

CHAPTER 6

INTERNATIONAL RELATIONS

Relations with Commonwealth and other countries

Australia's international relations have developed steadily since its attainment of nationhood at the beginning of this century. Initially, association with Britain and co-operation with the Commonwealth countries were a major preoccupation. These links still remain an important element of foreign policy. Australia now maintains particularly close relations with the United States of America and places considerable importance on its growing association with the countries of Asia.

Commonwealth relations

In addition to being represented at the meetings of Commonwealth Heads of Government, at meetings of Finance, Trade, Education and other Ministers, Australia maintains close co-operation with other Commonwealth countries, having High Commissions in eighteen of them. Australia is also a member of the main Commonwealth organisations and participates in intra-Commonwealth schemes providing for co-operation in economic, scientific, educational, cultural, and other fields.

Relations with the Americas

An important feature of Australia's international relations is its relationship with the United States of America. This relationship is formally expressed in the ANZUS Treaty which was signed pursuant to Articles 51 and 52 of the United Nations Charter. It provides for regular consultations between these three parties and that, in the event of armed attack on any one of them in the Pacific, the United States, Australia, and New Zealand would each act to meet the common danger in accordance with its constitutional processes.

Australia enjoys long-standing relations with Canada, a fellow member of the Commonwealth. Its relations with the other countries of the Americas are expanding, particularly in the trade field, and this is reflected in the existence of Australian diplomatic missions in, or concurrently accredited to, a number of these countries.

Australia and Asia

Relations with the neighbouring countries of Asia are an increasingly important element in Australia's foreign policy. Australia is active as a member of the South-East Asia Treaty Organisation (SEATO), as a regional member of the United Nations Economic Commission for Asia and the Far East (ECAFE), as a member of the Colombo Plan Consultative Committee, of the Asian Development Bank, and of the Asian and Pacific Council (ASPAC). Australia also maintains an active bilateral relationship with most countries in the region. The Australian Territory of Papua and New Guinea was admitted to ECAFE as a separate member in July 1970.

Relations with the South Pacific

Australia's long-standing associations with the countries of the South Pacific include a particularly close relationship with New Zealand and membership of the South Pacific Commission, the regional organisation established in 1947 to promote the economic and social development of the Pacific Islands. Australia has welcomed the emergence to independence of Fiji, Nauru, Tonga and Western Samoa.

Relations with Europe

Australia's geographical remoteness from Europe has not prevented recognition of the latter's importance, and the traditional links of migration, culture, trade and investment have been strengthened by Australian participation in various European economic and scientific organisations.

Relations with Africa and Middle East

Australia has significant trade and communications interests in Africa and the Middle East. It is represented in some of the countries by diplomatic and trade missions and maintains relations with others through visits by representatives and consultations in capitals where both are represented. Under the Special Commonwealth African Assistance Programme and the Australian International Award Scheme, a small proportion of Australian external aid is extended to several countries in the area.

United Nations

From the time of the drafting of the United Nations Charter, Australia has taken an active role in the United Nations, primarily through participation in the General Assembly but also through membership of the Security Council (1946-47 and 1956-57), the Economic and Social Council (1948-50, 1953-55 and 1962-64), and the Trusteeship Council.

Contributions are made to various forms of international aid through the United Nations and its specialised agencies.

SEATO

Following the cessation of fighting in Indo-China in 1954, Australia, with a number of other countries situated in the south-east Asian region, or having responsibilities there, supported a proposal to form a collective defence alliance to guarantee the peace and security of the region from external aggression. On 8 September 1954 Australia, France, New Zealand, Pakistan, the Philippines, Thailand, the United Kingdom and the United States signed the South-East Asian Collective Defence Treaty at Manila. They also signed a Pacific Charter stating the principles on which they had acted. A Protocol to the Treaty extended its operation to Cambodia, Laos and the free territory under the jurisdiction of the State of Vietnam, although no action on these territories would be taken except at the invitation or with the consent of the government concerned.

While primary emphasis has been placed on the defence significance of the Treaty, a civil secretariat was established to co-ordinate wide-ranging activities designed to improve the security, economic and social welfare of the peoples of the Treaty Area. These activities include studies on counter-subversion, cultural improvement, welfare projects and educational training centres. To facilitate this task the Australian Government in 1956 instituted a SEATO Aid Programme, under which by 30 June 1970 aid to the value of \$23.8 million had been given to member countries in Asia to help develop their capacity to resist aggression and subversion and to stimulate economic development. This programme is complementary to Australia's Colombo Plan contribution. Australian SEATO-aid projects, completed or in progress, include the provision of geodetic survey vessels for the Philippines; military technical training schools, a vehicle base repair shop, and two 50 kW radio transmitters to Thailand; telecommunications, technical training and workshop equipment to Pakistan; corrugated iron, town water supply systems for Bien Hoa and Can Tho, surgical teams, and school textbooks for Vietnam. Australia has also provided military training, and technical training in the fields of engineering, telecommunications, naval architecture and dockyard maintenance, security procedures, and surveying for more than 245 trainees from Asian member countries. In addition a number of senior service officers of other member countries have visited Australia to foster understanding and to develop co-operation between the armed forces.

