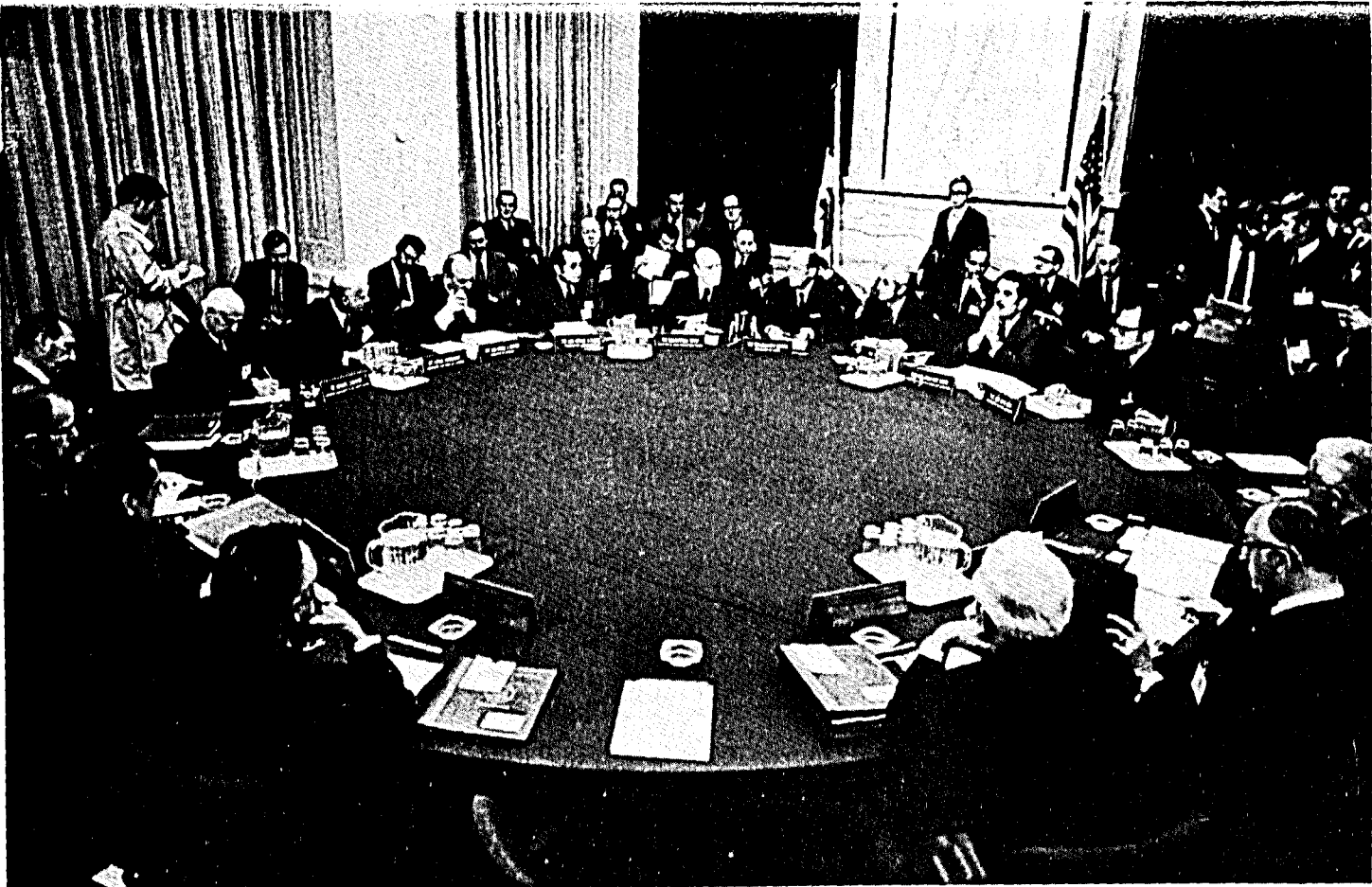
The U.S. delegation was headed by the Honorable William P. Rogers, Secretary of State, and included, as members of the Committee and other principal delegates, His Excellency the Honorable Adolph W. Schmidt, U.S. Ambassador to Canada, the Honorable David M. Kennedy, Secretary of the Treasury, the Honorable Walter J. Hickel, Secretary of the Interior, the Honorable Clifford M. Hardin, Secretary of Agriculture, the Honorable Maurice H. Stans, Secretary of Commerce, the Honorable Paul W. McCracken, Chairman, Council of Economic Advisers, the Honorable Carl J. Gilbert, Special Representative for Trade Negotiations. There were also advisers.

The Canadian delegation was headed by the Honourable Mitchell Sharp, Secretary of State for External Affairs, and included, as members of the Committee and other principal delegates, the Honourable Edgar J. Benson, Minister of Finance, the Honourable Jean-Luc Pepin, Minister of Industry, Trade and Commerce, the Honourable J. J. Greene, Minister of Energy, Mines and Resources, the Honourable Horace A. Olson, Minister of Agriculture, Mr. Louis Rasminsky, Governor of the Bank of Canada, and Mr. Marcel Cadieux, Canadian Ambassador to the United States. Other participating ministers were the Honourable Jack Davis, Minister of Fisheries and Forestry, the Honourable Otto Lang, Minister of Manpower and Immigration, and the Honourable Herb Gray, Minister of National Revenue. Advisers also attended.

Purposes of Committee

In the 1953 agreement establishing the Committee, its purposes are said to be to consider matters affecting the harmonious economic relations between the two countries, to exchange information and views on matters that might adversely affect the high level of mutually-beneficial trade that has been built up between the two countries, and to report to the respective governments on such discussions in order that consideration may be given to measures appropriate and necessary to improve economic relations and to encourage the flow of trade.

The Committee does not meet to negotiate or to conclude agreements but only to consult, explore problems and exchange views. As Mr. Sharp remarked during the opening session of the recent meeting, the deliberations of the Committee are intended "to help avoid future disagreements, and to



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

smooth the way for more formal negotiations which may follow" on specific problems.

Extracts follow from the communiqué issued at the close of the meeting. "... The Committee exchanged views on the current economic and financial situations in Canada and the United States. Members noted the success achieved by both countries in moderating excessive demand pressures. They agreed on the need to continue policies which had been adopted since the early months of this year designed to encourage the balanced and sustainable expansion of real output and employment without encouraging a resumption of inflationary pressures. They reviewed developments in the balance of payments of both countries, noting the improvement in the United States trade account and in the surplus Canada has recently been experiencing on current account. The Canadian members noted the recent decline in the long-term inflow of capital into Canada which has reflected the increased use of the Canadian capital market by Canadian borrowers and the Committee agreed that the further development of this market would help to reduce Canadian reliance on net inflows of longer-term capital. The Committee recognized the interrelationship between a smoothly functioning international monetary system and countries' domestic and balance-of-payments policies.

"The members of the Committee discussed the contribution which enlargement of the European Communities could make to the world economy and the implications of such enlargement for the trade interests of third countries. They stressed the high importance of participants taking these interests fully into account. They agreed that the EEC common agricultural policy gave rise to problems of particular concern and that concerted efforts should be made to obtain substantive accommodations for the trade interests of outside countries at the earliest possible date.

Support for GATT

"Members of the Committee reaffirmed the support of the two governments for continued efforts to facilitate the expansion of world trade. They discussed progress made in the General Agreement on Tariffs and Trade in identifying tariff and non-tariff barriers to multilateral trade, and examined prospects for reducing them on a multilateral basis. In this connection they agreed on the need for leadership by the major trading countries in pursuing early trade liberalization within the framework of the GATT.

"Committee members discussed a number of international agricultural questions. They exchanged views on issues arising from a new international wheat agreement. The Committee noted with continuing concern that increasingly restrictive agricultural policies in important trading areas of the world were inhibiting a rational allocation of resources through international trade.

