

FOREIGN POLICY WORKSHOP

A three-day seminar on foreign policy, available to mid-career officers in Canada's Federal and Provincial Governments.

Purpose

To provide a stimulating environment for individuals with different interests and perspectives to reflect on future directions in Canadian foreign policy.

Theme

"Canadian-American Relations in a Changing World." The Workshop will survey pressures for change in international politics and foreign policy in the context of Canada's relations with the United States.

Organized By

The professional staff of the Centre for Foreign Policy Studies, as part of a three-year programme on Canadian foreign policy, supported by the Donner Canadian Foundation.

Programme

Discussion sessions and seminars (see schedule overleaf). Workshop members will participate in a simulated negotiation between Canada and the United States, and in a Delphi forecasting exercise identifying likely future developments in Canada's external relations. The workshop will emphasize interaction and discussion. Handouts and study materials will be distributed to registrants before the workshop.

Registration

Professor Don Munton, Workshop Coordinator
Centre for Foreign Policy Studies
Telephone (902) 424-3769

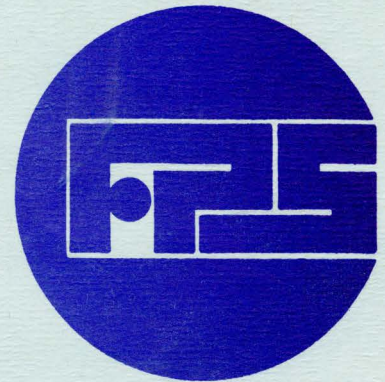
Registration will be limited to 20 individuals. A balanced representation from different departments and levels of government will be sought.

Cost

\$200 includes registration and materials. Travel and accommodation costs will be paid by participants.

Dates

May 15-17, 1978.



**CENTRE FOR
FOREIGN POLICY
STUDIES**

department of
political science
dalhousie university
halifax, nova scotia
B3H 4H6

Schedule

Monday, May 15

Intellectuals and the American Connection: A Discussion of the Literature on Canada-U.S. Relations

(Dr. Stairs)

A substantial literature has developed in recent years on the question of the nature and significance of the American impact on Canadian life. It is possible now to identify within it a variety of interpretations, or "schools of thought," each of which has generated particular policy proposals. For "warm-up" purposes, this session is intended to review the "academic" arguments, and to discuss their impact on Canada's domestic politics and public policies.

Delphi Forecasting Exercise (Round 1)

(Dr. Munton)

A Delphi exercise will be conducted to explore future developments in a selected area of Canada's external relations. Delphi is a formal technique for obtaining and refining expert judgements. Evaluations are first obtained using a questionnaire, the group consensus, or lack thereof, is then determined, and the overall results and comments that have been made are reported back so that individual judgements may be reassessed. At the end of the exercise, for this workshop, a general discussion of the results will be held.

Canada, U.S. and the NIEO: Contrasts in Policy and Perception

(Dr. Shaw)

While both Canada and the U.S. are part of the rich north, are major food exporters and have substantial trade deficits, they play rather different roles in the global economy. Although both of them are concerned with issues such as commodities, debt and industrial readjustment, perceptions held by the Third World of their positions and policies are quite distinctive. This introduction is intended to highlight differences as well as similarities in their policies towards and participation in NIEO negotiations.

Science and Technology for Development: Canada and the United States

(Dr. Aucoin)

This session will examine the recent Canadian and American debates and initiatives concerning the deployment of science and technology for development. Over the past decade it has become increasingly evident that both of these nations are experiencing critical problems in technological innovation. Our discussion will focus on the dilemmas of technological sovereignty for Canada and the consequences of technological protectionism in the United States for Canada.

Evening Discussion on Federal-Provincial Aspects of External Relations

Tuesday, May 16

Delphi Forecasting Exercise (Round 2)

Canada-United States Negotiation Simulation

(Drs. Munton, Swanson and Winham)

The simulation will represent a negotiation between Canada and the United States over a related set of contemporary questions. The simulation will reflect competing departmental and federal-provincial interests as well as differing national interests. The "debriefing" and discussion following the simulation will explore the problem of devising negotiation strategies which reconcile both the conflicting interests of Canada and the United States and of domestic groups.

Evening Discussion on Canada-United States Relations from the American Perspective

Wednesday, May 17

Discussion of Delphi Forecasting Exercise

The Effect of Domestic Pluralism on Canadian and American Negotiation

(Dr. Winham)

International negotiation is an external and internal process. Negotiation is ostensibly conducted between governments, but it is often the accompanying internal negotiation where major decisions and significant changes are made. Taking the case of trade negotiations, this session will compare the internal negotiations in the Kennedy Round, concluded in 1967, with that of the current Tokyo Round. The session will explore the hypothesis that internal negotiation processes have become more pluralistic, with consequent increase in the impact of bureaucratic politics and federal-provincial rivalry in foreign policy making.

Lunch and Departure

Briefing

News story - (events) - keep training relevant

Re training - we don't train - create situatⁿ -
history of simulatⁿ - value to be taken (esp. debriefing)
(if played seriously)

Rules -

Screened - personal
max score

Agreement - seeks complete agreement
no drifting, problem
initials

Process - Deadline specified (Pacing very important)
meetings: (1) NT's; IGT's ALONE - 10 min
(2) NT's & IGT'S TOGETHER - 20 min
(3) Doc counterpart 5 min

Game commences - start set by NT's (lunch)

Communications -

WRITTEN - unlimited -
serialized, time, carbon
authorization (3/4) copy

VERBAL -

IGT → NT 1 each (20 min)
NT → IGT 2 each (5 each)

press release

*Arnold H. Hurd
May 13, 1978*

Negotiators reach Great Lakes pact

OTTAWA (CP) — A draft accord strengthening the 1972 Great Lakes Water Quality Agreement has been reached between American and Canadian negotiators, the external affairs department announced Friday.

The department said in a statement the agreement, concluded in Washington this week, must still be approved by the two governments. If the agreement is approved, it would probably be signed in June or July.

The changes to the 1972 water quality agreement would require new programs and measures to deal with pollution problems which were "not evident or fully understood six years ago," the department statement said.

The department said the draft accord would:

-Beef up commitments to control pollution from municipal and industrial sources.

-Deal more effectively with toxic substances and other pollutants.

-Provide for ways to identify pollutants carried through the air to the Great Lakes.

-Control pollution from farming, forestry and other land activities.

-Provide better monitoring methods.

-Reduce the amount of phosphorous and place new limits on radioactivity in the lakes.

MP calls

OTTAWA (CP) — sive Conservative Ge win (Peace River) day for a Commons tion of the secret tria der Peter Treu, w tenced to two years

Before thousands on a some

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IMPROVEMENT CEMENT

Economy

1978 WORKSHOP - LIST OF PARTICIPANTS

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Departing Flight 623

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Departing Flight 623

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CENTRE FOR FOREIGN POLICY STUDIES - FOREIGN POLICY WORKSHOPWorking ScheduleMONDAY

8:30 - 8:45	Introduction	Munton
8:45 - 10:30 ^{10:15}	Intellectuals and the American Connection	Stairs
10:30 - 10:45 ^{10:15 - 10:45}	Coffee	
10:45 - 12:30	Canada, the U.S. and the NIEO	Shaw
12:30 - 1:30	Lunch	
1:30 - 2:15	Delphi Forecasting (Round 1)	Munton
2:15 - 4:00 ^{3:45}	Science and Technology for Development	Aucoin
4:00 - ^{3:45 - 4:00}	Coffee	
6:30 - 8:30 ^{4:00 - 6:30}	Dinner <i>Local outing</i>	
8:30 - 10:00	Federal-Provincial Aspects of External Relations	

TUESDAY

8:30 - 12:30	Simulation	Munton/Swanson/Winham
12:30 - 1:00	Lunch	
1:00 - 3:30	Simulation	Munton/Swanson/Winham
3:30 - 3:45	Coffee	
3:45 - 5:00	Debriefing and Discussion	Winham
6:30 - 8:30	Dinner	
8:30 - 10:00	Canada-U.S. Relations from the U.S. Perspective	Sigler

WEDNESDAY

8:30 - 10:00	Delphi Forecasting (Round 2)	Munton
10:00 - 10:15	Coffee	
10:15 - 12:00	Effect of Domestic Pluralism on Canadian and American Negotiation	Winham
12:00 - 1:30	Lunch	
1:30 - 2:30	Checkout and Preparation for Departure	

1978 WORKSHOP - LIST OF PARTICIPANTS

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1978

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Fisheries and Environment Canada

Education: University of Ottawa
BSc. (Incomplete)

Previous Positions: Chief Administrative Officer, Policy, Planning & Evaluation
Directorate, Department of Environment
Research Officer, Policy Branch Department of Environment
Senior Technical Officer, Gravity Division Dominion Observatory,
Energy, Mines, and Resources
Technical Officer, Building Research, National Research Council

Current Position: Adviser, Canada-U.S.A. Transboundary Environmental Relations
Federal, Provincial and U.S. Relations Branch

GEORGE COWLEY

Department of External Affairs

Education: B.A. (McGill), M.A. (Paris)

Previous Positions: Canadian embassies in Tokyo, Havana, and Cairo
1968-72, Counsellor, cultural and academic affairs at Canadian
embassy in Washington
1975-77, Deputy Director, Cultural Affairs Division, External
Affairs, Ottawa

Current Position: External Affairs: Deputy Director, Academic Relations Division.