Participation in the United Nations

Australia's contributions to the United Nations

Australia played an active part in drafting the Charter of the United Nations at the Conference on International Organization in San Francisco in 1945 and has been a consistent supporter of the principles and objectives of the United Nations since its foundation. Australia's influence in the affairs of the United Nations has been exerted primarily through the annual debates in the General Assembly, through membership of the Security Council (1946-47 and 1956-57) and the Economic and Social Council (1948-50, 1953-55 and 1962-64), and through the Trusteeship Council. By virtue of responsibility for the administration of the Trust Territory of Nauru prior to Nauru's independence in

January 1968 and the continuing administration of the Trust Territory of New Guinea, Australia has been a member of the Trusteeship Council, as an administering power, since the Council's establishment.

In 1950 Australia joined fifteen other member States in answering the Security Council's call to help the Republic of Korea to repel Communist aggression from the north, and members of all three armed services took part in the three years of fighting which followed. Australia has also been directly involved in United Nations activities in many other parts of the world. Australia has contributed its share of the costs, both assessed and voluntary, of all United Nations peace-keeping operations, the largest of which have been the United Nations Emergency Force (UNEF) in the Middle East in 1956-57, the United Nations Operation in the Congo (ONUC) in 1960-64, and the United Nations Force in Cyprus (UNFICYP) since 1964. In addition to financial contributions, an element of fifty Australian policemen has been made available for service with UNFICYP.

Australia was a member, in 1968, of the Ad Hoc Committee on the Sea-bed and was appointed to membership of the Permanent Committee established by the Twenty-third General Assembly. In 1969-70 also, Australia was a member of the Committee on Defining Aggression.

In the economic, social and cultural sphere Australia has contributed to the work of the United Nations through membership of its specialised agencies, of the Economic and Social Council and of the United Nations Conference on Trade and Development (UNCTAD). Australia has been a member of the Trade and Development Board since its inception in 1963. It is a foundation member of one of the four Regional Economic Commissions—the Economic Commission for Asia and the Far East, the 4th, 15th and 23rd Sessions of which were held in Australia. In 1963 Australia became a regional member of ECAFE and in 1970 became a member of the Preparatory Committee for the Second United Nations Development Decade.

Australia has had varying periods of service as a member of the executive bodies of the principal specialised agencies. As a leading agricultural country, it played a large part in the establishment of the Food and Agriculture Organization (FAO) and the tenth Regional FAO Conference for Asia and the Far East was held in Canberra in August-September 1970. Australia is a member of the Board of Governors of the International Atomic Energy Agency. Australia served as a member of the governing body of the International Labour Organisation either as a titular government member or as a deputy member from 1945 to 1960 and from 1963 to 1969. It is also a member of the Executive Board of the World Health Organization, the Administrative Council of the International Telecommunications Union, the Executive Committee of the World Meteorological Organization and the Council of the Inter-Governmental Maritime Consultative Organization. It was elected to the Executive Council, the Consultative Committee for Postal Studies, the Management Council of the Universal Postal Union as well as to the United Nations Commission on International Trade Law.

Australia has also been a prominent member of the International Civil Aviation Organization since its inception, and in 1962 was re-elected to the Council as one of the nine States of principal civil aviation importance. It was a member of the executive board of the United Nations Children's Fund (UNICEF) from 1947 to 1961 and from 1966 to 1969.

Australia's contributions in international aid

It is not possible to calculate precisely the total amount of financial assistance which Australia provides to developing countries, including Papua and New Guinea, by way of aid from the Commonwealth Budget each year. There is also scope for differences of opinion about what constitutes 'aid'. Nevertheless, it can be said that, all told, the Commonwealth Government will provide well over \$200 million for aid of one kind or another to developing countries, including Papua and New Guinea in 1970-71.

