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CHAPTER 5

INTERNATIONAL RELATIONS

The basic principles underlying the shaping and conduct of Australia's foreign policy are that Australia is a significant middle-level power with democratic institutions; having strong affiliations with other Western countries but an emerging Asia-Pacific identity through its increasing involvement in the region.

Australia's prosperity is largely dependent on trade; it is geographically remote from its founding nation, principal migration source countries, major markets and its main allies; it is a relatively affluent and resource rich country in a populous, developing and rapidly changing region.

Initially, Britain and the Commonwealth countries were the central elements of Australia's foreign policy and activity. Later, partly as a consequence of the vital role played by the United States of America in the Pacific during the Second World War and subsequently, close relations were also developed with that country. These links, and links with Western Europe, remain important factors in Australian policy. Australia inherits its national traditions from Western European countries, conducts a major part of its trade with these countries and with Japan and the United States, and obtains technology and capital for its development from them.

Australia is located in a region which includes the politically, economically and strategically significant countries of North East and South East Asia and the many newly independent nations of the South Pacific. Awareness of the importance of these neighbouring states has led successive Australian Governments to seek to promote and maintain friendly and co-operative relations with them, not only to ensure the stability and security of the region, but also to develop mutually profitable trade, investment, exchange of technology, and co-operation in the development process. Australia gives special attention to its relations with China, Japan, ASEAN (the Association of South East Asian Nations) and its members, New Zealand, Papua New Guinea and the other South Pacific states.

Australia has also been concerned at the increasing instability in the world strategic environment, particularly in South West Asia, Indo-China, the Middle East and Africa. Australian foreign policy is committed to an independent constructive approach to those central issues within the framework of the Western alliance.

New international issues (economic, disarmament, resources, human rights, refugees, North—South relations, etc.) and new concepts of national interest have arisen together with an increasing recognition of the growing interdependence of the world community. This is reflected in economic issues becoming one of the priorities in Australia's foreign policy. Australia recognises the importance and growing complexity of economic issues, particularly the slow-down in world trade and economic development and the major problems of world debt affecting both developed and developing countries. The slowing interdependence of national economic and foreign policies and the increasing vulnerability of Australia's economy to international trade and other developments will remain at the heart of Australia's foreign policy concerns for some while to come. Australia places a high priority on its participation in the resolution of these global issues in the United Nations, the Commonwealth and other multilateral forums.

The United Nations

Successive Australian Governments have reaffirmed their support for the United Nations (UN), its Charter and the work being done in the various specialised agencies. Within the United Nations and other organisations, Australia seeks to work toward the solution of the pressing problems confronting humanity today.

Australia is involved in a wide range of United Nations matters and has served on many United Nations bodies. It was a member of the Security Council in 1973–74 and, in 1975, a long period of membership on the Trusteeship Council came to an end with the independence of Papua New Guinea. It is a member of the Special Committee on Decolonisation and the UN Council for Namibia.

Australia also supports the work of the specialised agencies and subsidiary bodies in such areas as development assistance, drug control and human rights. It is an active participant in the economic work of the United Nations through such forums as the UN Conference on Trade and Development (UNCTAD) and has been re-elected to the UN Development Program (UNDP) Governing Council

for three years from 1 January 1983. Australia is a member of the UN Commission on Narcotic Drugs, and on the Executive Board of the UN Children's Fund and the Governing Council of the UN Environment Program (UNEP)—and has been elected to the Statistical Commission for a four-year term which began in 1981. Australia is a member of three of the UN Educational, Scientific and Cultural Organisation's Governing Councils and its prominent role in world refugee assistance is reflected in membership of the Executive Committee of the UN High Commissioner for Refugees.

Australia has been involved in almost all UN peacekeeping activities since these began. Australia has also contributed its assessed share of the costs of all UN operations and also makes voluntary contributions as well as providing men and equipment for peacekeeping forces.

Australia is also fully involved in the work of the UN on disarmament and outer space, and is a member of the main subsidiary bodies working in these areas.

Australia accepts the compulsory jurisdiction of the International Court of Justice and plays an active role in bodies concerned with the development of international law.

The Commonwealth

The Commonwealth is a distinctive and unique framework bringing together about a quarter of the world's population. Australia participates actively in the broad range of Commonwealth activities. It was host to the first regional Heads of Government meeting in Sydney in February 1978, and hosted the Commonwealth Heads of Government Meeting (CHOGM) in Melbourne in September-October 1981.

South East Asia

Australia shares with South East Asian countries a concern for peace and the economic and social development of the region. The Australian Government is in regular contact and consultation with South East Asian governments on a wide range of issues. Contacts with them have widened beyond the scope of official activity to include consultation between private sector organisations, co-operation in trade and resources, the export of Australian expertise and technology in joint enterprise arrangements, and direct Australian investment. Benefits from this growing economic relationship are mutual, and it is essential to Australia's economic and political future in its own region.

The range of personal contacts with the region continues to widen, as tourism develops, migration from Asia to Australia grows, student exchanges increase, and academic studies and press coverage of regional affairs expand.

Australia has particularly welcomed the progress made by ASEAN and its contribution to the promotion of regional co-operation. Australia has a significant interest in helping to ensure that ASEAN succeeds in generating economic growth and political stability and supports its wish to prevent domination of the region by any major power. Australia has entered a program of economic co-operation with ASEAN. It has proposed a contribution of \$13.1 million for 1983-84 (expenditure in 1982-83 was \$12.0 million), and for a number of years has played a major part in assistance with the Indo-Chinese refugee problem.