DAVID CAMPBELL ELDER

Department of External Affairs

Education: B.A. (McMaster University), M.A. (University of Toronto), doctoral
studies (University of Toronto, Université de Paris-Sorbonne,
Ecole Pratique des Hautes Etudes)

Previous Positions: 1974-76, Third then Second Secretary, Canadian Embassy, Dakar,
Sénégal
1973-74, Department of External Affairs
1970-73, Instructor, Department of French, University of British
Columbia
1965-68, Teaching Fellow, Department of French, Victoria College,
University of Toronto.

Current Position: Department of External Affairs, Nuclear Energy Desk Officer,
Commodity and Energy Policy Division.

KAREN JUNKE

Province of Ontario

Education: B.A. (Honours), York University

Previous Positions: Ministry of Community and Social Services, development and coordination of social services and income maintenance programs.

Current Position: Intergovernmental Affairs Officer, Office of Intergovernmental Affairs,
Ministry of Treasury, Economics and Intergovernmental Affairs.

PATRICIA A. LORTIE

Department of External Affairs

Education: B.A. (University of Victoria), M.A. (Harvard)

Previous Positions: 1973-75, Third Secretary and Vice-Consul, TUNIS
1972-73, Cultural Affairs Division, External Affairs
1972(Summer), Canadian High Commission, London
1971-72, Federal-Provincial Coordination Division, External Affairs

Current Position: U.S. Transboundary Relations Division, Department of External Affairs.

J. RUSSELL MCKINNEY

Department of External Affairs

Education: B.Comm. (Dalhousie), National Defence College,
Banff School of Advanced Management

Previous Positions: 1972-77, Minister and Deputy Head of Post, Washington
1969-72, Ambassador and Permanent Representative, OECD, Paris
1966-69, High Commissioner, Trinidad and Tobago, Barbados,
and Commissioner to the West Indies Associated States
1962-66, Deputy Head, Economic Division, Department of External Affairs
1959-62, First Secretary, later Counsellor, Copenhagen
1957-59, First Secretary, Djakarta
1951-53, Second Secretary, Belgrade
1940-43, 1945-48, Bank of Nova Scotia
1943-45, Flying Officer, RCAF

Current Position: Director General, Bureau of U.S. Affairs, Department of External Affairs

R. J. PALIVODA

Province of Alberta

Education: B.A. (Hon.), M.A. (International Relations)

Previous Positions: Bohler Steels of Austria, Specialty Steels Representative
Royal Canadian Army, Officer

Current Position: Department of Federal and Intergovernmental Affairs, Senior Intergovernmental Officer

GERRY P. SCHROH

Employment and Immigration Canada

Education: B.A. (University of British Columbia), Dip. Ed., M.A. (Mexico)

Previous Positions: Special Assistant to Vice-President CP AIR
Counselling Officer, Canadian High Commission, London, U.K.
First Secretary, Canadian Embassy, Vienna
Executive Assistant to the Assistant Deputy Minister, Department of Manpower and Immigration, Ottawa
Special Assistant to Deputy Minister, Department of Manpower and Immigration
First Secretary, Canadian Embassy, Beirut
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Current Position: Director, Western Hemisphere, Foreign Service, Department of Employment and Immigration.

MATTHIAS SCHWARZ

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Education: Agricultural College, Salzberg, Austria
B.A., Carleton University, Ottawa

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Adviser, Natural Gas, Energy Policy Sector.

PHILIP SLYFIELD

Department of External Affairs

Education: B.A. (Hons.) (University of Toronto), M.A., (University of Toronto).

Previous Position: 1962-63, Research Assistant, Official History, Department of Trade and Commerce, Ottawa
1963, Joined the Department of External Affairs
1963-65, Information, Administrative Services and Consular Divisions, Administrative Improvement Unit, External Affairs.
1965-66, Third Secretary, Office of the High Commissioner for Canada, Canberra, Australia.
1966-68, Second Secretary, Office of High Commissioner for Canada, Canberra, Australia
1968-71, Multilateral Institutions Division, Canadian International Development Agency

1971-72, Aid and Development Division, External Affairs.
1972-74, First Secretary, Canadian Permanent Delegation to the
OECD, Paris, France
1974-76, Section Head, Arms Control and Disarmament Division,
External Affairs
1976-77, Deputy Director, U.S. Division, External Affairs

Current Position: Director, U.S. General Relations Division, Department of External Affairs.

CHARLES V. SVOBODA

Canadian International Development Agency

Education: B.A. (Saskatchewan), B.Ed. (Dalhousie), D.P.A., M.A. (Carleton)

Previous Positions: 1974-77, Deputy-Director United Nations Political Affairs Division, External Affairs
1977-78, Assessment and Analysis Group of Federal/Provincial Relations Office
1970-74, First Secretary, Canadian High Commission, Wellington, New Zealand (also accredited to Tonga, Western Samoa and Fiji).
1963, Member of Foreign Service, also served in Cuba, adviser to several delegations to UN Conferences and Assemblies. Author of several articles on UN matters.

Current Position: C.I.D.A. Coordinator, Federal/Provincial Relations, Secretary, Canadian International Development Board.

ROBERT TODD

Privy Council Office

Education: B.A. (University of Toronto)

Previous Positions: Second Secretary and Vice Consul, Canadian Embassy Lima, Peru
Officer, Department of External Affairs, Operations Centre; East Asia Division; Consular Operations Division
Information Clerk, Unemployment Insurance Commission, Ontario.

Current Position: Officer, External Policy and Defence Secretariat, Privy Council Office, Ottawa.

JOSEPH LEON NORMAND VILLENEUVE

Department of Industry, Trade and Commerce

Education: B.Comm. (Laval), M.Comm. (Laval), postgraduate studies in finance and economics at Paris.

Previous Positions: 1963-65, Bank of Canada, Bonds Department
1967-70, Commercial Vice Consul, Melbourne
1970-74, First Secretary, EEC, Brussels
1974-77, Commercial First Secretary, Dublin

Current Trade Commission Service
Position: U.S. Division, Western Hemisphere Bureau, Department of
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DON WAUGH

Province of Nova Scotia

Education: Ph.D. (Dalhousie)

Previous Killam Postdoctoral Fellowship (Dalhousie)
Positions:

Current Chief, Environmental Development, Environmental Assessment
Position: Division, Department of the Environment, Nova Scotia

DALHOUSIE UNIVERSITY

INTERDEPARTMENTAL MEMO

NO.....

FROM.....

DATE.....

TO.....

RE.....

Don

Gil

Negot. Simulation

I attach a copy of a "one-page blurb" on the Cda-US boundary waters negotiation simulation that a number of people with whom I have discussed it have requested. Any comments would be appreciated.

It is just a thought, but we (and others?) might talk at some point and getting non-IR people interested in the simulation.

SIMULATION OF CANADA-UNITED STATES NEGOTIATION (SIM-CUS)

Formal negotiations are a dominant feature of international politics. Moreover, they appear to have become increasingly common and important phenomena in contemporary Canadian-American relations.

Given that most inter-governmental negotiations are carried out behind closed doors, the processes involved are generally not well understood by students of international politics. There have been few treatments of specific negotiations or of negotiation in general in the literature on Canadian foreign policy or Canadian-American relations. The result has been an understandable tendency for courses in these subjects to ignore the question of negotiations. At the same time, the intensity of the process, and the pressures under which negotiators work, cannot be easily conveyed through lectures or written material. Both of these factors--the lack of available case studies and analysis and the desirability of obtaining first-hand experience--suggest the need for using simulation as a tool in understanding negotiations in Canadian foreign policy and Canada-U.S. relations. The negotiation simulation described below is intended to fill in part this need.

SIM-CUS is designed to simulate a formal negotiation between Canada and the United States over a number of related boundary water issues. The general aim for the participants is to reach an agreement on as many of these as possible. The issues include municipal pollution, industrial pollution, phosphates, oil drilling, the International Waters Board, and lake levels. A closed-ended set of possible resolutions is provided for each issue. The overall interests of the two countries are, of course, different on certain issues. Moreover, different departments or agencies are represented on each national team, and the interests of one country's various departments or agencies are also often

somewhat different. A second aim for the participants is to achieve the best possible agreement, in terms of the resolutions on particular issues, both for the country and the department or agency being represented. The pressures stemming from these national and bureaucratic interests are represented in the simulation in terms of personal score sheets for each participant which establish the points to be gained for each possible resolution of each issue and for an overall agreement.

Each national delegation consists of a "negotiating team" and a "governmental team" with four members on each. A total of 16 participants is thus required, although a provision exists for the inclusion of up to about 22 participants. The simulation is normally run during a single day, from about 9:00 a.m. to about 4:00 p.m. with time allowed for a short briefing session beforehand, lunch, and a de-briefing afterward. Preparation for the simulation is not time-consuming; it involves each participant reading through a __ page description and scenario.