"Members reviewed their respective aid policies in the light of the needs of the developing countries of the world. Canadian members noted that Canada's

foreign aid, particularly its official development assistance, was continuing to expand and that following their recent foreign policy review some improvements, including a measure of untying and an increasingly large proportion of multilateral assistance, would make it more effective. United States members described the results of the review of United States foreign policy, particularly with respect to future American contributions through multilateral institutions for economic assistance. Views were exchanged on the advantages which might be achieved by untying foreign aid procurement on a multilateral basis. In the field of trade, both countries expressed their intention to put into effect, subject to legislative approval, a regime of tariff preferences for developing countries with a view to providing expanding trade opportunities for these countries.

East-West Trade

"The Committee reviewed current developments in the field of East-West trade. United States members referred to the general desirability of expanding trade in non-strategic goods and to recent measures taken by the United States to ease export controls and other existing restrictions on such trade. In welcoming these measures, Canadian members referred to the extraterritorial application of these controls and expressed the hope that further steps might be taken in the near future to avoid any problems in this area. It was agreed that this matter should be pursued.

"Turning to matters of bilateral concern, members discussed in depth questions relating to protection of the environment and trade in energy materials.

"The members of the Committee recognized the high importance which both countries attach to the need to make a concerted attack on the urgent problem of pollution along the common frontier, and especially in the Great Lakes. They noted that proposals designed to provide a more effective framework for co-operative action to protect the Great Lakes, in keeping with the recommendations of the International Joint Commission, would be considered by appropriate ministers from both countries at a meeting to be held early next year. Members reaffirmed the commitments of their respective governments to move forward as quickly as possible to constructive consideration of these recommendations for better water-quality objectives in the Great Lakes.

Continental Energy Needs

"Members of the Committee reviewed the sharply growing energy requirements of North America and both the present availability and probable location of future sources of supply. They agreed that discussions should be continued to work out mutually acceptable arrangements, consistent with the responsibilities of the regulatory bodies concerned, for an increasing trade in crude oil, petroleum products and other fuels between the United States and Canada.

"Referring to earlier representations, Canadian ministers strongly urged the early removal of the effective embargo that the United States applies to

imports of uranium for civilian consumption through its enrichment regulations. Reference was made also by ministers to the importance of coal produced in the United States to the steel industry and to thermal power in Eastern Canada and the importance of the Canadian market to United States producers.

"It was noted that a prolonged and drastic disruption in overseas shipments of crude oil to the east coast of North America might require the diversion of some U.S.-produced oil to Eastern Canadian markets to meet shortages there. Ministers recognized that in such circumstances it would be reasonable to expect that Western Canadian supplies in excess of normal shipments would be available to offset United States supplies diverted to Canada. Any plans for such contingencies would need to be kept under review in the light of prospective demand and supply positions in Canada, the United States and the rest of the world. For 1971, it is expected that pipeline capacity would need to be fully used and it was agreed that arrangements should be worked out quickly to permit in subsequent years full and unimpeded access to United States markets of Canadian crude oil and petroleum products, surplus to Canadian commercial and security requirements.

"The Committee reviewed developments under the Automotive Products Agreement of 1965. It was agreed that officials would meet at an early date to discuss the question of the continuing need for the transitional arrangement and mutually beneficial improvements to the Agreement.

"The Committee noted with satisfaction, from the report of a joint working group established at the twelfth meeting of the Committee, that most of the problems relating to the movement of Canadians into the United States had been resolved by recent United States legislation.

"The members also reviewed ways of dealing with problems in cross-border trade in certain agricultural commodities and noted that agreement had been reached on establishment of a new consultative procedure in this regard.

"Discussion of the various matters considered during the meeting reflected the continuing adherence of the two governments to the original purpose of the Joint Committee, which is to ensure that their bilateral economic relations are conducted in a fully co-operative spirit marked by close, continuing and frank consultation.

"Ministers agreed to hold the next meeting of the Committee in Washington, D.C., at a date to be announced."

Visit of the Prime Minister of Ghana

P RIME Minister Kofi Busia of the Republic of Ghana visited Canada from November 8 to 11, 1970, accompanied by his wife, by Mr. Richard Quarshie, Ghanaian Minister of Industry, Trade and Tourism, Mr. Victor Owusu, Ghanaian Minister of External Affairs, and several officials. The visit served to demonstrate the close and friendly relations that had existed between Canada and Ghana since the latter became independent in 1957. It also provided an occasion to review with Ghanaian ministers and officials the bilateral relations between Canada and Ghana, particularly in respect of the Canadian aid program.



Prime Minister Kofi Busia of Ghana with Canada's Prime Minister Pierre Elliott Trudeau.

On November 9, Dr. Busia paid a formal call on Prime Minister Trudeau. In welcoming Dr. Busia, Mr. Trudeau recalled pleasant memories of visiting Ghana, and expressed his hope that Dr. Busia's visit to Canada would be equally enjoyable. At the same time, Mr. Quarshie saw the Honourable Jean Luc Pepin, Minister of Industry, Trade and Commerce, and Mr. Owusu met with the Honourable Mitchell Sharp, Secretary of State for External Affairs. Various issues of mutual concern were discussed. Subsequently, all three Ghanaian ministers held discussions with Mr. Sharp and officials of the Departments of External Affairs, and Industry, Trade and Commerce, as well as of the Canadian International Development Agency.

During the visit, luncheons were given in honour of Prime Minister Busia and his party by both Prime Minister Trudeau and Governor-General Roland Michener. In turn, Prime Minister Busia held a reception. On November 10 Dr. Busia, with his party, paid a visit to the House of Commons, where he was formally recognized by the Speaker, the Honourable Lucien Lamoureaux.

It had been planned that Prime Minister Busia's visit to Canada would include a visit to southwestern Ontario, where he planned to meet Ghanaian students as well as to visit the University of Western Ontario at London, Ontario Hydro installations, the Niagara Falls Parks Commission, and Dominion Foundries and Steel Company in Hamilton. His visit had to be curtailed however, to enable him to attend the funeral mass for the former President of France, General de Gaulle. Prime Minister Busia and his party left Canada accompanied by Mr. Sharp, on the evening of November 11, for Paris.

Fiji Acquires its Independence

ON October 10, 1970, in a ceremony in Albert Park, Suva, on the island of Viti Levu, His Royal Highness the Prince of Wales handed the Constitutional Instruments of Independence to Ratu Sir Kamisese Mara, first Prime Minister of independent Fiji. The occasion was the ninety-sixth anniversary of the cession of Fiji by its high chiefs to Queen Victoria. Fiji's new sky-blue flag, with the Union Jack next the staff and the Fiji coat-of-arms in the fly, was then hoisted and the Fiji Military Force, in their red tunics and white *sulus*, fired a *feu-de-joie*, while a battery of field guns fired a 21-gun salute.

Fiji's independence celebrations combined the precision of parades by the Fiji Military Force and Band with traditional Fijian and Indian ceremonies. Fijian high chiefs in traditional grass skirts and cloaks of *tapa* cloth sat on mats to prepare a special drink from *yaqona* root in a ceremonial three-legged wooden *tanoa* bowl to welcome Prince Charles. A mountain of 14,000 yams and *dalo* roots, 119 freshly-slaughtered pigs, and 23 great sea-turtles from the 14 provinces of Fiji were presented to him. Regional dances of welcome, called *meke*, were performed by lines of grass-skirted Fijian warriors, chanting and brandishing spears. They were followed by Indian dancers and drummers.