The table below lists various items of expenditure which can be fairly readily identified as economic (i.e. non-military) aid to developing countries:

AUSTRALIA'S CONTRIBUTION IN INTERNATIONAL AID, 1965-66 TO 1969-70
(**\$'000**)

	1965-66	1966-67	1967-68	1968-69	1969-70
Bilateral programmes—					
Colombo Plan—					
Economic development	6,876	6,939	6,750	6,565	7,336
Technical assistance	4,879	5,774	6,681	6,336	7,850
Emergency aid to Indonesia . . . . .	..	..	4,750	5,916	7,881
SEATO Aid Programme	2,258	2,309	2,498	2,389	2,398
Indus Waters Scheme	2,218	1,749	1,996	2,137	293
Emergency Food Aid—India	7,381	9,479	9,500	..	..
International Grains Arrangement—					
Food Aid Convention . . . . .	..	..	..	11,853	11,578
Laos Foreign Exchange Operations Fund	673	612	535	723	643
Special Commonwealth African Assistance Programme	420	427	423	411	495
Commonwealth Co-operation in Education(a)	660	700	753	749	885
South Pacific Aid Programme	34	167	416	407	495
Other	333	126	97	166	508
<i>Total bilateral aid</i>	25,732	28,282	34,399	37,653	40,362
Multilateral programmes—					
International Financial Institutions—					
IDA (International Development Association)(b)					
IDA (International Development Association)(b)	5,684	6,005	7,134	2,020	2,820
ADB (Asian Development Bank)(b) . . . . .	..	3,795	3,795	7,589	3,795
United Nations Programmes—					
UNDP (UN Development Programme)	1,170	1,170	1,292	1,241	1,549
UNRWA (UN Relief and Works Agency)	180	180	180	180	180
UNHCR (UN High Commissioner for Refugees)	100	135	134	135	175
UNICEF (UN Children's Fund)	480	480	480	480	550
World Food Programme	161	492	698	692	1,000
Other	15	65	15	338	412
<i>Total multilateral aid</i>	7,790	12,322	13,728	12,675	10,480
Papua and New Guinea(c)—					
Grant to Administration	62,000	69,784	77,594	86,994	95,999
Expenditure by other Departments	11,600	14,000	14,000	12,382	18,885
<i>Total Papua and New Guinea aid</i>	73,600	83,784	91,594	99,376	114,884
Total international aid	107,122	124,388	139,721	149,704	165,726

(a) Administered principally by the Department of Education and Science. (b) The Department of the Treasury has the principal responsibility for the management of Australia's participation in these organisations. (c) The grant to assist the economic development of the Territory of Papua and New Guinea is administered principally by the Department of External Territories.

The current level of Australia's aid represents about \$13 per head of its population and is 0.56 per cent of its Gross National Product. On a world comparison of official assistance flows, Australia is ranked among the first three aid donors.

Some two-thirds of Australia's aid is channelled to Papua and New Guinea (See Chapter 29, The Territories of Australia). The remainder is channelled through multilateral programmes (e.g. through the World Bank, U.N. Agencies and the Asian Development Bank) and through bilateral programmes. The following table sets out the geographic distribution of Australia's bilateral aid.

AUSTRALIA'S BILATERAL AID BY GEOGRAPHICAL REGION AND COUNTRY
(\\$'000)

Country	Cumulative total expenditure to 30 June 1969	Expenditure 1969-70	Country	Cumulative total expenditure to 30 June 1969	Expenditure 1969-70
ASIA—			SOUTH PACIFIC—continued		
Afghanistan	798	81	Gilbert and Ellice Islands	146	34
Bhutan	396	61	New Hebrides	30	18
Brunei	83	..	Tonga	156	101
Burma	7,901	1,253	Western Samoa	234	216
Cambodia (now Republic of Khmer)	3,827	802	Miscellaneous	27	48
Ceylon	13,635	998	<i>Total</i>	<i>1,712</i>	<i>1,291</i>
India	78,485	4,943	AFRICA—		
Indonesia	33,275	14,638	Botswana	42	30
Iran	6	18	Gambia	44	30
Korea	2,077	203	Ghana	320	86
Laos	6,439	1,113	Kenya	414	93
Malaysia	20,718	2,990	Lesotho	66	18
Maldivé Islands	59	21	Malawi	75	66
Nepal	731	247	Mauritius	49	27
Pakistan	43,244	1,820	Nigeria	810	125
Philippines	5,171	748	Rhodesia	64	..
Singapore	4,499	600	Sierra Leone	119	36
Thailand	20,964	3,386	Sudan	40	4
Vietnam	16,507	2,032	Swaziland	32	22
Miscellaneous, i.e. administrative costs, regional projects, etc.	5,212	988	Tanzania	363	87
<i>Total</i>	<i>264,027</i>	<i>36,942</i>	Uganda	99	87
SOUTH PACIFIC—			Zambia	152	143
British Solomon Islands Protectorate	61	42	Miscellaneous	109	18
Fiji	1,058	832	<i>Total</i>	<i>2,798</i>	<i>872</i>
			Grand Total	268,537	39,105

NOTE. The cumulative totals do not include expenditure made under the Commonwealth Co-operation in Education Scheme before 1968-69.

This bilateral aid is channelled through a number of programmes, the most important of which is the Colombo Plan—a loose co-ordinating framework of donors and recipients established in 1950. Through these programmes, Australia undertakes a variety of development projects, balance of payments support programmes, provision of equipment, provision of technical assistance experts, and training of students in Australia.