Asia

Australia believes that peace and prosperity in Asia depend largely on the ability of countries in the region to co-operate to secure these objectives and in ensuring that no major power, either inside or outside the region, is able to exert an undue influence in the area.

Australia's primary interest and concern in Asia has long been reflected in its active role in regional associations and organisations such as the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), the Colombo Plan, the Asian Development Bank and in many other bodies, both private and government.

Japan is Australia's largest trading partner, with total trade now around \$10,000 million a year and is a significant source of investment funds. Relations between the two countries in political, cultural, scientific, sporting and other areas are being actively fostered by both Governments with a view to improving mutual understanding and friendship.

Australia attaches a high priority to its relations with China. The bilateral relationship has expanded rapidly in the last few years, and now covers a broad range of contacts in many areas. Trade is substantial, and there are exchanges in the fields of culture, science, agriculture, education and the media. There is a development assistance program under the Technical Cooperation agreement. The Australian China Council actively sponsors the expansion of bilateral contacts. Australia and China engage in frequent political consultations, a process which has been facilitated by an exchange of high level visits. In April 1983 Australia hosted a visit by China's Premier, Mr Zhao Ziyang, the first Chinese Head of Government to visit Australia. The Minister for Foreign Affairs, Mr Bill Hayden, visited China in August 1983.

Australia's relations with the Republic of Korea are firmly established. In addition to the important economic partnership, both countries are promoting exchanges in other areas.

Australia is developing its relations with Laos and is providing a small program of development assistance. Australia maintains normal diplomatic relations with Vietnam but the bilateral relationship has been affected by Vietnam's military occupation of Kampuchea.

Australia recognises the strategic and political importance of the Indian sub-continent and has continued to strengthen friendly relations with the countries of that region. There have been regular exchanges of Prime Ministerial and ministerial visits between Australia and the region. As part of the aid program with India, Australia is providing assistance, with an emphasis on livestock development.

South Pacific

Australia looks to consolidate and to expand its co-operative activities to promote the stability, welfare, harmony and economic development of the region. Australia has moved deliberately to develop and extend its bilateral relations with the Island countries and now has nine diplomatic missions in the area. Aid programs are substantial in size and varied in nature, covering all types of infrastructure and other development projects. The Australian Government has approved a new five-year forward indicative planning figure for the aid program to the region (excluding Papua New Guinea) to commence 1983-84. A further \$5.202 million for defence co-operation projects in the countries of the South West Pacific has been allocated for 1982-83.

As the largest of the South Pacific Island States, Papua New Guinea (PNG) has played, since independence, an influential and leading role in the region. Australia and PNG have a close and warm relationship which encompasses a broad range of Government and non-government activities. Australia's aid commitment to PNG is substantial and a second five-year aid agreement was announced in September 1980. Australia's budgetary aid will total \$288 million for 1983-84 while the defence co-operation program will provide grant assistance of a further \$17.54 million.

In 1983, Australia hosted the 14th South Pacific Forum. Australia was a foundation member of the South Pacific Commission, the South Pacific Forum and the South Pacific Bureau for Economic Co-operation and has become a party to the convention establishing the Forum Fisheries Agency. Australia takes part in these and the many regional meetings held in the Pacific to act on a broad range of issues of common interest. Besides contributions to ESCAP, SPEC and the SPC, financial support for other regional and international programs developed in the South Pacific is being maintained in 1983-84. Australia has also established a fund to promote the preservation and development of Pacific cultures. Australia and New Zealand have entered into a non-reciprocal preferential trade agreement in favour of South Pacific Forum States: the South Pacific Regional Trade and Economic Co-operation Agreement (SPARTECA).

Relations between Australia and New Zealand are particularly close. They are based on shared history, close economic ties, and common problems in dealing with the current international political and economic environment. The implementation in 1966 of the New Zealand-Australia Free Trade Agreement (NAFTA) established a special trading relationship between the two countries. Negotiations on an agreement to replace NAFTA began in 1980. These led to the signing in March 1983 of the Australia-New Zealand Closer Economic Relations Agreement (CER) designed to assist both countries to further expand their mutual economic and trading links.

The Australia New Zealand Foundation was founded following discussions between the Prime Minister of Australia, the Rt Hon. Malcolm Fraser, and the Deputy Prime Minister of New Zealand, the Hon. Brian Talboys, in March 1978. The aim of the Foundation is to help strengthen relations between Australia and New Zealand by encouraging the study and discussion of issues of interest to both countries and the promotion of increased cultural and other exchanges. The Foundation is government-funded but is administered by an independent Executive Board.

The Americas

Australia has a long-standing and close relationship with the United States which extends across the whole range of the national life of both countries. Government-to-Government relations are only one part of a larger and more extensive interaction between the two countries which derives from common experiences, culture and language. In general, relations between the countries are warm and co-operative, with a high degree of official political consultation and a close personal relationship between the political leaders. The affinity between Australia and the United States is underpinned by substantial economic and commercial relations which, however, are not without their substantial difficulties from time to time. The United States has been in recent years Australia's largest supplier of imported items and is our third largest export market.

Canada is, to a greater degree than other nations, a country comparable with Australia in terms of institutions and traditions, geographical size, economic standing and international outlook. The genuine goodwill established between the two countries has allowed Canada and Australia to co-operate on the achievement of mutually desirable objectives, reflecting individual national interests and competition in certain commercial fields.

Developments in the Caribbean and the Latin American region are of increasing importance to Australia, and resident missions have been established in Jamaica, Mexico, Chile, Argentina, Brazil, Peru and, most recently, Venezuela. Australia has observer status at the annual General Assemblies of the Organisation of American States.

Europe

Australia attaches considerable importance to maintaining warm and friendly relations with the countries of Western Europe, with the European Community and its institutions, including the European Parliament.