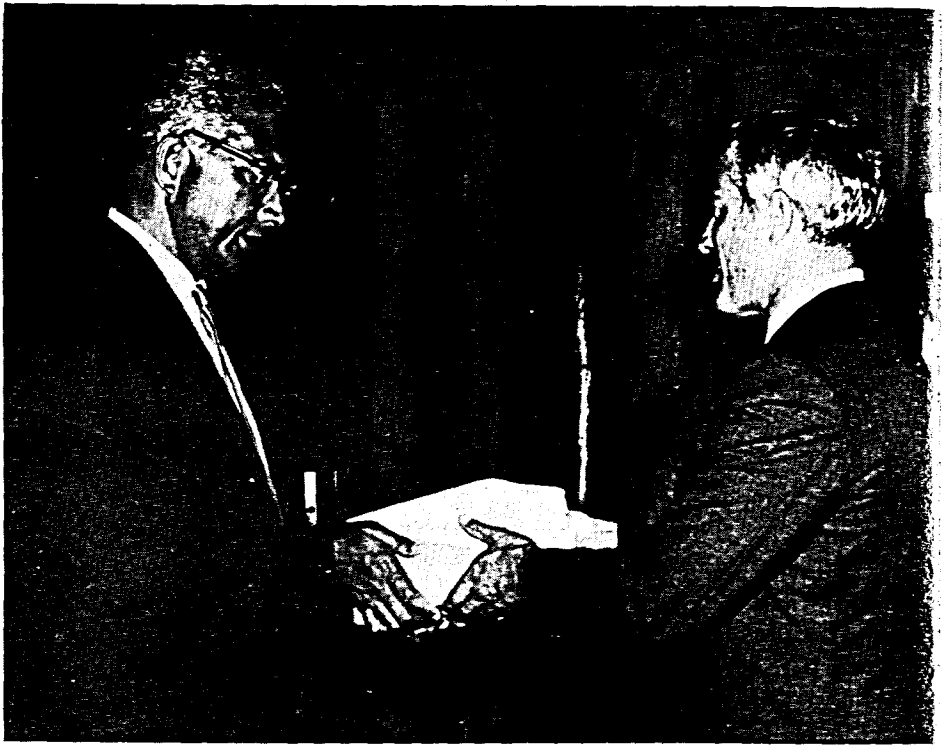
Twenty thousand people watched the independence celebrations, including representatives from about 30 countries and South Pacific territories. Canada was represented by the Minister of Justice, the Honourable John Turner, and Mrs. Turner and by the Canadian High Commissioner to Australia and Mrs. Arthur Menzies.

Gift Presentation

On the afternoon of Independence Day, Mr. Turner presented to the Prime Minister Canada's independence gift, a painting by the British Columbia artist E. J. Hughes entitled "Mill Bay". He also handed over copies of the reports of the Canadian Royal Commission on Bilingualism and Biculturalism, in which the Prime Minister had expressed an interest. Mr. Menzies presented to the Prime Minister a letter of introduction signed by Prime Minister Trudeau appointing him to serve concurrently as Canadian High Commissioner to Fiji while retaining his residence in Canberra.

Fiji consists of 844 volcanic and coral islands, about 100 of them inhabited, with a total area of 7,055 square miles. The two main islands are Viti Levu (4,010 square miles) and Vanua Levu (2,137 square miles). Viti Levu has more than 70 per cent of the population, including the capital, Suva (55,000), and the international airport, Nadi. Suva is 3,000 miles southwest of Honolulu, 2,000 miles northeast of Sydney and 1,300 miles north of Auckland.

The Fijians are Melanesian in origin, with an admixture of Polynesian. Abel Tasman sighted the Fiji islands in 1644. In 1774 Captain Cook anchored



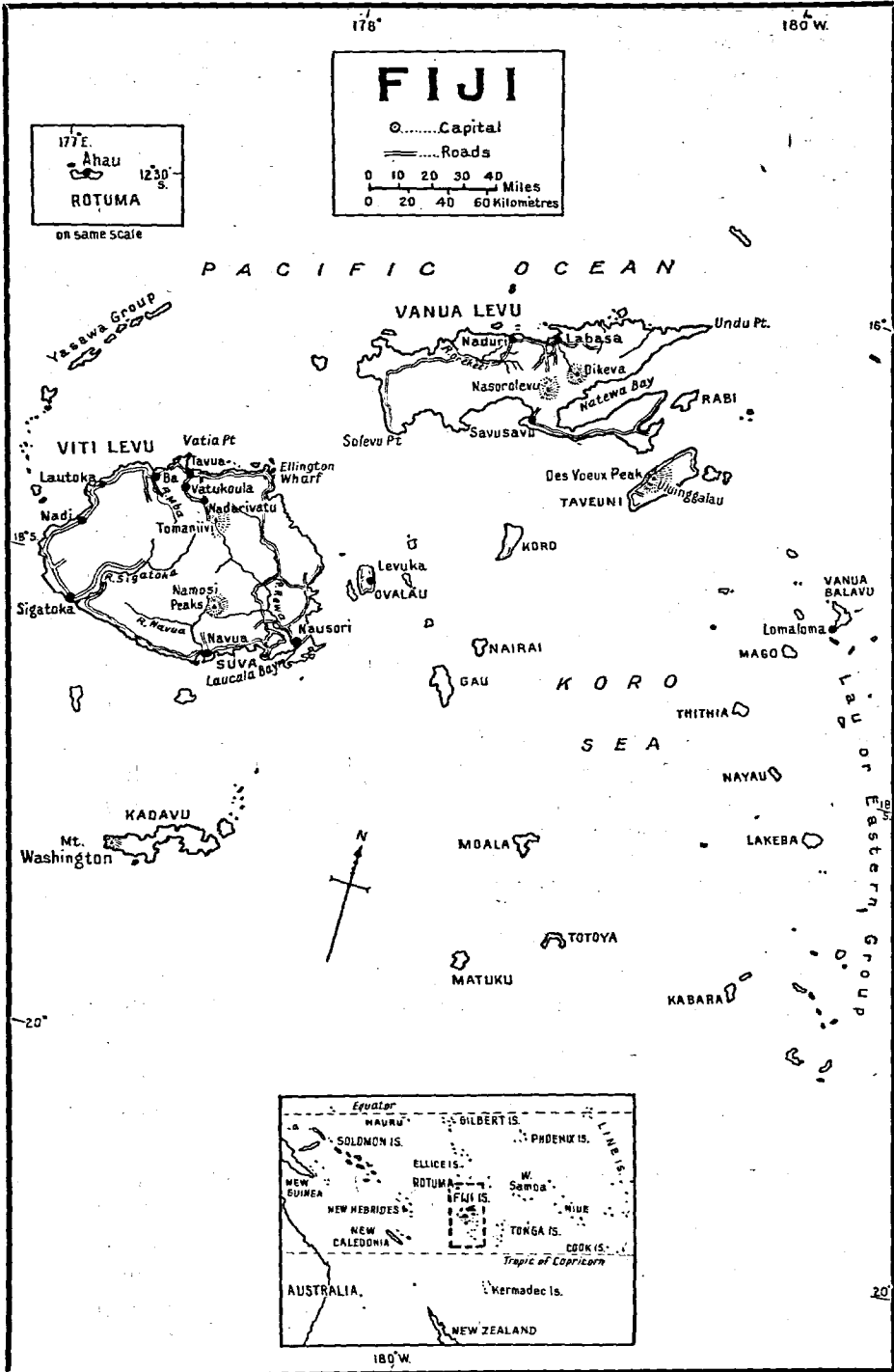
The new Prime Minister of Fiji, Ratu Sir Kamisese Mara, accepts copies of the Canadian reports on bilingualism and biculturalism from Canada's Minister of Justice, the Honourable John Turner.

off one of the islands. After the mutiny on the *Bounty*, Lieutenant Bligh chartered many of the Fiji islands as he sailed through them in an open boat to the Dutch East Indies. In the nineteenth century the search for sandalwood and later *bêche-de-mer* (edible sea-slugs) brought adventurers, with firearms. In 1830 a small European trading community was established at Levuka and in 1833 missionaries arrived. Fighting between the Fijian tribes kept the islands in a disturbed condition until, on October 10, 1874, the Fijian high chiefs, led by Cakobau, ceded the islands to Queen Victoria in order to ensure peace and the rule of law.