DEPARTMENT OF POLITICAL SCIENCE

DALHOUSIE UNIVERSITY

HALIFAX, N.S. CANADA

B3H 4H6

CENTRE FOR FOREIGN POLICY STUDIES

June 15, 1978

✓
To: Gil, Bob
From: Don
Re: Workshop File

While in Ottawa in early June I met over lunch with Bill Greenway, Head, Training Section, Personnel Operations Division, External Affairs (992-9625) and John Graham, Director, Academic Relations Division, concerning our Workshops.

He (Greenway) had gotten generally positive feedback from the latest version, and seemed to feel DEA would send representatives again. His own focus really is the ("training" aspects of the) negotiation simulation; he seemed less aware of other (substantive) aspects of the workshop program. He emphasized that he mainly approved the expenditures and that the staffing section people were more concerned with the questions of who attended, etc. I nonetheless tried to impress on him my strong feeling (shared by a few, but perhaps not all, of us) that having a disparity of rank of workshop participants leads to some problems, particularly in "discussion" sessions, and specifically because junior people tend to be more reticent when senior people (in same Department) are there. I am not sure he understood the point (I repeated it), nor that he will relay the message to his Staffing colleagues.

I also mentioned to him the problem (i.e., lack of response) we had with ITC for this year. He agreed to provide in fall 1978 the name of the then new person who would be his counterpart in ITC. Greenway, though, may not still be in the same position next year. Thus someone should try contacting him early in the fall to check. If he leaves, someone should try to get an introduction to his successor from him and insure he leave a recommendation about the workshop to his successor. For DEA, the matter of Training Division funds for travel and registration is fairly crucial; operating divisions tend not to be free with money for such diversions.

Over lunch with John Graham a few days later, I received a (not surprisingly) more understanding and constructive response. Graham appeared to recognize fully the problem of differing rank and agreed to do what he and his division could to help in that regard in the future. I took this to mean that they would informally "spread the word", and in particular verbally advise those concerned next year

.../2

of the desirability of having participants in the early 30s-early 40s age bracket. Graham also suggested (and I think quite rightly) that we should be more forthright in our advertising, and state this preference as explicitly as possible. He is being posted to Guyana this summer (and, of course, his successor is as yet uncertain), but Brian Long, with whom I corresponded this year, is remaining in Academic Relations. Graham volunteered to convey to Long the substance of our conversation. He also, by the way, had had good reports on this year's workshop from George Cowley (his Deputy) and from Russ McKinney ("a potentially more critical source" in G's words).

III Decision-making

Usually, greatest problem - NT - ICT

Change set - managerial ~~set~~ approach.

I Debrief - The take was the loser -
Talk issue, then talk #'s
artifact - being long -
negot by (),

need to catch a structure of an agreement -
trade-off - setting of priorities -
concrete proposals

Practical -

6 issues - can't get them all
need to divide internally - linkage

took long time to get proposals on table
3:00 Country
not enough time to deal w 700's

II Efficiency - "phasing work over time"
tendency to debate as if these were ^{high} matters of state -
in fact - very practical problems (mundane)

Business style of report -

Nicolson - cf business w. dips

Proble - dips now handling business-like matter

Pollution is a very

Simulation

Preparation meetings -

generally well organized

U.S. had advantage w. Mackinay

Spanning of negotiations -

very efficient - easy agreement on agenda -
movement quickly to discussion of issues

Discussion of Issue 1 -

Break - 11:00

Press release -

"negot is initiative shown in a situation"

Pakistan initiative - put Can's on defensive
able response -

continued debate on Issue 2

11:55 - First ref to firm, "need to identify commonality
in our positions" (Sumbach)

1:30 after lunch.

Issue 3 - phosphorus

claim by U.S. side that phos in effect non-negot.

> run into trouble w. Can - > ref to U.S. pres
simulation

> question of linkage between issues - debate in
principle - agree on possibility

is linkage necessary - yes -
cf. negot by parentheses

* Dispute over press release -

very discriminatory - matter of "enough but
not too much"

2:50

trivia

2:45 Can-EGT - discuss trade-offs

Continued refs to Pres / PM - this just
unrealistic
Comley - irrelevant comments

> "negot won't go unnoticed"

* 3:00

Comley - actually making some proposals
mem. pull - instr. pull - instr.

Should be message from NT's to EGT's now,
informing of proposals on table -

3:20

Chuck - "how are we going to proceed"
must "fish or cut bait"

May 11, 1978

CENTRE FOR FOREIGN POLICY STUDIES - FOREIGN POLICY WORKSHOP

Working Schedule

MONDAY

8:30 - 8:45	Introduction	Munton
8:45 - 10:15	Intellectuals and the American Connection	Stairs
10:15 - 10:45	Coffee	
10:45 - 12:15	Canada, the U.S. and the NIEO	Shaw
12:30 - 1:30	Lunch	
1:30 - 3:00	Science and Technology for Development	Aucoin
3:00 - 3:45	Delphi Forecasting (Round 2)	Munton
3:45 - 4:00	Coffee	
4:00 - 6:30	Free Time	
6:30 - 8:30	Dinner	
8:30 - 10:00	Federal-Provincial Aspects of External Relations (Roundtable Discussion)	Stairs (Chairman)

TUESDAY

8:30 - 12:30	Simulation	Munton/Swanson/Winham
12:30 - 1:00	Lunch	
1:00 - 3:30	Simulation	Munton/Swanson/Winham
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6:30 - 8:30	Dinner	
8:30 - 10:00	Canada-U.S. Relations from the U.S. Perspective	Sigler

WEDNESDAY

8:30 - 10:00	Discussion of Delphi Forecasting	Munton
10:00 - 10:15	Coffee	
10:15 - 12:00	Effect of Domestic Pluralism on Canadian and American Negotiation	Winham
12:00 - 1:30	Lunch	
1:30 - 2:30	Checkout and Preparation for Departure	

NEWSCLIPPINGS

ON

SELECTED BOUNDARY WATERS ISSUES
IN CANADIAN-AMERICAN RELATIONS

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Prepared by Dean Swanson and Don Munton, Centre for Foreign Policy Studies, Dalhousie University, May 1978.

GREAT LAKES PACT SIGNED IN OTTAWA BY NIXON, TRUDEAU

Antipollution Agreement to
Cost U.S. Up to \$3-Billion
Over the Next 5 Years
4/16/72

By ROBERT B. SEMPLE Jr.
Special to The New York Times

OTTAWA, April 15—President Nixon and Prime Minister Pierre Trudeau signed a joint agreement today to begin the large-scale job of cleaning up the Great Lakes, the world's largest reservoir of fresh water.

Under the agreement, the United States plans to spend \$2.7-billion to \$3-billion over five years in Federal, state, local and private funds, and the Canadians will spend about one-seventh that amount.

At a signing ceremony here this morning, Mr. Nixon noted that in recent years "the quality of the Great Lakes water has been declining, with ominous implications for 30 million Americans and seven million Canadians who live near their shores."

'Significant Step'

The new agreement, he said, "represents a significant step toward reversing that decline." The pact, known as the Great Lakes Water Quality Agreement, reflects six years of study and two years of bargaining between the two countries.

"This agreement," Mr. Nixon said, "bears witness to all the world of great concerns which unite our two countries: our common appreciation for the natural heritage which undergirds our national strengths, our common recognition that problems which cross international boundaries require international solutions, and our common confidence that our traditional relationships can grow to meet new demands."

The boundary between the United States and Canada runs through the middle of four of the five lakes—Superior, Huron, Erie and Ontario. The fifth, Lake Michigan, lies entirely within the United States, but at its narrow junction with Lake Huron it contributes much

All 5 Lakes Polluted

All five lakes are afflicted with some form of pollution, including relatively clean Lake Superior. Lake Michigan is befouled by sewage from innumerable industrial and municipal discharges, while Lake Erie is a virtual sump for the sewage effluents of more than 12 million people and for industrial discharges from Detroit, Cleveland, Buffalo and other cities.

American officials who briefed newsmen here this morning conceded that the United States commitment dependent heavily on Congressional appropriations and in addition, the willingness of the Nixon Administration to persuade industry, through legal and other means, to provide up to \$1-billion of the \$3-billion total.

They also acknowledged that other remedial steps to clean the lakes had consistently failed but said that they regarded the latest agreement as a "solemn commitment."

The agreement will not require the Administration to ask Congress for new funds. Instead the Administration will continue to spend, at the current rate, funds appropriated by Congress to finance the Federal share of municipal waste-treatment plants in cities bordering the Great Lakes.

Of the \$2-billion in public funds the project will require, about half will be provided by the Federal Government and about half by state and local governments. Nearly all of the funds will be spent on new and improved municipal waste-treatment systems.

Agreement Was Delayed

By contrast, the \$400-million to \$500-million that Canada plans to spend would be new funds—that is, expenditures above the current level for Great Lakes antipollution work.

Negotiators for the two countries had originally hoped to produce an agreement by last Christmas but were delayed by arguments on the American side over methods of controlling phosphate pollution, which is particularly serious in Lake

Erie.

Canada agreed to force manufacturers of detergents to lower the phosphate content

to 5 per cent by the end of this year. The United States, reportedly under pressure from detergent manufacturers, has chosen instead to build waste-treatment facilities to neutralize phosphates. This decision has been severely criticized by Senator Edmund S. Muskie, Democrat of Maine.