Bilateral relations with individual Western European countries continue to be of considerable importance. These relations are promoted by the very close cultural and historical links we share with these countries and are reinforced by the presence in Australia of large numbers of people of recent European origin. Economic ties between Australia and the major Western European economies are likely to be significantly strengthened by a major increase in the export of Australian energy resources to Europe.

The European Community (EC) is Australia's second largest trading partner and a major source of investment funds and scientific and technological expertise. The 1979 agreement with the EC over the Multilateral Trade Negotiations (MTN) has gone only some way towards resolving trading difficulties. Australia remains committed to seeking the development of a closer and mutually advantageous relationship with the EC based on our wide range of common interests.

With the establishment in 1979 of the first directly elected European Parliament, it is evident that the Parliament will assume an increasingly important role in the Community. A delegation from the Parliament visited Australia early in 1981 during which the foundation for further mutually advantageous contact was established. The opening of an EC Commission Delegation in Australia in 1981 and the visit of the Commission President in 1982 were important developments.

Australia is a member of the Internal Energy Agency of the OECD which has developed into the major forum for continuing consultation and co-operation on energy matters between most of the major industrialized nations which are Australia's principal trading partners.

Australia's relations with the Soviet Union have been circumscribed following that country's invasion of Afghanistan. The Government has denounced unequivocally the Soviet invasion as being totally without justification and as being in contempt of the Charter of the United Nations. Australia does not accept the Soviet view that what has occurred in Afghanistan can be divorced from the conduct of bilateral relations. To demonstrate its concern, the Government has taken a number of measures to curtail relations between Australia and the Soviet Union.

Australia has expanded its contacts with Eastern European countries since 1966, which saw the establishment of diplomatic missions in Poland and the German Democratic Republic (GDR). Eastern Europe is a sensitive area in world affairs and Australia has an interest in the maintenance of a balanced East/West relationship. Eastern Europe also has significant potential for Australian exports, particularly commodity exports, although there have been significant debt problems emerging in some Eastern European countries in recent years. Another aspect of our relations with Eastern Europe is the presence in Australia of large ethnic groups from countries of the region which have substantial links with their country of origin, notably in cultural matters.

The Middle East

Much value is placed on Australia's longstanding and close relations with the Arab nations and with Israel. Australia has an interest in the settlement of unresolved disputes in the region and supports moves to bring about negotiation of differences. Although Australia's ability to bring influence to bear towards a settlement of the Middle East dispute is limited, it has important interests in the region which cannot be overlooked. Australia supports the Camp David Accords and the peace treaty between Israel and Egypt, seeing them as a first step towards a just, lasting and comprehensive peace settlement. Australia's position on the Middle East dispute is that a comprehensive settlement should be based on United Nations Security Council Resolution 242 (which, inter alia, recognises the right of all states in the area to live in peace within secure and recognised boundaries and calls on Israel to withdraw from territories captured in 1967) and recognition of the legitimate rights of the Palestinians including their

right to a homeland and the right to participate directly in decisions affecting their future. The terms of a settlement are a matter for negotiation among the parties directly concerned.

Africa

Australia wishes to broaden the range of its contacts with independent black African states and consolidate links with those with which it already enjoys friendly relations. It maintains a policy of no racial discrimination, strong opposition to apartheid including support for the Commonwealth statement on Sport (The Gleneagles Declaration). Australia maintains correct but cool diplomatic relations with South Africa. Australia supports international action to bring Namibia to independence by a negotiated settlement. There has been a significant growth of aid to Africa in recent years. While aid is given to some 20 recipients in Africa, the greater proportion goes to the Commonwealth member states in East Africa.

Indian Ocean

Although recognising that the deterioration in the regional and international climate following the Soviet invasion of Afghanistan has ruled out any immediate prospects for the successful convening of a conference on the Indian Ocean as a zone of peace, Australia continues to play an active role in the UN Ad Hoc Committee considering this matter. In response to the changed strategic situation in the north-west Indian Ocean region, Australia has increased its naval and air deployments into the region on an independent national basis. It has also indicated a readiness to co-operate with the United States in assisting the latter's deployments into the region. In March 1981 Australia and the United States agreed on terms for staging unarmed B-52 aircraft through Darwin for the purposes of training and surveillance over the Indian Ocean.

ANZUS

Maintenance of the ANZUS alliance with the United States and New Zealand remains of major importance in Australian foreign policy. The alliance continues to play a valuable role in the promotion of stability and normal relations in the Asian and Pacific area.

Nuclear issues

Australia's strong commitment to effective disarmament and arms control is reflected in Australian support for the international non-proliferation regime. Australia ratified the Nuclear Non-Proliferation Treaty (NPT) in 1973 and encourages universal adherence to it. Australia strongly supports the NPT and is active in preparations designed to ensure the success of the third review conference of the NPT to be held in 1985. Australia is also a member of the International Atomic Energy Agency (IAEA) and as a member of the IAEA Board of Governors has important responsibilities for the effectiveness of IAEA activities and actively supports endeavours to strengthen the IAEA's international safeguards system. Australia plays an active role in IAEA Committees and in other international bodies dealing with the clarification of multilaterally agreed guidelines on export controls for non-proliferation purposes.

The nuclear safeguards arrangements governing the export and subsequent use of Australian uranium are being reviewed. Pending the outcome of that review, exports of Australian uranium under existing contracts are being permitted—except in the case of France—in accordance with the conditions set out in binding bilateral nuclear safeguards agreements with customer countries. These conditions include an undertaking not to use Australian origin nuclear material for any military or explosive purpose, and the acceptance of IAEA safeguards in order to verify that undertaking. Shipments of uranium for use in France have been suspended pending the outcome of discussions over French nuclear testing in the South Pacific: no breach of contract is involved in the suspension.