Change in Population

During the 1870s, Indian labourers were introduced into Fiji to work on the sugar plantations. On the expiry of their ten-year contracts many stayed on. By the time the indenture system was abolished in 1917, 63,000 Indians had been brought in, of whom only one-third had sought repatriation. Today, the total population of 520,000 is 50 percent of Indian origin and 42 percent Fijian, the rest being mixed.

Early constitutional development in Fiji featured the maintenance of a balance in the Legislative Council between Fijians, Indians and Europeans.



At a constitutional conference in London in 1965, there was a difference of view between the Indians, who wanted a common electoral roll, and the Fijians and Europeans, who favoured a communal roll. A partial compromise was effected, involving a combination of communal and cross-voting systems, which did not satisfy the predominantly Indian Federation Party led by Dr. A. D. Patel. A boycott of the Legislative Council by the Federation Party and subsequent inter-racial tension over by-elections in 1968 led party leaders to the realization that a new effort was required to find a basis for inter-party understanding. After the death of Dr. Patel in October 1968, Mr. S. M. Koya was chosen as leader of the National Federation Party and successfully pursued the talks with Ratu Mara. On January 17, 1970, Ratu Mara and Mr. Koya issued a joint statement saying:

Inter-party discussions have led to the point where it is agreed Fiji should proceed to Dominion status . . . as soon as possible without fresh elections being held beforehand.

At the second Constitutional Conference in London from 20 April to 5 May, 1970, it was agreed that Fiji should seek independence on October 10, the ninety-sixth anniversary of cession. The Constitution provides for maintenance of traditional ties with the British Crown, a Governor General, an appointed Senate, a 52-member House of Representatives with continuation during the first post-independence elections of the communal and cross-voting system and subsequent appointment of a Royal Commission to make recommendations. Thus differences over electoral procedures were submerged in order to make progress on early independence.

In his independence broadcast, the new Prime Minister said:

We are a community of many races, with different cultures, customs and languages but the things that unite us far outnumber those on which we differ Above all, there is our fixed determination to build a strong, united Fiji, rich in its diversity and tempered with tolerance, goodwill and understanding.

Commonwealth and UN Membership

On becoming independent, Fiji indicated its intention to remain a member of the Commonwealth. On October 14, Fiji became the one hundred and twenty-seventh member of the United Nations. In addressing the General Assembly on October 24, the Prime Minister expressed the hope that, so far as it was authorized by its friends and neighbours, Fiji hoped to act as a representative and interpreter of the peoples of the South Pacific. The South Pacific Conference and Commission had met in Suva just before independence and Fiji was expected to become an influential full member. It could be expected to change from being an associate to a full member of the Economic Commission for Asia and the Far East and the Asian Development Bank. Initially, Fiji will have only three diplomatic missions — in London, in Canberra and at the United Nations.

Fiji's economy has been based largely on sugar and coconuts, whose production does not grow quickly enough, due to quotas and low world prices, to support the population growth. Fortunately there has been a recent rapid

growth in tourism, with substantial investment in tourist hotels. Further diversification, into timber, mining and light industry, is also taking place.

Canada and Fiji

Canada's relations with Fiji date from the last century, when the Vancouver Sugar Company developed properties at Navua in Viti Levu and on Taveuni. These were sold 60 years ago, but the British Columbia Sugar Refinery has continued to buy about one-fifth of the Fiji sugar crop since then. In 1969, Canada bought some 72,000 tons of Fiji sugar, worth \$5.5 million. Canada has shipped to Fiji every year about \$1-million worth of timber, paper, canned fish, etc. Canadian Pacific Airlines have been stopping in Nadi for 25 years *en route* to Sydney and Auckland. The Commonwealth Pacific Cable from Vancouver to Auckland and Sydney has a way-station at Suva. Many Canadian travellers stop in Fiji *en route* to or from the South Pacific.

About 1,300 immigrants have entered Canada from Fiji during the past four years.

When Prime Minister Trudeau made his tour of the "Pacific Rim" countries in May 1970, he announced that Canada intended to extend its international development co-operation to the South Pacific. Specifically, he announced a grant of \$250,000 over a two-year period to the University of the South Pacific in Fiji for scholarships, equipment and some teaching staff. Canada has also made a grant of \$100,000 to supplement contributions by the Canadian YWCA to the Suva YWCA building project. Two Fijians are at present studying in Canada under Commonwealth scholarships. Canada is also providing assistance to Fiji under the Commonwealth Program for Technical Co-operation.

UN Conference on Trade and Development

TENTH SESSION OF TRADE AND DEVELOPMENT BOARD

A GROWING conviction that the economic aims of the United Nations Charter would best be furthered by a bold new program of international economic co-operation led to the formation in 1964 of the United Nations Conference on Trade and Development as an organ of the General Assembly. Its function is to promote the trade and development of the developing countries. UNCTAD has its own Secretary-General and secretariat in Geneva. The first conference UNCTAD I, met in Geneva in 1964. UNCTAD II was held in New Delhi in the spring of 1968. UNCTAD III will be held early in 1972; its venue has not yet been settled.

The Trade and Development Board (TDB), established by UNCTAD in order to review and implement its decisions during the intervals between conferences, has established a series of committees which meet regularly in Geneva. The Board also serves as a preparatory committee for sessions of the Conference. It reports to the United Nations General Assembly through ECOSOC.

The tenth session of the Trade and Development Board took place in Geneva from August 26 to September 18, 1970. The Canadian delegation was led by Mr. Frank G. Hooton, Ambassador to Finland. Canada was elected to one of the vice-presidencies of the Board and the head of the Canadian delegation chaired its first sessional committee.

Tenth Session Accomplishments

The three principal accomplishments and interests of UNCTAD probably are: (1) the consideration of the flow of financial resources from the developed to the developing countries; (2) the creation of a system of preferential tariffs in developed countries in order to encourage trade flows from the developing countries; and (3) the preparation of major elements for the strategy of the United Nations Second Development Decade. The tenth session of the TDB, although it considered these major issues to some extent, was not able to take any important specific action on them. Questions relating to the Second Development Decade, including the flow of financial resources between countries, had been reviewed by previous sessions of the Board, and it appeared to most delegations that the next effective discussion on these subjects would take place in New York at the twenty-fifth session of the General Assembly. On the other hand, the negotiation of a preferential system, though it was in its final stages in a subcommittee of the Board, was not ripe for action in the Board itself at the time of the convening of the tenth session.

In this situation, the Board turned its attention to a number of other subjects that had been on its agenda for some time. Among the more important items were a proposal for the creation of institutional machinery for the study of problems connected with the transfer of technology from developed to developing countries. A second subject of considerable importance to both developed and developing countries was the consideration of a draft resolution on commodity pricing policy and the access of commodities from the developing countries to the markets of the developed countries.

Intergovernmental Group on Transfer of Technology

The most important achievement of the tenth session was the creation of an intergovernmental group on the transfer of technology. The discussion preceding this decision reflected a unity of view on the desirability of increasing the flow of technology to developing countries, but there was a spectrum of views on the contribution which UNCTAD could make to this end. On the one hand, there was the question of duplication of the work of other United Nations bodies; there was early agreement that this should be avoided. On the other hand, some delegations, particularly those from the developed countries, questioned whether the types of technology that could be absorbed by the developing countries were not, in practice, available to them now. There was sufficient uncertainty concerning this latter point, however, to permit all delegations to support the creation of an intergovernmental group to study the matter and report back to the Board after two substantive sessions.

In the process of coming to this decision, the role of UNCTAD in the field of the transfer of technology was clarified and limited to problems related to its terms of reference as a whole.

Commodity Problems and Policies

Another important achievement of the tenth session was the passing of a resolution on pricing and access principles in the commodities field. Here the problem was to determine the principles that would provide for the encouragement of commodity imports into the developed countries while avoiding the undermining of non-discriminatory trading policies aimed at encouraging the most effective and economic organization of individual commodity markets.