At today's briefing, William D. Ruckelshaus, Administrator of the Environmental Protection Agency, defended the Administration's position by saying that only half of the phosphate problem is caused by detergents and that the other half is caused by industrial wastes and other causes. The Administration's commitment to the Great Lakes clean-up has also been challenged by critics who point out that the Office of Management and Budget earlier this year vetoed a demonstration program costing about \$141-million recommended by Mr. Ruckelshaus' agency. The Administration has since explained that it merely postponed the program until Congress acted on broader legislation.

The signing ceremony this morning, held in the Confederation Room of Ottawa's Parliament building, represented the last official act of Mr. Nixon's two-day visit to Canada.

One step higher in food chain, scientist says

GM 1/21/76

Cancer-causing pollutants are found in Lake Ontario gulls

OTTAWA (CP) — A group of cancer-causing pollutants was found last summer for the first time in wildlife—herring gulls living near Lake Ontario, a Government scientist said yesterday.

David Peakall, chief of the toxic chemicals section of the Canadian Wildlife Service, said the gulls are one step higher in the food chain, bringing cancer-causing agents closer to man. The food chain is the sequence of animals that prey on other animals for food.

Officials from the Canadian Wildlife Service are now studying Lake Ontario perch and coho salmon to see if the fish, which are eaten by gulls and humans, contain appreciable levels of the carcinogenic pollutants.

The pollutants in the gulls were deposited in the Great Lakes mainly by industries, Mr. Peakall said. One family of them, polynuclear aromatic hydrocarbons, are released in the processing and use of petrochemicals, including use in automobiles.

The other family is organochlorines such as DDT, which was widely used as a pesticide, and polychlorinated biphenyls, once widely used but now limited to use as a coolant in electrical transformers. Among common items in which PCBs were used were paints, adhesives and printing inks.

Organochlorines of this type are very hard to break down and experts estimate they may stay in the environment as long as 500 years.

Now, hydrocarbons seem to be longer-lasting than previously thought.

"We used to think that the hydrocarbons weren't very stable and broke down quickly in the environment. They're much more stable than we thought, although I won't hazard a guess as to how long their life span is," Mr. Peakall said.

Mr. Peakall said cancer had not been found in the gulls caught last summer near Kingston, but several had birth defects such as splayed legs and crossed beaks—jaws do not fit so that the bird cannot eat. These defects may have been caused by the pollutants.

Mr. Peakall said chemicals that cause cancer often cause birth defects as well.

"I don't think the presence of PAHs is overly significant for wildlife, but I think that it's a major potential hazard for human health. If the PAHs are found in fish, then we have a carcinogen in potential human food," he said.

Among the 14 hydrocarbons found in the gulls, five were known to cause cancer in test animals and may cause it in humans, Mr. Peakall said.

One, benzpyrene, which is strongly carcinogenic and found in air pollution and cigarette smoke, already has been called a causative factor in lung cancer by medical researchers.

In addition to the 14 different types of PAHs found in the fat of the gulls were 15 types of organochlorine compounds including DDT, dieldrin, another pesticide, and PCBs.

Mr. Peakall said these chemicals, which are known to interfere with normal reproduction, have affected the herring gulls on Lake Ontario which had a reproduction rate "only one-fifteenth the overall production of the best Great Lakes colony" in 1975, which was on Lake Superior.

He warned that the study of

gulls, done jointly with the Canadian Centre for Inland Waters at Burlington, is not enough to draw definite conclusions. But he said the high levels of chemicals found is a matter of concern.

Michael Gilbertson, head of Environment Canada's PCB task force, said he was worried about the high levels of

PCBs found in the gulls, especially since it takes so long for the chemical to break down.

"We're dealing largely with a compound which was put into the environment before we knew what it would do. All we can do now is watch it."

Dr. Harold Grice, chief of the federal Health Depart-

ment's toxicology division, said he thought the wildlife service's findings posed little threat to humans.

"The vast majority of fish eaten by people don't contain these compounds. There's probably more benzpyrene in the smoke from a cigarette than there is from eating most fish," he said.

Problems around cities

Upper Lakes water excellent, IJC told

By PETER WHELAN
Globe and Mail Reporter

WINDSOR — The water quality of Lake Superior and Lake Huron is generally excellent, degraded mainly where people are concentrated in industrial cities, U.S. and Canadian experts said yesterday.

After a three-year study, the Upper Lakes Reference Group of the International Joint Commission described the lakes as mainly the type of clean water that Canada and the United States would like to have in the more polluted Lower Great Lakes, Erie and Ontario.

The IJC, a Canadian-U.S. agency responsible for monitoring border problems, yesterday began a four-day review of the Great Lakes Water Quality Agreement of 1972. Despite the general excellence of the water, the commission heard about numerous localized problems.

Canadians, who have pointed to the United States for general slowness in pollution control under the 1972 agreement, were cited for the only specific violation of the guideline against polluting across the border. Phenols from Algoma Steel Corp. in Sault Ste. Marie and from the

city itself crossed to the U.S. side of the St. Marys River at violating levels, the reference group found.

Ontario Environment Ministry officials said later that controls are being installed now under a program with a 1977 deadline.

The reference group, whose members come from provincial, state and federal regulatory agencies in both countries, reported that Superior and Huron both suffered to degrees from degradation by nutrients like phosphorus, organic materials and bacterial pollution. Most problems are localized near cities.

Water quality in western Lake Superior "has been severely degraded" by asbestos from Reserve Mining Co. at Silver Bay, Minn. A U.S. court recently gave the company a year to stop dumping asbestos-bearing taconite.

Charles Ross, an IJC member from Maine, puzzled over "a curious kind of dichotomy" in the experts' findings, the generally high water quality coupled with pollution problems found along shorelines. He got an apology for the lack of any simple, clear-cut picture.

The reference group admitted to many more complexi-

ties than were anticipated. One is that clean water is unlikely without air pollution control. The group estimates that pollution from the air puts 15 per cent of the phosphorus and 30 to 40 per cent of the lead and copper into the Upper Lakes. It could not trace this pollution to sources or predict reductions.

Looking ahead to the year 2020, the experts saw comparatively slow growth—to the point where 2,000,000 Americans and 1,000,000 Canadians would be living around the two lakes—and good chances of keeping the pollution in check. At the moment increased pollution from growth seems to be gaining a bit on improving control methods, said group member William McCracken of the Michigan Natural Resources Department.

The reference group recommended further action against nutrients such as phosphorus, which make the long types of algae grow in water. Five Ontario centres and four in Michigan degrade local waters with phosphorus. In Ontario, the group urged new controls untreated wastes at Goderich and Thunder Bay plus close monitoring of new facilities at Penetanguishene, Midland and Collingwood.

July 20/76

G.M.

'Magnitude of the problem' unforeseen

G+M 12 Mar 76

Lakes cleanup to take more than decade

OTTAWA (CP) — It will be more than a decade before water quality objectives of Canada and the United States for the Great Lakes will be achieved, the International Joint Commission said yesterday.

In its third annual report on water quality the IJC says that when the joint agreement to clean up the lakes was signed in 1972 "the parties . . . could not have foreseen the magnitude of the problem."

The commission says many people felt that because the Great Lakes Water Quality Agreement of 1972 stated that programs to improve water quality should be "either completed or in the process of being implemented by Dec. 31, 1975," many residents of the area were "led to believe that between 1972 and 1975 the lakes were to be cleaned up."

This is not so, it says.

It says some actions against pollution have immediate effect. Others take 15 years or more to become totally effective.

"The parties in negotiating and signing the agreement in 1972 could not have foreseen the magnitude of the problem."

... The commission now speaks of a decade or more before the goals of the agreement can be fully realized," the report says.

The agreement, signed with fanfare when the then President, Richard Nixon, was visiting Ottawa, is a Canadian-U.S. agreement to take measures necessary to restoring and enhancing the water quality of the Great Lakes.

The IJC was given the task of assisting both governments and was given some powers, responsibilities and functions.

The report deals with water quality to the end of 1974 and warns that it may be difficult to maintain the momentum of the cleanup because of the energy crisis, inflationary pressures and other factors.

It recommends "early and continuing discussions" on controls, sale and disposal of polychlorinated biphenyls, known as PCBs. This chemical, accumulating in water, "is a cause of concern because of the human health implications and possible adverse effects on fish . . ."

The IJC asks both governments to set up a formal group to co-ordinate the study of asbestos fibres in lake water.

The commission says the water quality in open waters of Lakes Superior, Michigan and Huron is generally good. Problem areas exist along the shorelines.

Lake Erie shows apparent improvement in chloride concentrations and phosphorous concentrations on the western basin. However, oxygen depletion had not improved.

For the first time Lake Ontario showed early signs of oxygen deficiency in the deeper waters. Local problems existed near tributary mouths and population centres along the shoreline.

Levels of PCBs in Lake Michigan fish showed no evidence of being reduced and

were in excess of U.S. Food and Drug Administration tolerance levels. DDT levels in fish continued to decline.

The commission listed 69 problem areas along the Canadian and U.S. shores of the lakes and recommended that changes in the water quality there be used as the principal basis for measuring the effectiveness of remedial programs.

The report warned that U.S. and Canadian water quality surveillance programs do not provide sufficient information.