Australia is also a member of the Nuclear Energy Agency (NEA) of the Organisation for Economic Co-operation and Development (OECD). Australia values the NEA as an essentially technical forum for international consultation on nuclear issues.

Disarmament and arms control

Australia is concerned to promote nuclear arms control and disarmament objectives in the United Nations and, in January 1979, became a member of the Committee on Disarmament in Geneva. In July 1983 the Government announced the appointment of Australia's first Ambassador for Disarmament whose principal role will be to represent Australia on the Committee on Disarmament and at other disarmament forums. Australia attaches particular priority to the earliest possible conclusion of a treaty banning all nuclear testing in all environments and is working to uphold and strengthen the Nuclear Non-Proliferation Treaty. Although not a party to the negotiations on limitations and

reductions on nuclear weapons that are taking place between the United States and the USSR, Australia encourages genuine dialogue and a readiness to find accommodation with the aim of stable, mutual deterrence.

Australia also accords priority to a number of non-nuclear disarmament questions. It is committed to supporting the conclusion of a fully effective and verifiable chemical warfare convention that would outlaw the use of chemicals as weapons. The 1972 Biological Weapons Convention is being examined with a view to seeing how it could be tightened up. Australia is pressing for negotiations for an agreement to prevent an arms race in outer space.

Australia has acceded to the following disarmament and arms control agreements: the Partial Test Ban Treaty, the Geneva Protocol (on Asphyxiating, Poisonous or Other Gases), the Outer Space Treaty, the Sea-Bed Arms Control Treaty, the Nuclear Non-Proliferation Treaty, the Biological Weapons Convention, the Environmental Modification Ban, the Antarctic Treaty, and the Inhumane Weapons Convention.

Economic relations

In recent years economic factors have assumed increasing importance in international relations. This is largely due to the growing economic interdependence between nations and the need for global co-operation to solve the problems facing domestic economies, particularly at a time of world recession.

Australia's interest in international economic developments derives from the overall importance of trade to Australia and its historical reliance upon a substantial amount of capital inflow to offset balance of payments deficits on the current account.

The economic instability of the world economy in the 1970s and 1980s has led to the growth worldwide of protectionist pressures and moves towards seeking solutions to economic problems through bilateralism and the formation of trade blocs. The Australian Government has endeavoured to counter these harmful trends and to encourage freer trade through its involvement in forums such as the General Agreement on Tariffs and Trade (GATT). GATT is the principle multilateral institution for negotiation of reductions in trade barriers in pursuit of the further liberalisation of world trade. In the context of the GATT Ministerial Meeting in November 1982, Australia has proposed a number of initiatives aimed at a standstill, followed by a progressive reduction, in all forms of protectionism and a strengthening of GATT's capacity to deal with outstanding trade disputes.

Australia also has a strong commitment to the freedom of international capital flows. As a net capital importer, it is of considerable importance to Australia that the international system be increasingly open and adaptable to facilitate the global exchange of goods, services, labour and capital. This is all the more so in view of the significant challenges imposed on the international monetary system by the dramatic changes in the world economy during the past decade.

Because of its particular characteristics and location, Australia is vitally dependent on its aviation, shipping and communications links with the rest of the world. Civil aviation has assumed particular prominence in Australia's foreign policy considerations in recent years, notably in its relations with developing countries in the region. These relations have been further developed by a series of new routes and services between Australia and points in South East Asia recently agreed upon by the Australian Government and the governments of the countries concerned. The maintenance of Australia's air links with Europe and the United States, furthermore, involves dealings not only with the countries to which Australia's international airline, Qantas, operates these services but also with the countries which Qantas overflies on these routes or where it enjoys stop-over rights.

A recent factor contributing to moves for changes in the world economy has been developing country demands for a New International Economic Order (NIEO) more geared to their needs and development aspirations. In 1980 and 1981 a major preoccupation of the UN General Assembly was the proposal to hold global negotiations on international development issues. They were again debated in 1982. Agreement has not been reached, however, on the agenda and procedures for the negotiations. In 1983 the non-aligned Summit at New Delhi devoted a significant part of its financial communique to a call for the implementation of a set of 'Immediate Measures' as short term emergency help for developing countries, while continuing to work for Global Negotiations in the longer term. These 'Immediate Measures' were taken up, largely unsuccessfully, at UNCTAD VI in Belgrade in June.

Australia also continues to attach great importance to its traditional relations with other developed countries, which continue to be Australia's principal trading partners. Membership of the OECD enables Australia to take part in consultations on a wide range of policy issues and on issues of international concern with countries experiencing similar social and economic circumstances. The Organisation's role in developing its members' policies on relations with developing countries,

including the North/South dialogue, also makes it an important element in Australia's foreign policy. Australia is a member of the International Energy Agency of the OECD, which has developed into the major forum for continuing consultation and co-operation on energy matters between most of the major industrialised nations which are Australia's principal trading partners.

Despite the importance of Australia's relations with its traditional trading partners, considerable concern has been expressed in recent years at the growing imbalance of trading opportunities which has unduly restricted the access of important Australian agricultural products to European Community markets. Australia has also been concerned about the effect of EC export subsidies on the returns from Australia's commodity exports to third world countries. Policies are being pursued to help resolve these problems.