The resolution as accepted outlined objectives and principles to serve as general guidelines for governments and competent institutions in deciding policies affecting commodities of special export interest to developing countries.

Other Matters Discussed

The tenth session passed two resolutions that dealt with problems relating to some of the developing countries. The first, concerning the problems of landlocked countries, dealt with certain aspects of the difficulties some of those countries experienced in developing their trading relations with the rest

of the world. The second resolution related to the problems of stimulating the development and trade of the least developed among the developing countries.

The preparations for the third session of the Conference were also discussed at length. Some elements of a provisional agenda were decided on and it was agreed that the final preparatory work should be left over until the eleventh session of the TDB.

The tenth session of the Board, like most sessions, had on its agenda a long series of topics on which it was eventually hoped to elaborate and reach definite conclusions. Among them were such topics as principles governing international trade relations and trade policies conducive to development; trade relations among countries having different economic and social systems with regard to their impact on development; the impact of regional economic groupings of developed countries on international trade, including the trade of developing countries; and trade expansion, economic co-operation and regional integration among developing countries.

The second part of the tenth session of the Board, which will take up certain administrative and other matters that could not be decided at the last meeting, is scheduled to take place in Geneva during the first week of March 1971.

After Versailles

A CRUCIAL period in Canada's long development from colonial status to nationhood is the subject of Volume 3 of *Documents on Canadian External Relations*. This bilingual volume, covering Canada's external relations from November 11, 1918, to December 31, 1925, will be on sale at Information Canada bookshops early in 1971. ⁽¹⁾

Volume 3 differs from Volume 1 (1909-1918) and Volume 2 (The Paris Peace Conference, 1919) in that the earlier volumes had separate English and French editions; as a result, the latest of the *Documents* series is a more practical, if somewhat larger, volume. As with the contents of Volume 1 and 2, the documents in Volume 3 are printed in the original language.

The introduction to Volume 3, by its editor, Lovell C. Clark of the University of Manitoba, offers the prospective reader a guide to the work and the thinking behind it:

"The transitional character of the period has affected both the kind of material selected for publication and its organization.

"Canadian and British leaders were confronted with a number of alternative courses in the evolution of Imperial relationships. There were many proposals, and much speculation and experimentation, in an effort to determine the direction which Britain and the self-governing Dominions should take. To restrict the selection of *Documents* to those which reflect settled policies would have meant publishing very little. On many subjects the researcher would have been greeted with official silence. For this reason there has been a considerable reliance upon documents which illustrate the formulation of policy, or attempts to formulate it, even where the proposals failed of acceptance. Some memoranda have been included which explain not why a particular decision, but rather no decision at all, was made. One example may suffice. It is well known that the Government of Sir Robert L. Borden won the right to appoint a Canadian Minister to Washington as early as 1919, but in fact the appointment was not made until late in 1926. A memorandum by an important member of the King Cabinet, William Stevens Fielding, helps to explain the delay; this is the justification for including it among the published documents.

"The period witnessed expansion in the scope of Canada's external relations, and this has naturally affected the organization of the material. There is a temptation when dealing with the external relations of a colony, as Canada was then, to subsume many topics under the inclusive heading of Imperial Relations. One might well expect to find the Chanak 'incident' of 1922 so classified. Instead, it is to be found under 'Peace Settlement with Turkey', which forms

(1) The price of this volume, which contains almost 1,000 pages of documents, will be \$12.00.

part of a chapter dealing with problems arising directly out of the First World War. Or again, to take one more example, one might look in the chapter on Imperial Relations for some such theme as 'A common Empire foreign policy' or 'Consultation between Britain and the Dominions on foreign policy'. There is indeed this subject matter throughout the volume, but it has been treated in the context in which it arose, whether at the League of Nations, at particular international conferences, or at Imperial conferences.

"Whatever the criteria which have guided the selection and organization of the material, readers may rest assured that, subject to considerations of space no documents have been omitted if it was felt that they would throw light upon Canada's external relations. The editor has had access to all documents of the period and has been under no restrictions in their selection and publication. Most of the documents are from the files of the Department of External Affairs and are hitherto unpublished. Much use has been made of particular collections of papers which are now partly or wholly in the Public Archives of Canada.



The leading delegates at the 1923 Imperial Conference in London : seated left to right — the Right Honourable W. L. Mackenzie King, Prime Minister of Canada; the Right Honourable Stanley Baldwin, Prime Minister of Britain; the Right Honourable S. M. Bruce, Prime Minister of Australia; Lord Salisbury, Lord President of the Council, and the Right Honourable J. C. Smuts, Prime Minister of South Africa. Two other Canadian Cabinet Ministers, the Right Honourable George P. Graham, Minister of Railways (second from the left), and the Honourable Sir Lomer Gouin, Minister of Justice (fourth from the left) are standing.

These include the papers of the Governors General; of the Prime Ministers (Sir Robert Borden, Arthur Meighen and W. L. Mackenzie King); and of Departmental officials (Sir Joseph Pope, Loring C. Christie and O. D. Skelton)."

The year 1971 should also see the fourth volume of the *Documents* series (1926-1930) available to the public. Edited by one of the Department's resident historians, Alex I. Inglis, this volume is now at the printers. It is expected that Volume 5 (1931-1935), also under the editorship of Professor Inglis, and Volume 6, covering the era of appeasement and rearmament to September 10, 1939, and edited by the Department's other resident historian, John A. Munro, will be completed in the near future.

* * *



Mr. Paul Gérin-Lajoie, the new President of the Canadian International Development Agency, appointed in November 1970, replaces Mr. Maurice Strong, now Secretary-General of the UN Conference on Human Environment.

Mr. Gérin-Lajoie had served since June 1969 as Vice-Chairman of the federal Prices and Incomes Commission and before that was the first minister of the Quebec Department of Education and vice-Prime Minister of the provincial government.

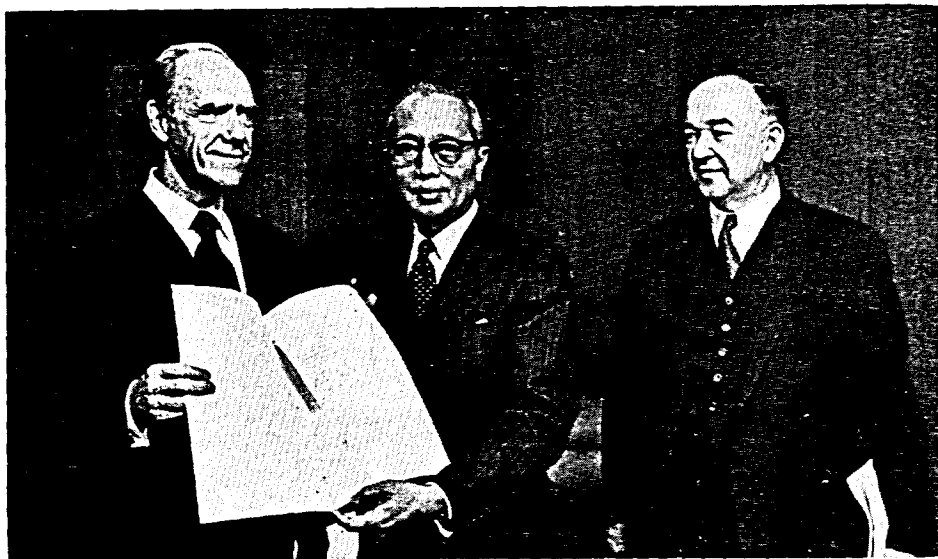


The Prime Minister of Israel, Mrs. Golda Meir, paid an official visit to Canada on November 2 at the invitation of Prime Minister Pierre Elliott Trudeau. She held talks with the Prime Minister and the Secretary of State for External Affairs, dealing mainly with the Middle East situation and providing an opportunity for a useful exchange of views. Mrs. Meir also called on the Governor General at Rideau Hall and held a brief press conference. She is seen above with Mr. Trudeau in his office in the Parliament Buildings.