The report contains a number of recommendations including:

—Federal, state and provincial governments develop co-ordinated programs to control such things as PCBs in fish and institute the programs at the earliest possible date.

—The federal governments of both countries develop

agreed compliance dates for major programs required by the agreement.

—All governments provide sufficient money to assure completion of municipal sewage-treatment plants by target dates.

—Both federal governments develop without further delay compatible regulations to control wastes from vessels using the lakes.

The report looked with a bit of optimism on the problem of stopping pollution from municipal sewage because U.S. funds are becoming available.

The U.S. Environmental Protection Agency had significantly reduced difficulties in implementing amendments to the federal water pollution control act.

In Canada, despite some minor delays, most of the areas with sewers of the

Great Lakes basin were receiving a adequate sewage treatment by the end of 1974.

"There is need to continue vigorous support, including financial, for the updating and improvement of sewage treatment works to accommodate growth and correct the problems arising from combined storm and sanitary sewers."

The commission said urgent action is needed to deal with discharges from vessels on the lakes. It notes there has been no agreement on the matter between the various governments of the basin and that, as pollution from the shore is being dealt with, this form is becoming of increasing importance.

It warns if there is no agreement by this year on the matter the entire spirit of the international agreement will be weakened.

Control programs 'imperative'

Gal W March 31, 1977

Poisons serious problem for Lakes, report says

OTTAWA (CP) — Long-lasting poisonous chemicals and heavy metals such as mercury "may well be the most serious problem governments face in ensuring future beneficial uses of the Great Lakes," a special International Joint Commission report released yesterday says. The report, a review of the effectiveness of the Great Lakes Water Quality agreement signed by Canada and the United States on April 15, 1972, says toxic substances in the lakes pose serious threats to water quality, fisheries, human health and the ecosystem in general.

"Too little is known of the identity of these substances, their sources, amounts present, characteristic forms and behavior and their effects," the report says. "Control and monitoring programs are imperative, but research is urgently required to permit both the early identification of such substances and the establishment of appropriate water quality objectives."

The report said some sort of early warning mechanism is urgently needed to identify any new chemical substances "that might present risks to health and the environment if discharged into the waters of the Great Lakes Basin."

The report notes that both Canada and the United States recently passed legislation to control such long-lasting poisons but "whether or not this legislation is adequate to protect the environment from all known and future adverse effects of toxic contaminants is still to be determined."

The report says the IJC also considers radioactivity "a major potential threat to public health and intends to monitor developments closely." It

urges the U.S. and Canadian governments to establish refined radioactivity water quality objectives.

The report says that although early hopes for a quick clean-up of existing Great Lakes pollution and prevention of further pollution have proved too optimistic

"much has been achieved and the stage is set for continued progress towards the goals of the Great Lakes Water Quality Agreement."

It says the clean-up problems which lie ahead are both short and long-term.

"Effective municipal and industrial waste treatment

and phosphorus removal facilities are still a short-term priority," it says. "The problems involved in reducing pollution from diffuse sources such as atmospheric fallout and various land-use activities will require more time for solution but are nonetheless important."

The report says the time frame for the water quality agreement lapsed Dec. 31 1975, and the deadline for dealing with such pollution concerns as toxic contaminants, air pollutants and storm sewer problems should be set up so progress in these areas can be assessed.

Great Lakes health better

CJA April 1978

LONDON, Ont. (CP) — Significant strides have been made in controlling industrial and municipal pollution of the Great Lakes in the last five years, the chairman of the advisory committee of the Canada Centre for Inland Waters said Tuesday.

Dr. Edward Pleva told the 84th annual meeting of the London Council of Women that it is only a matter of time before there is much better pollution control.

Dr. Pleva, head of the geography department at the University of Western Ontario, said that "we are in the process of cleaning up (at points of discharge) pollution and installing new systems to prevent it in the future."

He also served as a local chairman on one of the 17 citizens' groups, in Ontario and the United States, that advise a committee of the International Joint Commission about the effect of land use on lake pollution.

Dr. Pleva said the commission is beginning to concern itself more with what he called non-point pollution, which includes acid rain from high stacks and automobile emissions, agricultural run-off, mining and forestry activities and the effects of navigation and cottagers.

Non-point pollution problems are immensely harder to solve, he said.

Poisoning of Lakes cited in IJC report

APRIL 5, 78 ^{Jim} By JOHN PICTON
Globe and Mail Correspondent p. 3

WASHINGTON — What appear to be contradictory statements on the quality of water in the Great Lakes are contained in the latest annual report published by the International Joint Commission.

The IJC is a quasi-judicial organization that oversees environmental issues between Canada and the United States.

In the report, which is for the year 1976, the commission says that as a result of large expenditures on remedial measures, "the continued degradation of the lakes has been substantially checked."

However, in the same statement, it says its members "are concerned with the growing evidence of the dangers of toxic chemicals in the lakes."

This is due to the failure by authorities "to implement enforcement measures on industrial and municipal sources of pollution."

The statement says that "the lack of major improvement in over-all water quality is due, in large part, to the size of the lakes and their resulting slow response to remedial programs."

Citing the Canada-U.S. Great Lakes Quality Agreement of 1972, the commission also says that "progress toward the goals of the agreement continues to be slow and uneven."

In 1976, municipal phosphate discharge into Lake Erie and Lake Ontario — while lower than in 1975 — remained "significantly higher" than targets set under the agreement.

Treatment plants behind schedule

Sewage treatment plants in Detroit and Cleveland — cities that account for almost two-thirds of such discharge into Lake Erie — were reported behind schedule and their operation remained of the "highest priority."

Few of the major treatment plants in operation were meeting phosphorous affluent limitations set in the agreement, while even more stringent targets can be achieved with current technology.

"In many cases, the failure to meet the limitation appears to be associated with inefficient operation of the treatment facilities."

The report says that combined sewer overflows and stormwater flows from urban areas are reaching "serious proportions" and contribute "significant amounts" of a wide range of harmful substances to the Great Lakes.

It is a matter of "high priority" that there be increases in manpower and in funds to combat the problem.

The commission talks about "an apparently uneven approach" to industrial pollution control in Canada and the United States.

Comparing regulations in both countries, "it appears that both the setting of regulations and their enforcement are more flexible in Canada than in the United States."

The IJC suggests that the relative effectiveness of the two countries' program be studied "to clarify the nature and extent of this problem."

In a passing reference, the commission says the "preliminary" information indicates that a problem may exist with lead and lead components in the Great Lakes, similar to that experienced with mercury.

The report expresses "concern" about the time being taken by the two governments to develop a joint policy on radioactivity bordering on the Great Lakes.

If there is no agreement in the near future, it recommends that the public be given the reasons.

The report says there were 12 nuclear generating stations situated on the Great Lakes Basin in 1976, with a total of 20 nuclear reactors, all using the water of the lakes for cooling.

GY
 Aug 20
 1976

U.S., Canada agree to ask IJC to study power plant's effects

Special to The Globe and Mail
 REGINA — Following repeated requests from Montana residents, the U.S. and Canadian governments have agreed to ask the International Joint Commission to study the effects on boundary water quality of a controversial thermal power plant in southern Saskatchewan.
 Grant Mitchell, the provin-

cial deputy minister of the environment, said the Canadian and Saskatchewan governments have not agreed with the U.S. and Montana governments on what the IJC's specific terms of reference should be.

When the two sides agree on the terms, the IJC will begin its second round of hearings on both sides of the border on the effects of the 300-megawatt coal-fired power plant under construction near Coronach, Sask.

In the first round of hearings last May, the IJC was to study only the apportionment of water flowing in the East Poplar River between the two countries. The river rises in southern Saskatchewan and flows into Montana.

But farmers continually raised concerns at the hearings about air and water quality. They asked that the scope of the IJC's authority be expanded.

Water in a reservoir built on the East Poplar is to be used to cool the generating unit, which is to be completed in 1979.

Mr. Mitchell said the U.S. proposals for the IJC's terms of reference in the next round of hearings are too broad and would duplicate studies already completed in Saskatchewan.

Asked why the IJC was not authorized to study water quality in the earlier hearings, he said the four governments could not agree this should be done.

The Saskatchewan and Canadian governments thought "the procedures we put in motion to study this question were quite adequate and that's still true, but the U.S. and Montana governments didn't think so," Mr. Mitchell said.

A further study "might be one way of reassuring them," he said.

Support indicated for pollution pact 1970

By THOMAS CLARIDGE

Globe and Mail Reporter

HAMILTON — Canadian support for new international agreements and machinery to combat pollution of the Great Lakes was indicated last night by John Austin, recently appointed Deputy Minister of Energy, Mines and Resources.

Speaking to water resource experts from 16 countries on behalf of J. J. Greene, Energy Mines and Resources Minister, Mr. Austin said both the Canadian and U.S. Governments have been receiving sound technical advice on how to fight Great Lakes pollution.

"The present challenge is for the governments concerned to develop effective co-operative machinery to insure that programs are carried out on both sides to carry out the advice we are receiving," he said.

His remarks echoed a call Monday by a member of the Great Lakes Basin Commission for formation of a new international agency to manage water resources of the Great Lakes area. Clifford McConnell of Pennsylvania suggested plans for the new agency be advanced through the U.S. section of the International Joint Commission.