North/South relations

Australia seeks to play a constructive role in the dialogue on international economic development issues between the developed ('the North') and developing countries ('the South'). Australia's approach to North/South issues is based on the belief that not only are there compelling humanitarian reasons for finding solutions to the many problems facing the world economy and the developing countries in particular, but also that the degree of interdependence in the world economy makes progress imperative for international stability and economic growth. Australia's approach is also influenced by the predominance of developing countries in the region and by the fact that Australia shares a number of economic interests with the developing countries, e.g. it is a leading producer and exporter of a wide range of primary products and an importer of capital and technology.

Australia has taken a forward position on a number of North/South issues. It has encouraged changes to the international economic system sensitive to the views of developing countries, but which also would serve to promote orderly development, political stability and the full participation by all countries in an open international trade and payments system.

Law of the Sea

Australia participated in all sessions of the Law of the Sea Conference, the largest and potentially the most important conference in the history of the United Nations, involving major strategic, economic, transport, scientific and environmental issues. A Convention was adopted on 30 April 1982 and opened for signature in December 1982. The text includes articles on the system of exploration and exploitation of the deep seabed beyond the limits of national jurisdiction; extension of the territorial sea to 12 nautical miles; establishment of coastal state sovereign rights in the living and non-living resources of an 'exclusive economic zone' of 200 nautical miles; recognition of coastal state sovereign rights over the exploration and exploitation of the natural resources of the continental shelf, defined in terms of the natural prolongation of the land-mass; protection and preservation of the marine environment; marine scientific research; and the settlement of disputes. Rights of freedom of navigation and passage through straits and archipelagos which are important to trading nations such as Australia are also recognized in the text. A preparatory commission to prepare for the establishment of the International Seabed Authority and its various organs held its first meeting in Kingston, Jamaica, 15 March to 12 April 1983. It reconvened for a resumed session 15 August to 9 September 1983.

Antarctica

Australia has had a long association with Antarctica commencing with early expeditions and continuing with an active scientific program. Antarctica's importance to Australia derives from its geographical proximity, the history of Australian involvement there and Australian administration of the Australian Antarctic Territory. Australia maintains three permanent bases in the Territory at Casey, Davis and Mawson (as well as one on Macquarie Island).

As one of the twelve original signatories, Australia attaches particular significance to the 1959 Antarctic Treaty, which serves important Australian scientific, environmental and security interests. Australia hosted the first Antarctic Treaty Consultative Meeting in Canberra in 1961. Such meetings are held about every two years in one of the Consultative Party States, and in 1983 Australia was host to the twelfth meeting. India and Brazil are expected to be admitted as Consultative Parties at the twelfth meeting.

In 1980, at a conference in Canberra, a Convention for the Conservation of Antarctic Marine Living Resources was concluded. The first meetings of the Commission and the Scientific Committee established by the Convention were held in Hobart in May-June 1982. The second meetings were held in Hobart 28 August to 9 September 1983. The headquarters of the Commission began operating in Hobart in August 1982. An interim headquarters agreement for the Commission, the first international organisation to be established in Australia, was signed in Canberra on 15 August. Australia has also

participated in a series of Special Consultative Meetings to negotiate a regime to regulate the exploration and exploitation of Antarctic animals. Three sessions have been held so far, and two sessions are scheduled for the first half of 1984.

Treaties

The texts of bilateral and multilateral treaties to which Australia becomes a party are printed in the Australian Treaty Series when they enter into force. The most recent consolidation of the Australian Treaty List was published as Treaty Series 1971, No. 1. Australia's current position with regard to individual treaties may be ascertained by referring to the 1971 list in conjunction with Cumulative Supplement No. 3 (Treaty Series 1975, No. 1), annual volumes on treaty action in the Treaty Series, and annual volumes on International Treaties and Conventions to which Australia has not yet become a party, in the series 'Select Documents on International Affairs'. These publications are available from Australian Government Publishing Service bookshops in State capital cities.

Cultural relations

The Department of Foreign Affairs administers a program of cultural exchanges with other countries in furtherance of the Government's foreign policy objectives. The program includes exchanges in the performing and visual arts, sport, film and literature as well as academic exchanges. The Department co-operates and consults with appropriate Australian organisations.

Australia has cultural agreements with France, Greece, India, Indonesia, Iran, Italy, Japan, Republic of Korea, Malaysia, the Philippines, Romania, Singapore, Thailand, Yugoslavia and China. (The activities under an agreement with the USSR have, however, been suspended since its invasion of Afghanistan.)

Australian Aid Program—1982–83

Australia's development assistance program is directed towards promoting the economic and social advancement of developing countries, particularly in Asia and the Pacific. It aims to meet the expressed needs of these countries and is directed towards key activities in their economies, such as rural development. All of Australia's aid is given on grant terms and a significant proportion is untied.

About 80 countries receive assistance, but Australia's efforts are aimed principally at assisting its nearest neighbours—Papua New Guinea (PNG), the South Pacific region and member countries of the Association of South East Asian Nations (ASEAN).

In 1983–84, Australia expects to spend about \$836 million on official development assistance, an increase of about \$92 million or 12.4 per cent more than in 1982–83. Of this amount \$621 million (74 per cent) will be provided as bilateral aid given directly to the governments of developing countries. The major elements of the bilateral program are budgetary support for PNG, project aid (equipment, goods and expertise), the education of Third World students and trainees, food aid and assistance through non-government organisations.

In addition, \$199 million has been allocated to multilateral agencies. Support provided to these bodies has been increased by \$22 million over 1982–83.

Papua New Guinea

About 48 per cent of Australia's bilateral aid goes to PNG because of a special relationship with the country based on long historical association.

