

department maintains liaison with the provinces to facilitate their necessary international activities in a manner that meets provincial objectives and preserves the coherence of Canadian foreign policy. The federal government's foreign policy includes recognition of legitimate provincial interests beyond national borders and continued promotion of national unity through adequate international projection of Canada's bilingual character.

Provincial participation at international conferences and in the work of international organizations is provided for by including provincial officials on Canadian delegations and by canvassing provincial governments for their views on positions and attitudes that Canada adopts on subjects treated by these organizations. These include areas of particular interest to the provinces such as human and civil rights, education, culture, health, agriculture, labour and environment.

Other international interests of the provinces include promotion of trade, investment, industrial development, immigration, tourism, cultural exchanges, environmental questions, science and technology, bilateral and multilateral agreements, and assistance to developing countries. In matters of aid, the federal government encourages a detailed federal-provincial consultation to ensure that specific projects are co-ordinated. Promotional activities of the provinces and their interests in international activities have led to an increased number of provincial offices and visits abroad.

**Treaty-making powers.** The federal government has exclusive responsibility for Canada's external affairs. There are frequent consultations between federal and provincial governments regarding treaties of provincial interest and responsibility.

Once it has been determined that what a province seeks through agreements, in fields of provincial jurisdiction, is in accord with Canadian foreign policy, provision is made for direct provincial participation in negotiating with the authorities of the foreign country. Arrangements which are to be incorporated in an international agreement having legal effect, however, can be achieved only through the federal power to conclude treaties.

The external affairs department receives and analyzes diplomatic and consular reports and statistics, negotiates consular conventions and multilateral and bilateral agreements, monitors legislative developments which affect the status of Canadian citizens abroad, provides a link with other government services such as immigration, refugee matters and citizenship, trains foreign service personnel, provides instructions to posts abroad, recommends appointments of honorary consuls, evaluates services provided, manages Canada's immigration program abroad and co-ordinates external aspects of immigration policies and programs.

With the reorganization announced in January 1982, External Affairs Canada became directly responsible for the promotion of Canada's trade abroad. It is responsible for maintaining and furthering an international trading climate favourable to Canadian exporters and other economic interests and for policies and programs to safeguard and advance Canada's international trading interests. As the primary federal government contact with foreign governments and international organizations which influence trade, it consults with such governments and organizations and works closely with other federal government departments, Crown corporations and agencies, the provinces, and business and academic communities to achieve these objectives.

The trade commissioner service became part of the external affairs department in 1982, with 91 offices in 67 countries either directly in embassies and high commissions or in separate premises. Its primary role is to promote Canada's export trade and to protect Canada's commercial interests abroad.

External affairs also administers the policies of Tourism Canada abroad and provides advice on questions about consular activities.

**Passport services.** Passports are issued to Canadian citizens through the main passport office in Ottawa and through regional offices in St. John's, Halifax, Montréal, Québec City, Toronto downtown and Toronto North York, Hamilton, London, Windsor, Winnipeg, Saskatoon, Calgary, Edmonton, Vancouver and Victoria. Abroad, the service is provided through Canadian diplomatic and consular posts. Certificates of identity are issued in Canada to eligible legally landed non-Canadians. United Nations refugee travel documents are issued in Canada to persons eligible under the UN refugee convention.

## 21.3 Multilateral activities

### 21.3.1 Canada and the Commonwealth

The Commonwealth has evolved into an international association of 49 sovereign nations embracing approximately one-quarter of the earth's surface and one billion of its people, who are diverse in race, colour, creed and language. Comprising both developed and developing countries, the Commonwealth represents a unique association whose members share many of the same traditions, political and social values, attitudes and institutions. All members collectively subscribe to certain common ideals known as the Declaration of Commonwealth Principles. Commonwealth membership is not an alternative, but a complement to other forms of international co-operation — its members believe in and work for the success of the United Nations. As well, most of them belong to other international organizations and to regional associations of states.