Mr. Austin said more effective legislation and more money to fight pollution are needed in both countries but will not be enough.

"To insure the necessary co-ordination of programs in the two countries we also need to devise an improved international framework within which the two countries can exchange commitments to carry out programs to meet agreed objectives and jointly carry out the measures recommended . . ."

He expressed hope that in the short run Ottawa and

Washington would agree to assign a more important anti-pollution role to the IJC, which has been only an advisory body.

In the longer run, further growth of cities and industry would produce a corresponding increase in the demand for water. "With these new demands and needs . . . there will be a compelling urgency to work out new international arrangements for Great Lakes water management which will adequately assure to both countries their equal share to the use of the waters."

He told members of the Organization for Economic Co-operation and Development (OECD) water management research group that he hopes efforts to solve the Great Lakes' problems will help countries with similar problems.

Great Lakes Shore Towns Await 'Flood of the Century'

1973

By WILLIAM K. STEVENS

Special to The New York Times

PORT CLINTON, Ohio, Feb. 24—The 7,200 people of this normally relaxed fishing and resort town on the southwestern shore of Lake Erie are waiting for disaster to strike.

They expect it in a month or two or three, whenever the first three-day northeast gale of 1973 roars across a lake swollen by the spring thaw to its highest level on record. The northeaster's 50- and 60-mile-an-hour winds are expected to push billions of gallons of water onto the south shore of the lake. It will be, they say hereabouts, as though a gigantic, brimful saucer were suddenly tipped.

Here and all along the shores of Lakes Erie, Michigan, Huron, Ontario and Saint Clair, citizens are piling up sandbags, building dikes and otherwise bracing for what the Army Corps of Engineers says will be the Great Lakes flood of the century.

Some communities are for

the most part waiting helplessly, sure that their best efforts will not keep the waters away. Port Clinton, for instance, is particularly vulnerable to the combination of high water and high wind, situated as it is on a narrow neck of land between Lake Erie and Sandusky Bay.

"If it comes like everyone is predicting, you'll find that Port Clinton is the Venice of Ohio," Mayor John Fritz said the other day.

Three straight years of abnormally high rainfall have raised Lakes Erie and Saint Clair to their highest levels—two feet and more above average, five and six feet above past low-water marks—since record-keeping began in 1860. Towns along Lakes Michigan and Huron are experiencing their highest waters since 1900. Lake Ontario is expected to reach near-record high levels by spring.

In these lakes, any high, sustained cross-lake winds of the kind that invariably

come in the spring are said to pose substantial threats to windward communities. Only Lake Superior, where the water level has been deliberately controlled for some years, appears likely to substantially escape flooding.

"We're all living in fear, there's no question about it," said Mrs. Cecelia Minear, a waitress in the dining room of the Island House Hotel, a quaint brick hostelry just a block from the Portage River, near where it enters into the lake.

Are such fears exaggerated? Not according to Gary Turner, a shoreline management specialist for the Ohio Department of Natural Resources in Columbia. "There's no doubt in my mind that, given a storm, they [in Port Clinton] are gone," he says.

The water of the Portage River is now nearly flush with the concrete surface of the foot of Madison Street, and it is expected to get nearly a foot higher in the spring.

Three times in the last three months, northeast winds have pushed the water past the Port Clinton Fish Company and the Fisherman's Wharf Marina and Bait Shop, right to the door of Clinton Auto Parts, a half-block from the shoreline.

And during a northeaster last Nov. 14, the water came into Clinton Auto Parts. "It was up to there," said Dick Rhode, a counterman, indicating a spot on a door jamb about eight inches from the floor. That is perhaps three feet above the shoreline half a block away.

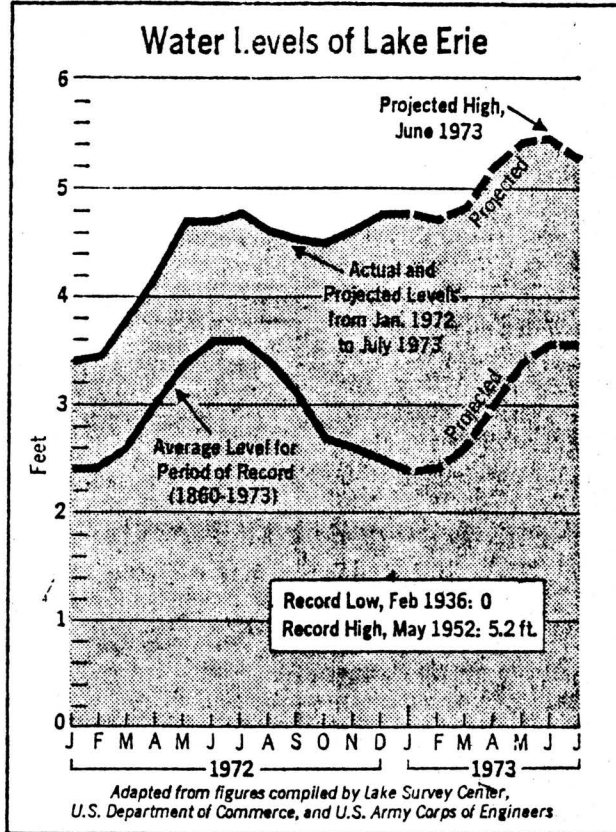
Storm Is Convincing

The Nov. 14 storm, which caused an estimated \$3-million in damage in the Port Clinton area alone, made believers out of many who had not been before.

To the east of town, out on the Marblehead Peninsula, the November waves cracked to pieces a 200-yard-long dock of solid concrete that had stood for a hundred years. They tore apart the wooden docks at Limpert's Marina, not far away.

James E. Patz and his family had to evacuate their home west of Port Clinton, nearly a mile from the lake, when water poured through the living room picture window and rose to window level on a neighbor's car. "I've lived here all my life, and I thought I was safe," Mr. Patz said.

When the Patzes were evacuated by boat, they took along a wild rabbit whose fear of humans vanished in the face of the flood. Five



Adapted from figures compiled by Lake Survey Center, U.S. Department of Commerce, and U.S. Army Corps of Engineers

The New York Times/Feb. 25, 1973



The New York Times/Feb. 25, 1973

hunting dogs across the way were not so lucky. Tethered, they drowned.

A little farther west, the November storm destroyed many beachfront homes. John Verb, 31 years old, and his family had to be evacuated by helicopter from their \$27,000 home, which soon became a wreck valued at \$8,000. Like many other area residents, he is trying to get a Small Business Administration loan to repair the damages.

"I love this place," said a wistful Mr. Verb. "In the summertime it was so beautiful."

Vast Losses Expected

Ohio has made no estimate of the damage that might result from the expected spring floods, but Michigan has. That state's Department of Natural Resources has calculated that Michigan alone will suffer \$112-million in damage, the most since the last major Great Lakes flood in 1952.

The lakes are subject to periodic "highs" and "lows," depending on long-term rainfall patterns. Previous "lows" were in 1926, 1934, 1936 and 1964. In 1964, the low water levels disrupted shipping, left marinas and boat operators high and dry, destroyed fish aid wildlife habitats and depressed shoreline land values. Previous "highs" were in 1929 and 1952, but the levels

of those years are expected to be exceeded in 1973.

Many people in Port Clinton and elsewhere wonder why it is not possible to control the lake levels by regulating the flow of water artificially—manipulating the Welland Canal between Lakes Erie and Ontario, the Chicago Sanitary and Ship Canal, and the gates across the Saint Marys River outlet from Lake Superior at Sault Sainte Marie, Mich.

Water flows "down" from Lake Superior, the highest of the lakes in terms of elevation, to Lake Ontario, the lowest. The levels in Lake Superior are regulated by manipulating the gates at Sault Sainte Marie and the dams that control water flow between Lake Superior and Hudson Bay.

The International Joint Commission on the Great Lakes on Feb. 1 closed one of

two remaining open gates on the Saint Marys River in an attempt to reduce the flow into the lower Great Lakes — a course that has raised cries of protest from property owners along the Lake Superior shoreline near "the Soo." There, as along the other Great Lakes, rising waters have rapidly eroded beaches and threatened houses. Even so, it is predicted that this course will not reduce levels on the lower lakes for a year, and that offers no help for this spring.

B. G. DeCooke, chief of the Great Lakes Hydraulics and Hydrology program for the Corps of Engineers in Detroit, said that artificial factors were "not material" in the present situation in comparison with natural factors. In short, the lakes are at the mercy of nature, and people must prepare for the worst as best they can.

Under its Operation Foresight program, the corps is distributing tens of thousands of sandbags to lakeside communities and in some cases is building dikes to block the waters.

One such place is Saint Clair Shores, a community of 90,000 on Lake Saint Clair just northeast of Detroit. There, on these February weekends, residents have been turning out in droves to build sandbag ramparts along the canals that lead from the lakes into the heart of the city, and the corps intends to build dikes along the lake-front before the spring storms hit.

Fun at the Dikes

There is almost a carnival spirit to the citizen work in Saint Clair Shores. Boy Scout troops, Army reservists, teenagers who "want to have fun and meet people" and neighbors from nearby blocks all pitch in. In terms of community spirit, it is much like an old-fashioned house-raising, complete with hot coffee and, sometimes, beer.