This year Papua New Guinea will receive \$302 million in assistance. The bulk of this amount (\$288 million) will be in the form of an untied grant for budgetary support. This amount represents the third payment under a five-year aid agreement negotiated between the Australian and Papua New Guinea Governments in September 1980 and amended in 1983. As with the first five-year aid agreement which ended in 1980–81, the purpose of this long-term aid arrangement is to provide PNG with a practicable framework in which to plan its development.

In addition to the budget support grant, Australia meets the cost of termination payments and retirement benefits due to former employees and provides training for Papua New Guineans. This training is incorporated into the PNG/Australia Technical Co-operation Program. This program also includes a jointly funded technical assistance program which will provide services and related equipment to increase the technical capacity and capability of Papua New Guinea.

Bilateral projects

Most of Australia's bilateral aid to countries other than PNG is for specific development activities undertaken by the developing countries. These range from large-scale regional development programs to simple facilities in villages. Australia is supporting some 500 projects in over 40 countries. Generally, Australia meets the foreign exchange costs of a project, but it also pays, in an increasing number of cases, some of the local costs associated with projects.

South East Asia receives the bulk of Australia's bilateral project aid. Many of the 82 projects in the region involve infrastructure development work, agricultural improvements through crop and live-stock research as well as practical extension work. In recent years Australia has become increasingly involved in large-scale, integrated rural development programs intended to bring about the balanced growth of whole regions, particularly in Indonesia, the Philippines and Thailand.

Expenditure on research projects and other activities under the ASEAN-Australia Economic Co-operation Program will amount to \$13 million in 1983-84.

To assist countries of the South Pacific in their forward development planning the Australian Government has confirmed an indicative planning figure of \$300 million for aid in the region for the five-year period 1983-84-1987-88. Most of the expenditure associated with this commitment is in the form of bilateral project aid for Fiji, Tonga, Western Samoa, Solomon Islands, Vanuatu, Kiribati, Tuvalu, Cook Islands and Niue.

A large number of projects are being undertaken. This reflects the small-scale nature of island economies. These projects cover a wide range of activities and include assistance with transport, rural development, water and sewerage schemes, telecommunications and upgrading health facilities. To keep pace with the changing requirements of the region, new forms of aid have been introduced over recent years. For example, one particular form of assistance which was given increasing prominence in 1982-83 was the funding of joint ventures in the region. \$1.75 million earmarked was to provide grants for the purchase of island equity in joint ventures with Australian companies. The South Pacific countries should benefit from this through income and employment creation.

There are a number of special forms of bilateral aid delivery.

Staffing Assistance Schemes. The need for skilled manpower is a major requirement in most developing countries and Australia seeks to assist in this regard through staffing assistance schemes. Staffing assistance is provided to some 17 developing countries and involves the supplementation of local salaries paid to Australian nationals to fill positions in the public service of the recipient countries. The main regions assisted in this way are the South Pacific and Africa. In 1983-84 \$6.4 million will be provided in support of staffing assistance schemes.

Development Imports Grants. These grants are provided to certain low income developing countries in the South Pacific, Africa and South Asia to meet the cost of importing developmental Australian goods and services. In 1983-84 \$9.3 million will be allocated for this purpose.

Development Import Finance Facility (DIFF). This scheme enables recipients of Australian aid to purchase needed capital goods and services from Australia on better terms than are available under other forms of concessional finance. The facility combines grant aid funds with loans provided by the Export Finance and Insurance Corporation (EFIC) and thereby enables Australian exporters to offer a financial package comparable with 'mixed credits' offered by other donor Governments. The facility was introduced into the aid program in 1980-81 and was limited to ASEAN countries. It was expanded in 1982 to apply to all Australian aid recipients. Total aid funds allocated to the DIFF scheme in 1983-84 amount to \$10 million.

Co-financing Facility. The co-financing facility with the World Bank, which was introduced into the aid program last year, allows Australia to support major high priority development projects being assisted by the World Bank. Australian involvement in such projects is in the Asia/Pacific region. This new facility, which has attracted considerable interest from private sector bodies, opens up new opportunities for Australian contractors and suppliers of goods and services to participate in large World Bank funded projects. In consultation with the World Bank, a program has been developed which concentrates on project preparation studies in important sectors in Australia's major aid recipients. This is seen as a valued aid form by these recipients as the provision of Australian technical and professional contributions to the preparation studies facilitate access to Bank finance. In 1983-84 the allocation of funds to the co-financing facility will be increased significantly to a total of \$10 million.

Training

During 1983-84 within a budget of \$32 million, Australia will sponsor about 3,600 people to study in Australia and Third World countries. The training program is designed to assist people from Asia, Africa and the Pacific and Indian Ocean regions to develop the skills needed for social and economic development.

Australia's training program seeks to encourage recipient governments to relate their requests for training to their national development priorities. The aim is a matching of the Australian expertise with the requirements of recipient governments, whose role is to decide who should be nominated for scholarships and to indicate the level of training required and the field of study.

Within Australia the training includes individual training awards to regular Australian courses and special group courses known as Australian Development Assistance Courses, some of which are run in the International Training Institute in Sydney. Courses include studies in agriculture, health, engineering, education and management.

Funding for the Australian Universities International Development Program (formerly the Australian Asian Universities Co-operation Scheme) will account for approximately \$5.2 million. The primary focus of the program is on agriculture, food production and population studies. Assistance is given in teaching, research and a variety of short courses.

Food aid and food security

There is an increasing gap between food demand and supply in many developing countries. This has been aggravated by population pressure and the progressive destruction of agricultural land. Australia is responding to this problem in two ways: by addressing the short-term problem of food shortages with food aid; and by helping developing countries to supply more of their own food requirements in the long term.

In 1983-84, some \$103 million will be utilised in providing food aid.