Convention on the Elimination of Racial Discrimination⁽¹⁾

RATIFICATION BY CANADA

CANADA deposited with the United Nations on October 14, 1970, its instrument of ratification of the International Convention on the Elimination of all Forms of Racial Discrimination, which had come into force on January 4, 1969. The same day, Canada acceded to the Vienna Convention on the Law of Treaties, which had been adopted by the United Nations Conference on the Law of Treaties on May 22, 1969.



The Honourable Mitchell Sharp, Secretary of State for External Affairs, deposits Canada's instrument of ratification of the International Convention on the Elimination of all Forms of Racial Discrimination with United Nations Secretary-General U Thant. The Permanent Representative of Canada to the UN, Mr. Yvon Beaulne (right), looks on.

The following are the substantive parts of the International Convention on the Elimination of all Forms of Racial Discrimination:

PART I

ARTICLE 1

1. In this Convention, the term "racial discrimination" shall mean any distinction, exclusion, restriction or preference based on race, colour, descent, or national or

(1) This is the fifth in a series of articles appearing monthly in *External Affairs* dealing with the work of the Legal Division of the Department of External Affairs.

ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life.

2. This Convention shall not apply to distinctions, exclusions, restrictions or preferences made by a State Party to this Convention between citizens and non-citizens.

3. Nothing in this Convention may be interpreted as affecting in any way the legal provisions of States Parties concerning nationality, citizenship or naturalization, provided that such provisions do not discriminate against any particular nationality.

4. Special measures taken for the sole purpose of securing adequate advancement of certain racial or ethnic groups or individuals requiring such protection as may be necessary in order to ensure such groups or individuals equal enjoyment or exercise of human rights and fundamental freedoms shall not be deemed racial discrimination, provided, however, that such measures do not, as a consequence, lead to the maintenance of separate rights for different racial groups and that they shall not be continued after the objectives for which they were taken have been achieved.

ARTICLE 2

1. States Parties condemn racial discrimination and undertake to pursue by all appropriate means and without delay a policy of eliminating racial discrimination in all its forms and promoting understanding among all races, and, to this end:

- (a) Each State Party undertakes to engage in no act or practice of racial discrimination against persons, groups of persons or institutions and to ensure that all public authorities and public institutions, national and local, shall act in conformity with this obligation;
- (b) Each State Party undertakes not to sponsor, defend or support racial discrimination by any persons or organizations;
- (c) Each State Party shall take effective measures to review governmental, national and local policies, and to amend, rescind or nullify any laws and regulations which have the effect of creating or perpetuating racial discrimination wherever it exists;
- (d) Each State Party shall prohibit and bring to an end, by all appropriate means, including legislation as required by circumstances, racial discrimination by any persons, group or organization;
- (e) Each State Party undertakes to encourage, where appropriate, integrationist multi-racial organizations and movements and other means of eliminating barriers between races, and to discourage anything which tends to strengthen racial division.

2. States Parties shall, when the circumstances so warrant, take, in the social, economic, cultural and other fields, special and concrete measures to ensure the adequate development and protection of certain racial groups or individuals belonging to them, for the purpose of guaranteeing them the full and equal enjoyment of human rights and fundamental freedoms. These measures shall in no case entail as a consequence the maintenance of unequal or separate rights for different racial groups after the objectives for which they were taken have been achieved.

ARTICLE 3

States Parties particularly condemn racial segregation and *apartheid* and undertake to prevent, prohibit and eradicate all practices of this nature in territories under their jurisdiction.

ARTICLE 4

States Parties condemn all propaganda and all organizations which are based on ideas or theories of superiority of one race or group of persons of one colour or ethnic origin, or which attempt to justify or promote racial hatred and discrimination in any form, and undertake to adopt immediate and positive measures designed to eradicate all incitement to, or acts of, such discrimination and, to this end, with due regard to the principles embodied in the Universal Declaration of Human Rights and the rights expressly set forth in article 5 of this Convention, *inter alia* :

- (a) Shall declare an offence punishable by law all dissemination of ideas based on racial superiority or hatred, incitement to racial discrimination, as well as all acts of violence or incitement to such acts against any race or group of persons of another colour or ethnic origin, and also the provision of any assistance to racist activities, including the financing thereof;
- (b) Shall declare illegal and prohibit organizations, and also organized and all other propaganda activities, which promote and incite racial discrimination, and shall recognize participation in such organizations or activities as an offence punishable by law;
- (c) Shall not permit public authorities or public institutions, national or local, to promote or incite racial discrimination.

ARTICLE 5

In compliance with the fundamental obligations laid down in article 2 of this Convention, States Parties undertake to prohibit and to eliminate racial discrimination in all its forms and to guarantee the right of everyone, without distinction as to race, colour, or national or ethnic origin, to equality before the law, notably in the enjoyment of the following rights:

- (a) The right to equal treatment before the tribunals and all other organs administering justice;
- (b) The right to security of person and protection by the State against violence or bodily harm, whether inflicted by government officials or by any individual, group or institution;
- (c) Political rights, in particular the rights to participate in elections — to vote and to stand for election — on the basis of universal and equal suffrage, to take part in the Government as well as in the conduct of public affairs at any level and to have equal access to public service;
- (d) Other civil rights, in particular:
 - (i) The right to freedom of movement and residence within the border of the State;
 - (ii) The right to leave any country, including one's own, and to return to one's country;
 - (iii) The right to nationality;
 - (iv) The right to marriage and choice of spouse;
 - (v) The right to own property alone as well as in association with others;
 - (vi) The right to inherit;
 - (vii) The right to freedom of thought, conscience and religion;
 - (viii) The right to freedom of opinion and expression;
 - (ix) The right to freedom of peaceful assembly and association;
- (e) Economic, social and cultural rights, in particular:
 - (i) The rights to work, to free choice of employment, to just and

- favourable conditions of work, to protection against unemployment, to equal pay for equal work, to just and favourable remuneration;
- (ii) The right to form and join trade unions;
 - (iii) The right to housing;
 - (iv) The right to public health, medical care, social security and social services;
 - (v) The right to education and training;
 - (vi) The right to equal participation in cultural activities;
- (f) The right of access to any place or service intended for use by the general public, such as transport, hotels, restaurants, cafés, theatres and parks.

ARTICLE 6

States Parties shall assure to everyone within their jurisdiction effective protection and remedies, through the competent national tribunals and other State institutions, against any acts of racial discrimination which violate his human rights and fundamental freedoms contrary to this Convention, as well as the right to seek from such tribunals just and adequate reparation or satisfaction for any damage suffered as a result of such discrimination.

ARTICLE 7

States Parties undertake to adopt immediate and effective measures, particularly in the fields of teaching, education, culture and information, with a view to combating prejudices which lead to racial discrimination and to promoting understanding, tolerance and friendship among nations and racial or ethnical groups, as well as to propagating the purposes and principles of the Charter of the United Nations, the Universal Declaration of Human Rights, the United Nations Declaration on the Elimination of All Forms of Racial Discrimination, and this Convention.

PART II

ARTICLE 8

1. There shall be established a Committee on the Elimination of Racial Discrimination (hereinafter referred to as the Committee) consisting of eighteen experts of high moral standing and acknowledged impartiality elected by States Parties from among their nationals, who shall serve in their personal capacity, consideration being given to equitable geographical distribution and to the representation of the different forms of civilization as well as of the principal legal systems.

2. The members of the Committee shall be elected by secret ballot from a list of persons nominated by the States Parties. Each State Party may nominate one person from among its own nationals.