"Those sandbags weigh 10 pounds in the morning, 50 at noon and 250 at five o'clock," joked one resident.

"I've taken off five pounds in the last two weeks and I needed it," said another.

All in all, Saint Clair Shores believes it will be huttoned up securely before spring.

That cannot be said in many other communities, including Port Clinton.

Hugh rocks have been piled along the town's Lake Shore Drive to keep it from washing away, as it partially did last November. The corps has supplied some 40,000 sand-

bags to officials in the town and surrounding Ottawa County.

"Everyone's calling for them," said Howard Brown, Ottawa County Civil Defense Director. "The phones are ringing night and day."

But neither Mr. Brown nor anyone else has any illusions. "We know we can't stop it with sandbags. We can only try to stop it from being so bad."

As Mayor Fritz of Port Clinton explains it, there are just too many fingers running from the lake to the city to block them all. "So we'll just sandbag individual stores and such and let the water come," he said.

He predicted that in the event of a "real three-dayer" the entire Port Clinton peninsula and the town's neat, brick-paved elm-lined streets will be awash, converting the higher ground to the east into an island.

"If that happens," says Ray Sperber, news editor of the Port Clinton News Herald, "an ark won't help us."

But helicopters and amphibious vehicles will, and they are already on hand. Further, the town has asked that it be declared officially a flood plain by the Federal Government so that residents may

be eligible for flood insurance. But Mayor Fritz does not believe that will happen before the floods come. Why has the town waited so long?

"Nobody really expected this to happen," he says. "We thought it could never happen to us."

Other fears remain. Police Chief Henry Jacoby worries that the sanitary sewers will be flooded, posing a serious health hazard.

"Diphtheria, yellow jaundice, the whole bit," the Chief said. "We'll be sticking each other with needles then."

Mostly, Port Clinton feels, there is little that can be done. Except pray.

Thursday, April 27, 1970 THE MAIL-STAR 55

Lake puts government in 'deep water'

OTTAWA (CP) — The government is doing all it can to manage the rising level of Lake Ontario, but "we're getting into pretty deep water," said Environment Minister Len Marchand Wednesday in the Commons.

Marchand was replying to a question from George Hees (PC—Prince Edward Hastings) who said Lake Ontario is one foot above normal and shoreline residents have experienced serious property damage.

Marchand said he is hampered by two considerations: the government cannot control the amount of water coming into Lake Ontario from Lake Erie and if it lets too much water out of the lake, problems

will occur in the Montreal area and along the St. Lawrence River.

Hees accused the minister of paying more attention to the shipping companies using the St. Lawrence River than to property owners on the lake.

G+M
10/28/70

No benefit Lakes future clouded

By THOMAS CHADGEE

The Great Lakes will not benefit from a proposed ban on phosphates in detergents sold in Canada, an industry researcher declared yesterday.

R. D. Gibson, research manager for Diversey (Canada) Ltd. of Clarkson, said only 5 per cent of the phosphorus entering Lakes Erie and Ontario comes from Canadian detergents.

"Obviously, for a detergent phosphate ban to be effective, the United States would have to institute it also," he told a seminar at the Ontario Hospital Association convention. "But the U.S. is just not prepared to do this."

Regulations under the Canada Water Act now limit the phosphate content in laundry detergents to 20 per cent in terms of sodium tripolyphosphate. J. J. Greene, federal Minister of Energy, Mines and Resources, said last week the Government may invoke a complete ban on phosphates in detergents before the end of next year.

Mr. Gibson said advocates of reducing the level of phosphates in detergents assume that the reduction will be matched by a gradual improvement of algae-infested lakes.

"This is just not the case," he said. "Only a small amount of phosphorus is necessary to support algal blooms, and there is reason to believe that there is already more than this level present in our waters now." Recycling of the phosphorus would continue to support algae "for a good long time."

Mr. Gibson said the lakes receive as much phosphorus from human wastes as from detergents, and an undefined additional amount from natural and agricultural runoff. "For example, runoff from cattle wastes on farm feedlots is a major contributor."

A former researcher for the Ontario Water Resources Commission, he said the key question to be asked is whether complete phosphorus removal at post-treatment plants can be achieved in a reasonable time.

He said that only 25 per cent of the U.S. population in the Lake Ontario drainage basin was served by secondary sewage treatment plants in 1964. The comparable figure in Ontario was 82 per cent.

Nutrient removal could be provided at secondary treatment plants for between two and five cents per 1,000 gallons of sewage. He calculated the annual cost in Metro Toronto, about 50 cents a person.

Despite the "honestly held beliefs of myself and my colleagues in our industry" about the value of eliminating phosphates from detergents, he said, conscientious efforts are being made to find a substitute for phosphates.

"Some have said, 'Use soap.' There isn't nearly enough fat available in sufficient quantities to satisfy the North American market. In any case, soap just cannot be successfully used in most modern cleaning operations."

He said sodium nitrilotriacetate (NTA) is being investigated as a possible phosphate substitute "but it will be some years before its safety is established and sufficient supplies are available to completely replace phosphates."

"Would you invest capital now to produce a material that in two years may also be outlawed?"

He said his own firm has introduced 24 new phosphate-free industrial detergents—"one for every major application in every industry that we supply."

"The resulting sales have been astounding—nobody is interested!"

Mr. Gibson said that while some of the products cost a little more and others don't perform quite as well as the "phosphated" alternatives, they were among the best phosphate-free materials available. He suggested the lack of interest could be attributed either to doubt that there would be any real benefit to the environment or to refusal "to pay the price of pollution control."

The researcher said there is even continuing doubt among scientists as to whether phosphates or carbon materials are the primary controlling factor in the growth of algae.

"Swedish authorities, including Dr. Bouveng, the technical director of the laboratories of the Swedish Water and Air Pollution Research Institute, are accepting the so-called carbonaceous theory—the theory which associates accelerated eutrophication and algal growth with domestic sewage discharges."

Phosphate Pollution Control Agreement

2/17/70

By DONALD NEWMAN

Globe and Mail Reporter

OTTAWA — Canada and the United States are to embark on a joint program to eliminate phosphates in laundry detergents that have been polluting North American water courses.

Energy and Resources Minister J. J. Greene yesterday said that legislation will be introduced to begin reducing the amount of phosphates in detergents by this summer and that the substances will be outlawed in laundry products by the end of 1972.

He outlined the timetable for banning phosphates in an interview, after announcing to the Commons the joint Canada-U.S. approach to their elimination.

Phosphates, which give detergents their whitening powers for laundering clothes, speed the growth of algae when dumped into water, using up the oxygen in the water and killing the marine life.

A recent report commissioned by the International Joint Commission—which supervises water courses shared by Canada and the United States—said phosphates and pollutants had virtually killed Lake Erie, and were threatening all forms of marine life in Lake Ontario.

Mr. Greene said discussions will be started shortly with provincial ministers responsible for pollution control "to attempt to achieve a plan of control and ultimate replacement of phosphates that is mutually acceptable."

Outside the Commons, Mr. Greene said a legislated ban on phosphates is necessary because the larger companies manufacturing detergents had indicated they would not voluntarily remove the substance from their products.

The minister said that in meetings with the detergent manufacturers the company representatives had claimed there is no substitute for phosphates that can be used in detergents.

"They are working as hard as they can in finding one. I've come to the conclusion that with mandatory regulations they'll work even harder to find a substitute."

Officials in the Energy and Resources Department indicated that at present phosphates make up anywhere from 30 per cent to 60 per cent of the composition of laundry detergents.

Initially, the permissible amount in detergents will be reduced to "minimum practicable levels," a term still to be arbitrarily defined.

Later, under questioning in the House of Commons, Mr. Greene said he saw no benefit in requiring detergent manufacturers to print the amount of phosphate in their products on the side of their packages, because it tends to promote rather than limit the sale of phosphates.

"We have considered that but have discovered in our research, not only carried out in this country but in research in other countries where similar approaches have actually been tried, a strange manifestation of the female of our species.

"She went out and bought detergents with the highest phosphate content, which cleaned the old man's clothes cleaner."

He told reporters later that detergent manufacturers had argued against the phosphates ban on the grounds that there is nothing poisonous about the substance.

The detergent companies had also warned that substitutes may turn out to do more ecological harm than phosphates. It took 10 years to learn of the trouble excessive phosphates in water create, Mr. Greene said.

Phosphorus controlled
GM 2/28/76
Lake Erie algae
reduced by 40%

Suspended algae in the western basin of Lake Erie was reduced 40 per cent by the end of 1975 from pre-1970 levels, Ontario Environment Minister George Kerr said yesterday.

He called the reduction clear proof of the effectiveness of the provincial phosphorus control program. Phosphorus nourishes extensive blooms of the algae. A multi-million-dollar program has added phosphorus removal facilities at sewage disposal plants.

Speaking to the Lakehead Region Conservation Authority at Thunder Bay, a pulp and paper centre, Mr. Kerr offered reassurances that he does "not intend to zero in on the pulp and paper companies to literally club them into taking on an expensive program in environmental protection which, at this time, the industry collectively can ill afford."

He said "a few newspapers" have overstated the ministry's intentions in a series of meetings with pulp and paper companies.