The Government is committed under the Food Aid Convention (FAC) to provide a minimum of 400,000 tonnes of foodgrain annually. While retaining a substantial bilateral food aid program, the Government announced last year that Australia would in future draw to a greater extent on the capacities and skills of the World Food Program (WFP) in distributing and monitoring the food aid program. In 1983-84, 40 per cent of the FAC commitment will be channelled through the WFP and by 1984-85 this will be increased to 50 per cent. It is expected that this will increase the effectiveness of the program because of the WFP's skill in using food aid in association with projects which develop rural infrastructure and stimulate agricultural production.

Australian bilateral foodgrain is provided to food-deficit countries taking into account such factors as food consumption requirements, GNP per capita, calorie consumption, infant mortality rates and life expectancy levels, international reserves, import capacity, crop outlook and increasingly, emergency needs. With these factors taken into account, Australia has found that an increasing portion of the program is being provided to meet particularly severe food problems facing African countries.

There is a growing emphasis in the program on meeting emergency needs brought about by unfavourable climatic conditions, refugee flows and other factors. In addition to food supplied from the FAC commitment, Australia also meets these emergency needs from a special 50,000 tonne allocation to the International Emergency Food Reserve.

Apart from foodgrain, an allocation of \$5 million will be set aside to provide non-grain foods such as high protein biscuits for use in feeding projects for vulnerable groups and for emergencies.

In 1983-84, funds available for use in other food security schemes will be increased to \$5.2 million. Australia attaches importance to measures intended to improve food production, marketing and distribution.

A further major initiative in the food security sector has been the establishment in 1982 of the Australian Centre for International Agricultural Research (ACIAR). The establishment of ACIAR was announced in 1981 and in 1982 the Centre entered into its first contracts with Australian agricultural institutions to undertake research work into agricultural problems facing developing countries. A trust fund for ACIAR has been established with the Government agreeing to an initial three-year commitment of \$25 million. In 1983-84 \$7.0 million was allocated to the Centre.

Non-Government Organisations (NGOs)

The Australian Government gives financial assistance to a number of Australian Non-Government Organisations (NGOs) for their development assistance activities. Support for these organisations this year will amount to approximately \$8 million.

The principal avenue of Government/NGO co-operation is a Project Subsidy Scheme under which eligible NGOs are assisted to undertake a variety of small scale projects at 'grass roots' level in developing countries. In 1982-83 some \$4.8 million was provided for this purpose.

Some \$1.5 million is also provided for schemes utilising the skills of Australian Volunteers. In addition to the long running Australian Volunteers Abroad scheme, a further scheme known as the Australian Executive Service Overseas Program was introduced in 1981.

A number of international NGOs will also be supported again in 1983-84 such as the International Committee of the Red Cross. In total, support for these activities will amount to approximately \$1.5 million.

Multilateral aid

Australia contributes to several international organisations and financial institutions concerned with aid to developing countries. They include the World Bank Group, Asian Development Bank, United Nations Development Program and other UN agencies, International Fund for Agricultural Development, Commonwealth Fund for Technical Co-operation, Economic and Social Commission for Asia and the Pacific (ESCAP), South Pacific Bureau for Economic Co-operation (SPEC), South Pacific Commission (SPC) and various international science, technology and research centres.

Support for these bodies provides Australia with an opportunity to participate in major development projects which are beyond the resources of individual donors.

Contributions in 1983-84 to international financial institutions are estimated at \$105 million. Included in this amount is \$70 million which will be provided to the International Development Association, the soft-lending affiliate of the World Bank, which directs its work towards assisting the poorest countries. Other major contributions in 1983-84 involve expenditure of some \$15 million to the Asian Development Fund, \$11.7 million for the International Bank for Reconstruction and Development and \$6.2 million for the Asian Development Bank.

Payments to UN, regional and international agencies in 1983-84 are estimated at \$95 million (including \$35 million to the WFP).

The UN Development Program (UNDP) is the largest UN funding agency for technical assistance. It also plays a co-ordinating role within the UN system in the technical co-operation field. An increase of \$1.5 million will be made in Australia's contribution to UNDP in 1983-84. UNICEF directs its main efforts to furthering the interests of children and young people in developing countries, and the UNFPA is directly concerned with assistance related to population problems. As mentioned previously, the United Nations High Commissioner for Refugees (UNHCR) and United Nations Relief and Work Agency (UNRWA) work to assist refugees, the former being engaged world-wide and the latter having a specific charter to assist Palestinian refugees. Support will also be given to other UN organisations such as the UN Disaster Relief Organisation and the UN Industrial Development Organisation.

With regard to Commonwealth-related concerns, a \$5.7 million contribution to the Commonwealth Fund for Technical Co-operation is provided to meet priority technical assistance needs of developing Commonwealth countries. Over \$7 million is included this year to meet Commonwealth commitments.

In 1983-84 \$6.5 million will be provided for the international science, technology and research programs including support of a number of international agricultural research institutions within the Consultative Group on International Agricultural Research (CGIAR).

Refugees and relief

It appears that massive refugee flows have become a long-term part of international affairs. The 10 million men, women and children who live as refugees and displaced persons throughout the world are the victims of political tension or instability, social upheaval and related economic hardships and continuing infringements of human rights. The refugee problem is an international question of grave humanitarian and political discussions which has become a major foreign policy concern.