3. The initial election shall be held six months after the date of the entry into force of this Convention. At least three months before the date of each election the Secretary-General of the United Nations shall address a letter to the States Parties inviting them to submit their nominations within two months. The Secretary-General shall prepare a list in alphabetical order of all persons thus nominated, indicating the States Parties which have nominated them, and shall submit it to the States Parties.

4. Elections of the members of the Committee shall be held at a meeting of States Parties convened by the Secretary-General at United Nations Headquarters.

At that meeting, for which two-thirds of the States Parties shall constitute a quorum, the persons elected to the Committee shall be those nominees who obtain the largest number of votes and an absolute majority of the votes of the representatives of States Parties present and voting.

5. (a) The members of the Committee shall be elected for a term of four years. However, the terms of nine of the members elected at the first election shall expire at the end of two years; immediately after the first election the names of these nine members shall be chosen by lot by the Chairman of the Committee.

(b) For the filling of casual vacancies, the State Party whose expert has ceased to function as a member of the Committee shall appoint another expert from among its nationals, subject to the approval of the Committee.

6. States Parties shall be responsible for the expenses of the members of the Committee while they are in performance of Committee duties.

ARTICLE 9

1. States Parties undertake to submit to the Secretary-General of the United Nations, for consideration by the Committee, a report on the legislative, judicial, administrative or other measures which they have adopted and which give effect to the provisions of this Convention:

(a) within one year after the entry into force of the Convention for the State concerned; and

(b) thereafter every two years and whenever the Committee so requests. The Committee may request further information from the States Parties.

2. The Committee shall report annually, through the Secretary-General, to the General Assembly of the United Nations on its activities and may make suggestions and general recommendations based on the examination of the reports and information received from the States Parties. Such suggestions and general recommendations shall be reported to the General Assembly together with comments, if any, from States Parties.

ARTICLE 10

1. The Committee shall adopt its own rules of procedure.

2. The Committee shall elect its officers for a term of two years.

3. The secretariat of the Committee shall be provided by the Secretary-General of the United Nations.

4. The meetings of the Committee shall normally be held at United Nations Headquarters.

ARTICLE 11

1. If a State Party considers that another State Party is not giving effect to the provisions of this Convention, it may bring the matter to the attention of the Committee. The Committee shall then transmit the communication to the State Party concerned. Within three months, the receiving State shall submit to the Committee written explanations or statements clarifying the matter and the remedy, if any, that may have been taken by that State.

2. If the matter is not adjusted to the satisfaction of both parties, either by bilateral negotiations or by any other procedure open to them, within six months after the receipt by the receiving State of the initial communication, either State

shall have the right to refer the matter again to the Committee by notifying the Committee and also the other State.

3. The Committee shall deal with a matter referred to it in accordance with paragraph 2 of this article after it has ascertained that all available domestic remedies have been invoked and exhausted in the case, in conformity with the generally recognized principles of international law. This shall not be the rule where the application of the remedies is unreasonably prolonged.

4. In any matter referred to it, the Committee may call upon the States Parties concerned to supply any other relevant information.

5. When any matter arising out of this article is being considered by the Committee, the States Parties concerned shall be entitled to send a representative to take part in the proceedings of the Committee, without voting rights, while the matter is under consideration.

ARTICLE 12

1. (a) After the Committee has obtained and collated all the information it deems necessary, the Chairman shall appoint an *ad hoc* Conciliation Commission (hereinafter referred to as the Commission) comprising five persons who may or may not be members of the Committee. The members of the Commission shall be appointed with the unanimous consent of the parties to the dispute, and its good offices shall be made available to the States concerned with a view to an amicable solution of the matter on the basis of respect for this Convention.

(b) If the States Parties to the dispute fail to reach agreement within three months on all or part of the composition of the Commission, the members of the Commission not agreed upon by the States parties to the dispute shall be elected by secret ballot by a two-thirds majority vote of the Committee from among its own members.

2. The members of the Commission shall serve in their personal capacity. They shall not be nationals of the States Parties to the dispute or of a State not Party to this Convention.

3. The Commission shall elect its own Chairman and adopt its own rule of procedure.

4. The meetings of the Commission shall normally be held at United Nations Headquarters or at any other convenient place as determined by the Commission.

5. The secretariat provided in accordance with article 10, paragraph 3, of this Convention shall also service the Commission whenever a dispute among States Parties brings the Commission into being.

6. The States Parties to the dispute shall share equally all the expenses of the members of the Commission in accordance with estimates to be provided by the Secretary-General of the United Nations.

7. The Secretary-General shall be empowered to pay the expenses of the members of the Commission, if necessary, before reimbursement by the States Parties to the dispute in accordance with paragraph 6 of this article.

8. The information obtained and collated by the Committee shall be made available to the Commission, and the Commission may call upon the States concerned to supply any other relevant information.

ARTICLE 13

1. When the Commission has fully considered the matter, it shall prepare and submit to the Chairman of the Committee a report embodying its findings on

all questions of fact relevant to the issue between the parties and containing such recommendations as it may think proper for the amicable solution of the dispute.

2. The Chairman of the Committee shall communicate the report of the Commission to each of the States Parties to the dispute. These States shall, within three months, inform the Chairman of the Committee whether or not they accept the recommendations contained in the report of the Commission.

3. After the period provided for in paragraph 2 of this article, the Chairman of the Committee shall communicate the report of the Commission and the declarations of the States Parties concerned to the other States Parties to this Convention.

ARTICLE 14

1. A State Party may at any time declare that it recognizes the competence of the Committee to receive and consider communications from individuals or groups of individuals within its jurisdiction claiming to be victims of a violation by that State Party of any of the rights set forth in this Convention. No communication shall be received by the Committee if it concerns a State Party which has not made such a declaration.

2. Any State Party which makes a declaration as provided for in paragraph 1 of this article may establish or indicate a body within its national legal order which shall be competent to receive and consider petitions from individuals and groups of individuals within its jurisdiction who claim to be victims of a violation of any of the rights set forth in this Convention and who have exhausted other available local remedies.

3. A declaration made in accordance with paragraph 1 of this article and the name of any body established or indicated in accordance with paragraph 2 of this article shall be deposited by the State Party concerned with the Secretary-General of the United Nations, who shall transmit copies thereof to the other States Parties. A declaration may be withdrawn at any time by notification to the Secretary-General, but such a withdrawal shall not affect communications pending before the Committee.

4. A register of petitions shall be kept by the body established or indicated in accordance with paragraph 2 of this article, and certified copies of the register shall be filed annually through appropriate channels with the Secretary-General on the understanding that the contents shall not be publicly disclosed.

5. In the event of failure to obtain satisfaction from the body established or indicated in accordance with paragraph 2 or this article, the petitioner shall have the right to communicate the matter to the Committee within six months.

6. (a) The Committee shall confidentially bring any communication referred to it to the attention of the State Party alleged to be violating any provision of this Convention, but the identity of the individual or groups of individuals concerned shall not be revealed without his or their express consent. The Committee shall not receive anonymous communications.

(b) Within three months, the receiving State shall submit to the Committee written explanations or statements clarifying the matter and the remedy, if any, that may have been taken by that State.

7. (a) The Committee shall consider communications in the light of all information made available to it by the State Party concerned and by the petitioner. The Committee shall not consider any communication from a petitioner unless it has ascertained that the petitioner has exhausted all available domestic remedies. However, this shall not be the rule where the application of the remedies is unreasonably prolonged.

(b) The Committee shall forward its suggestions and recommendations, if any, to the State Party concerned and to the petitioner.

8. The Committee shall include in its annual report a summary of such communications and, where appropriate, a summary of the explanations and statements of the States Parties concerned and of its own suggestions and recommendations.

9. The Committee shall be competent to exercise the functions provided for in this article only when at least ten States Parties to this Convention are bound by declarations in accordance with paragraph 1 of this article.

ARTICLE 15

1. Pending the achievement of the objectives of the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV) of 14 December 1960, the provisions of this Convention shall in no way limit the right of petition granted to these peoples by other international instruments or by United Nations and its specialized agencies.