Mr. Kerr said he intends to set cleanup objectives, timetables and rates of spending "which the industry can handle in stride."

GM 3/22/69

Erie Oil Study

The United States and Canada have authorized a study to determine whether drilling for oil and gas under Lake Erie would result in further pollution of the Great Lakes.

Prompted by the recent oil spillage off the California coast, letters from both nations to the chairmen of the International Joint Commission studying pollution in the Great Lakes requested study of these problems:

- Whether existing safety requirements on drilling and production are adequate.

- Whether existing methods of confining or dispersing a major oil spill are adequate.

- Whether present contingency plans to confine and clean up transboundary pollution are adequate.

Meanwhile, The State Department announced that Canada has accepted a U.S. proposal for temporary diversion of part of the water flow over the American side of Niagara Falls to permit an on-site beautification study.

Buffalo Evening News
5/3/69**No Drilling in Lake**

A State Conservation Department public hearing in Buffalo this week on its proposed rules for regulating oil and gas drilling in Lake Erie elicited strong opposition to the whole idea of opening up the New York State controlled portion of the lake to offshore drilling.

The objection to leasing the underwater lands for this purpose seems well founded.

After the pollution disaster in the Santa Barbara channel, the need for the utmost prudence should be evident to all. That is particularly true, because we are not aware of any urgent economic necessity to exploit Lake Erie in this way. Certainly the meager public revenue and other benefits that might be obtained from such operations could scarcely justify the risk of irreparable injury to a water resource on which the Niagara Frontier and other regions now vitally dependent for drinking water, commerce and industry, recreation, and fish and wildlife.

It is true that drilling has been safely carried on for several decades on the Canadian side of the lake, but the significant fact is that no one can entirely rule out the chance of some future ruinous mishap. While presumably only natural gas would be produced, here again the possibility cannot be dismissed that lake drilling operations might tap oil deposits. "The dangers of oil destined or are well known," the League of Women Voters pointed out at the hearing. "Human beings cannot tolerate its consumption. Oil and its various components cannot be removed from the water supply through presently known filtration methods."

We find not at all reassuring the Conservation Department's assertion that the possibility of a Santa Barbara-like occurrence in Lake Erie is "extremely remote." Sometimes, as holders of winning lottery tickets will happily attest, long shots do come in. Even an outside risk of a pollution emergency must be considered too great to accept in the light of the tremendous stakes involved and the decidedly minimal public gains.

Yankee horse-trading

G & M

5/25/77

By GEOFFREY STEVENS

OTTAWA

One of the popular tenets (or fictions) in Ottawa is that disagreements between Canada and the United States are always dealt with on their merits, on a case-by-case basis. There is no unseemly horse-trading, no nasty quid pro quos, no you-scratch-my-back-and-I'll-scratch-yours. This is the official line, and there may be someone, somewhere, who actually believes it.

Say what you will about American politicians, however, they don't fool around. They don't try to disguise the links between bilateral issues. They don't hesitate to use leverage on one issue to gain concessions on others.

The dispute over the convention-tax provisions of Section 602 of the U.S. Tax Reforms Act of 1976 is as good an example as any. The purpose of the section is to clamp down on Americans who vacation abroad under the guise of attending conventions. The section prevents a taxpayer from deducting the cost of attending more than two meetings held outside the United States in any given year. He is limited to claiming economy air fare and a stingy per-diem for meals, hotel, entertainment, laundry, etc. (for Toronto, the allowable per-diem is \$46). In addition, the convention must schedule six hours of business sessions each day and the conventioneer must attend at least two-thirds of them.

This new provision has led to the cancellation of a number of conventions planned for Canada. Estimates of the loss to Canada of tourist revenue vary wildly, but the annual total is certainly in the tens of millions of dollars.

Ottawa badly wants an exemption from this legislation. Finance Minister Donald Macdonald raised the issue with U.S. Treasury Secretary Michael Blumenthal in Washington in March. Three weeks later, Jean Chrétien, the Minister of Industry, Trade and Commerce, raised it with U.S. Commerce Secretary Juanita Kreps.

To date, the Canadian representations have come to naught. Senator Barry Goldwater, the Arizona Republican, did introduce an amendment a month ago which would have exempted conventions held anywhere in North America from the restrictions in Section 602. The amendment was defeated.

The Americans, you see, want something, or several things, in return. One thing they point to is a Canadian provision which was written into the Income Tax Act at the start of 1972. Section 20 (12) permits deductions for only two conventions a year, and only if the meetings are held within the territorial scope of the organization involved.

That's not the only Canadian law the Americans would like changed. In a letter, dated April 15, to Senator Warren Magnuson from Washington, Commerce Secretary Kreps reported on her negotiations with Mr. Chrétien. "... We indicated that while we like to accommodate Canadian interests where possible, we felt that an analogy could be drawn between our tax treatment of foreign convention expenses and the tax provisions of Canada's Bill C-58 relative to broadcasting." (The latter eliminated tax deductions for Canadians advertising on border stations in the United States.)

Members of the U.S. Senate, in a debate in that chamber, were not at all inclined to treat the U.S. convention-tax law in pristine isolation from other Canada-U.S. issues. New York Senator Jacob Javits argued, pointedly, that the Canada-U.S. auto pact is advantageous for Canada. Both he and Senator Magnuson linked the convention tax to the broadcasting provisions of Bill C-58. Senator Javits: "We should make it crystal clear that we do not appreciate the idea that U.S. broadcasters should be so blatantly discriminated against by the tax laws of Canada." Senator Magnuson: "I hope the Canadians will understand we mean business on this."

The Senate passed an amendment, sponsored by New York Democrat Daniel Moynihan, which linked relief from the U.S. convention law to relief from Bill C-58, and called on President Jimmy Carter to take up the case of the American border stations with the Canadian Government. Although this amendment was dropped in conference with the House of Representatives, it has been resubmitted and will probably pass.

Whether the Americans are right or wrong is not the point. The point is that when we want something from the Americans, we should expect them to demand something from us in return. It's good old Yankee horse-trading.

Schools of penetration

> Diplomatic

Muirfield
Clarkson

Obama as extension of Wash

key variable → i - values of diplomats important
ii - need to change for sake.

> Economic

divided into Right & Left

Walter Gordon - mainly concerned w. econ, not pol, vars.

structure of economy
- key variable

> Informational penetration

massive dependence on for. news.

pol. implications not clear

> Cultural penetration

> Philosophical penetration

Grant.

this prob. not even perceived to be a problem.

attempt to deal w. above problem multi-causally

Integration theory -

he traces functionalism

Transnational analysis

State-State theories ignore trans-natl. rel.

Power of govt is limited. ←

alteration

cultural area

restrict flow of violence

Q - ~~law~~

~~idea~~

→ environment of ideas in which Can/Am relations are conducted

perspective of U.S.

foreign view

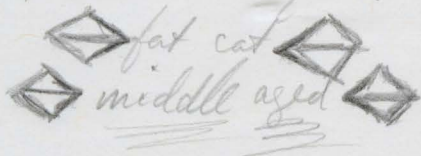
View from prov. govt

Shaw

Quoted from Peyton Lyon

> Continental & global politics <

Belows - permanent squint



" least common denominator pattern "

Wood

~~_____~~

~~part of~~

Perception of Pf. relations of
Can/US.

- is this something can be
used in Can/Am rels -

✓
* middle position
can be very vague
position -
of LOS - of account
on nickel prod.
in re Can/US affs.

Sandra Lyon - some
opportunities for Can pol -
what are these opportunities

* Can re trade
negot -
protected sector approach
they linked to CDR
demands -
yet unmet

- LOS
- standing agencies
- be less protectionist

Success

Lack of industrial innovation —

Lack national science policy, altho
have elaborate science policy machinery

Also lack indust policy, altho have plethora
of plans

position of USA —

Lack of capacity to export high tech goods
to any parts except LDC's or Canada.

Lack of innovation

- 1 - Fed investment more important input than
other - esp. invest. funds
- 2 - Tech indust most important export potential

also w. USA.

1. Why to be prob re trade w. USA,
esp. re NTB's

3. responses to LDC's

Richard Todd

Prime min doesn't have programmed
resp, except in Fed-Pur area.

FCO - in touch w. bureaucracy - Pms - mainly
political

FCO - acts mainly in coord role -

FCO
Fed-Pur Rel Div -

Terry Jones

A.E. Bone Sof.

Environment -

LOS

Energy

mainly info conduit
from Pur to Fed govt
and vice versa

act as coordinator

DEA has contacts w. line depts

Randy Palomada

re info flow - seems find this very helpful

NTT - incident and again paper from West Pur
talked w. Frank. Wank's group
would like add input, haven't had it, but
realize position NTT is in.

Kevin J. J. J.

Trade & cap mkt trad. areas for prov acty.

Amount of money lent new policy areas to

fund, - 105,

Resour. relat. rules (energy)

non

Educate

Immigrati

Communit

U.S. Tax laws

Oct-1971 - Demand for new info via DEA from Wash.

Dea - very forthcoming as info resource -

Fed commitments to Dea varies from ~~the~~ Dept to Dept -

Desire to speak on areas where have functional
capabilities,

Discussion =

Real emphasis on info flow.