Refugee issues will continue to be a significant element in Australian foreign policy considerations and important in our relations with countries affected by refugee movements. Australia is well-known for its long-standing practice of responding with compassion to refugee problems around the globe. This is shown both in resettlement and assistance for refugees and through timely and generous contributions to NGOs active in refugee relief. Since 1978, Australia has provided some \$114 million in humanitarian assistance to refugees and displaced persons. In 1983-84 approximately \$6.4 million will be available (in addition to food aid) to provide for emergency relief. Australia is currently the fourth largest contributor to the budget of the United Nations High Commissioner for Refugees (UNHCR).

Consular

The Department of Foreign Affairs is responsible to the Minister for the protection and welfare of Australian citizens and their interests overseas. Consular services to the Australian public are available from Australian diplomatic and consular posts throughout the world.

Australia's Consular Service continued to operate effectively in a changing domestic and international environment, during 1982, on the basis of well established policies and a traditional general philosophy. During the year, Australia's overseas posts dealt with about 100,000 requests for consular assistance, including 217 cases of Australians dying abroad and the arrest of 161 others.

However, the year 1982 also heralded the beginnings of a determined effort by Australia to actively research and develop consular policies which will more clearly reflect Australian values, open government and Australia's commitment to the defence of its citizens' human rights.

The stimulus for this development is a public and political recognition that dynamic change is necessary in the near future if Australia is to keep pace with rising international standards of consular service. Among the more visible changes likely to stem from this research and development, is a series of bilateral and multilateral treaties covering subjects such as consular relations, the treatment of dual nationals and the voluntary international transfer of prisoners.

Australian missions overseas

As at 31 August 1983, Australia maintained the following diplomatic and consular missions overseas. Full details of these missions are available from the Department of Foreign Affairs, Canberra, A.C.T. 2600.

Embassies

Afghanistan (in Pakistan); Algeria; Argentina; Austria; Bahrain; Belgium; Bolivia (in Chile); Brazil; Bulgaria (in Yugoslavia); Burma; Chile; China; Colombia (in Venezuela); Costa Rica (in Mexico); Czechoslovakia (in Poland); Denmark; Ecuador (in Venezuela); Egypt; Ethiopia (in Kenya); Finland (in Sweden); France; Gabon (in Nigeria); German Democratic Republic; Germany, Federal Republic of; Greece; Guatemala (in Mexico); Hungary (in Austria); Indonesia; Iran; Iraq; Ireland; Israel; Italy; Ivory Coast (in Ghana); Japan; Jordan; Korea, Republic of; Kuwait; Laos; Lebanon; Libya; Luxembourg (in Belgium); Madagascar (in Tanzania); Maldives, Republic of (in Sri Lanka); Mexico; Mongolia (in U.S.S.R.); Morocco (in France); Nepal (in India); Netherlands; Norway (in Sweden); Oman (in Jeddah); Pakistan; Panama (in Mexico); Paraguay (in Argentina); Peru; Philippines; Poland; Portugal; Qatar (in Saudi Arabia); Romania (in Yugoslavia); Saudi Arabia; Senegal (in Ghana); South Africa; Spain; Sudan (in Egypt); Sweden; Switzerland; Syria; Thailand; Tunisia (in Algeria); Turkey; Union of Soviet Socialist Republics; United States of America; Venezuela; Vietnam, Socialist Republic of; Yugoslavia.

High Commissions

Bahamas (in Jamaica); Bangladesh; Barbados (in Jamaica); Botswana (in Zimbabwe); Britain; Canada; Cyprus; Fiji; Ghana; Grenada (in Jamaica); Guyana (in Jamaica); India; Jamaica; Kenya; Kiribati; Lesotho (in South Africa); Malaysia; Malta; Mauritius (in Tanzania); Nauru; New Zealand; Nigeria; Papua New Guinea; Seychelles (in Kenya); Singapore; Solomon Islands; Sri Lanka; Swaziland (in South Africa); Tanzania; Tonga; Trinidad and Tobago (in Jamaica); Tuvalu (in Fiji); Uganda (in Kenya); Vanuatu; Western Samoa; Zambia; Zimbabwe.

Commissions

Hong Kong; Brunei.

Other

Mission to—European Communities (Brussels); United Nations (New York); United Nations (Geneva); United Nations Educational, Scientific and Cultural Organisation (Paris); Organisation for Economic Co-operation and Development (Paris); United Nations Industrial Development Organisation (Vienna); Australian Delegation to Multilateral Trade Negotiations (Geneva).

Consulate-General in—New York, Chicago, San Francisco, Los Angeles, Houston and Honolulu; Osaka; Auckland; Milan; Toronto and Vancouver; Rio de Janeiro; Bombay; Bahrain; and Abu Dhabi.

Consulate in—Edinburgh and Manchester; Geneva; Noumea; Bali and Capetown.

Specialist officers of the Department of Trade and Resources (formerly the Department of Overseas Trade), other Australian Government Departments and the Defence Services stationed abroad are attached to Australian diplomatic or consular missions. Senior attached officers are in some cases accredited to the missions with diplomatic or consular ranks approved by the Minister for Foreign Affairs.

Passports

A total of 575,500 Australian passports were issued in 1982.

Following the issue of Interim Report No. 2—*Passports of the Royal Commission of Enquiry Into Drug Trafficking*, Government announced that a number of measures would be introduced to minimise passport fraud. These measures included personal attendance of all passport applicants; improved co-operation amongst departments and law enforcement agencies involved with passports and visas; a requirement for all applicants to provide full birth certificates showing names of both parents so that these could be recorded on computer and to minimise the opportunity for people to establish false identities; limitation on the categories of people who can certify the identity of applicants; and the introduction of post offices as lodgement centres for passports—both to provide an infrastructure whereby all applicants can be interviewed and to improve the security checking.

These improvements to the passport issuing system will be introduced progressively during 1983 and 1984.