2. (a) The Committee established under article 8, paragraph 1, of this Convention shall receive copies of the petitions from, and submit expressions of opinion and recommendations on these petitions to, the bodies of the United Nations which deal with matters directly related to the principles and objectives of this Convention in their consideration of petitions from the inhabitants of Trust and Non-Self-Governing Territories and all other territories to which General Assembly resolution 1514 (XV) applies, relating to matters covered by this Convention which are before these bodies.

(b) The Committee shall receive from the competent bodies of the United Nations copies of the reports concerning the legislative, judicial, administrative or other measures directly related to the principles and objectives of this Convention applied by the administering Powers within the Territories mentioned in sub-paragraph (a) of this paragraph, and shall express opinions and make recommendations to these bodies.

3. The Committee shall include in its report to the General Assembly a summary of the petitions and reports it has received from United Nations bodies, and the expressions of opinion and recommendations of the Committee relating to the said petitions and reports.

4. The Committee shall request from the Secretary-General of the United Nations all information relevant to the objectives of this Convention and available to him regarding the Territories mentioned in paragraph 2 (a) of this article.

ARTICLE 16

The provisions of this Convention concerning the settlement of disputes or complaints shall be applied without prejudice to other procedures for settling disputes or complaints in the field of discrimination laid down in the constituent instruments of, or in conventions adopted by, the United Nations and its specialized agencies, and shall not prevent the States Parties from having recourse to other procedures for settling a dispute in accordance with general or special international agreements in force between them

CONFERENCES

UNESCO, sixteenth general conference: Paris, October 12 - November 10

Commonwealth Scientific Committee: Kingston (Jamaica), November 2-6

European Space Conference: Bonn, November 4-6

North Atlantic Assembly, sixteenth annual meeting: The Hague, November 6-11

Commonwealth Statisticians, seventh conference: New Delhi, November 16-27

Commonwealth Heads of Government Meeting: Singapore, January 1971

Commonwealth Legal Conference; New Delhi, January 1971

Fifth Commonwealth Educational Conference: Canberra, February 1971

World Consultation on the Use of Wood in Housing: Vancouver, July 5-16, 1971

International Federation for Information Processing, fifth congress: Ljubljana, Yugoslavia,
August 23-28, 1971

APPOINTMENTS, TRANSFERS AND RESIGNATIONS IN THE DEPARTMENT OF EXTERNAL AFFAIRS

- Mr. A. J. Torobin transferred from the Department of External Affairs to the Department of Communications, effective September 1, 1970.
- Mr. A. D. Small posted from the Office of the High Commissioner for Canada, Dar-es-Salaam, to the Office of the High Commissioner for Canada, London, effective September 1, 1970.
- Mr. C. V. Svoboda posted from Ottawa to the Office of the High Commissioner for Canada, Wellington, effective September 1, 1970.
- Mr. P. Malone, High Commissioner for Canada to Nigeria, appointed Deputy Commander of the Directing Staff of the National Defence College in Kingston, effective September 1, 1970.
- Mr. J. O. Parry posted from Ottawa to the University of Toronto as Foreign Service Visitor for the academic year 1970-71, effective September 1, 1970.
- Mr. R. M. Macdonnell, High Commissioner for Canada to New Zealand, appointed High Commissioner for Canada to Ceylon, effective September 2, 1970.
- Mr. D. M. Collacott posted from the Office of the Senior Trade Commissioner, Hong Kong, to Ottawa, effective September 5, 1970.
- Mr. P. M. Roberts posted from the Delegation of Canada to the North Atlantic Council, Brussels, to Ottawa, effective September 5, 1970.
- Mr. R. Villeneuve resigned from the Department of External Affairs, effective September 8, 1970.
- Mr. O. A. Chistoff posted from Ottawa to the Canadian Embassy, Athens, effective September 8, 1970.
- Mr. R. M. Robinson posted from the Office of the High Commissioner for Canada, Wellington, to Ottawa, effective September 11, 1970.
- Mr. D. S. McPhail appointed Canadian Ambassador to Venezuela, effective September 11, 1970.
- Mr. J. G. D. Grégoire de Blois posted from the Canadian Embassy, Rome, to Ottawa, effective September 12, 1970.
- Mr. C. R. Gauthier posted from the Canadian Embassy, Rio de Janeiro, to Ottawa, effective September 12, 1970.
- Miss M. R. Vézina posted from the Canadian Embassy, Dakar, to the Delegation of Canada to the International Commission for Supervision and Control in Vietnam, effective September 15, 1970.
- Miss M. S. McKay posted from the Canadian Embassy, Stockholm, to the Canadian Embassy, Copenhagen, effective September 17, 1970.
- Mr. S. Grey posted from the Canadian Embassy, Athens, to Ottawa, effective September 18, 1970.
- Mr. G. Choquette posted from the Canadian Embassy, Rome, to the Canadian Embassy, Holy See, effective September 19, 1970.
- Mrs. A. Ter Heijden appointed to the Department of External Affairs as Personnel Administration Officer 1, effective September 21, 1970.

- Mr. A. S. McGill appointed High Commissioner for Canada to Nigeria, effective September 21, 1970.
- Mr. S. A. Freifeld, Chargé d'Affaires a.i. in Montevideo, appointed Canadian Ambassador to Colombia, effective September 23, 1970.
- Mr. R. Garneau, Consul General of Canada to Bordeaux, appointed Ambassador and Permanent Delegate of Canada to UNESCO, Paris, effective September 23, 1970.
- Mr. J. K. B. Kinsman posted from the Canadian Embassy, Brussels, to Ottawa, effective September 25, 1970.
- Mr. S. April posted from Ottawa to the Canadian Embassy, Rome, effective September 27, 1970.
- Mr. S. L. Chappell joined the Department of External Affairs as Personnel Administrator 6, effective September 28, 1970.
- Mr. P. A. Beaulieu, Canadian Ambassador to France, appointed Canadian Ambassador to Portugal, effective September 29, 1970.
- Mr. M. G. Von Nostitz posted from the Delegation of Canada to the International Commission for Supervision and Control in Vietnam to the Canadian Embassy, Vienna, effective September 30, 1970.
- Mr. M. F. Kergin posted from the Canadian Embassy, Yaoundé, to Ottawa, effective October 1, 1970.
- Mr. G. Rejhon posted from the Delegation of Canada to the International Commission for Supervision and Control in Vietnam to the Canadian Embassy, Brussels, effective October 3, 1970.
- Mr. S. D. Hemsley, Canadian Consul General in Boston, retired from the Public Service, effective October 5, 1970.
- Mr. R. H. G. Mitchell posted from l'École Nationale d'Administration, Paris, to the Canadian Embassy, Paris, effective October 5, 1970.
- Miss J. M. O'Rourke resigned from the Department of External Affairs, effective October 5, 1970.
- Mr. M. Pedersen posted from Ottawa to the Canadian Embassy, Brussels, effective October 5, 1970.
- Mr. P. E. J. Charpentier appointed Canadian Ambassador to Peru, effective October 12, 1970.
- Mr. M. Gauvin, Canadian Ambassador to Portugal, appointed Canadian Ambassador to Greece, effective October 13, 1970.
- Mr. P. Dumas, Canadian Embassy, Holy See, appointed Canadian Consul General in Bordeaux, effective October 13, 1970.
- Mr. W. T. Delworth appointed Canadian Ambassador to Indonesia, effective October 25, 1970.
- Mr. J. M. Robinson posted from Ottawa to the Permanent Mission of Canada to the Office of the United Nations, Geneva, effective October 15, 1970.
- The Honourable L. Cadioux appointed to the Department of External Affairs, effective September 21, 1970. Appointed Canadian Ambassador to France, effective October 16, 1970.
- Mr. T. Lonergan posted from Ottawa to the Canadian Embassy, Dakar, effective October 20, 1970.

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