The following table sets out the numbers of students who have been trained in Australia under the aid programmes.

STUDENTS TRAINED IN AUSTRALIA UNDER AID PROGRAMMES
(Number)

Scheme	Cumulative total at 30 June 1970	Total in training at 30 June 1970	Number of new awards 1969-70
Colombo Plan	9,660	1,635	949
SCAAP*	667	95	128
SPAP*	190	42	37
SEATO	67	12	12
AIAS*	115	7	7
Total	10,699	1,791	1,133

* The Special Commonwealth African Assistance Plan (SCAAP) was established to provide training awards to Commonwealth countries in Africa. The South Pacific Aid Programme (SPAP) provides the same sort of assistance to the islands and territories of the Pacific. A small training programme known as the Australian International Awards Scheme (AIAS) is intended to meet occasional requests from countries outside these regions, particularly those from the Commonwealth countries of the Caribbean and Mediterranean regions.

Diplomatic representation

The Department of Foreign Affairs is responsible for advising the Minister for Foreign Affairs and the Australian Government on the conduct of foreign affairs and relations with foreign Governments. Its officers staff the Australian diplomatic service and the consular and administrative service.

In December 1970 Australia maintained the following diplomatic and consular missions overseas and full details of these missions are available from the Department of Foreign Affairs, Canberra, A.C.T.

NOTE. In certain cases the Head of Mission accredited to one country is also accredited to another country. Where this is the case the name of the country in which the Head of Mission is located is shown in brackets. Except where indicated the missions are located in capital cities.

AUSTRALIAN MISSIONS OVERSEAS

Embassies (45)

Afghanistan (<i>in</i> Pakistan)	Indonesia	Portugal
Argentina	Iran	Romania (<i>in</i> Yugoslavia)
Austria	Ireland	South Africa (Capetown)
Belgium	Israel	Spain
Brazil (Rio de Janeiro)	Italy	Sweden
Burma	Japan	Switzerland
Cambodia (<i>now</i> Republic of Khmer)	Korea	Thailand
Chile	Laos	Turkey, Republic of
China, Republic of (Taiwan)	Lebanon	Union of Soviet Socialist Republics
Denmark (<i>in</i> The Netherlands)	Luxembourg (<i>in</i> Belgium)	United Arab Republic
Ethiopia (<i>in</i> Kenya)	Mexico	United States of America
Finland (<i>in</i> Sweden)	Nepal (<i>in</i> India)	Uruguay (<i>in</i> Argentina)
France	The Netherlands	Vietnam
Germany, Federal Republic of	Norway (<i>in</i> Sweden)	Yugoslavia
Greece	Peru (<i>in</i> Argentina)	
	The Philippines	

High Commissions (18)

Britain*	Kenya	Pakistan
Canada	Malaysia	Singapore
Ceylon	Malta	Tanzania
Fiji	Mauritius (<i>in</i> Tanzania)	Tonga (<i>in</i> Fiji)
Ghana	New Zealand	Uganda (<i>in</i> Kenya)
India	Nigeria	Western Samoa (<i>in</i> Fiji)

Other (16)

Military Mission in Berlin† (*in* Germany, Federal Republic of).

Mission to—European Atomic Energy Community (Euratom) (Brussels); European Coal and Steel Community (Brussels); European Economic Community (Brussels); United Nations (New York); United Nations (Geneva).

Consulate-General in—Los Angeles; New York; San Francisco; Milan.

Consulate in—Geneva, Switzerland; Hamburg, Germany, Federal Republic of; New Caledonia; Portuguese Timor; Pretoria, South Africa.

Representative in—Nauru.

The Department of Foreign Affairs is responsible for the control and administration of all the diplomatic and consular missions listed above with the exception of the High Commission, London, which is the responsibility of the Prime Minister's Department.

Specialist officers of the Department of Trade, other Commonwealth 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. In addition, the Department of Trade and Industry maintains Trade Commissioner posts which engage in trade promotion in a number of cities where Australia does not have diplomatic or consular representation (*see* pages 117–118).

The Department of Immigration similarly maintains offices overseas which engage in recruitment of migrants (*see* page 118).

* Administered by Prime Minister's Department.
the Australian Military Mission in Berlin.

† The Australian Ambassador to Germany is also head of

Agents-General for States

From early times the Australian colonies maintained agents in London to encourage immigration and to carry out commercial and financial negotiations. Since federation the States have continued to maintain Agents-General in London, all of whom work in close co-operation with the High Commissioner for Australia at Australia House, London.

Diplomatic representatives in Australia

There are forty-two non-Commonwealth and eleven Commonwealth countries represented by diplomatic missions in Australia.

The following list shows the diplomatic missions in Australia. Full details of Commonwealth and foreign representation in Australia are available from the Department of Foreign Affairs, Canberra. Consular representatives are not included and particulars of these are available from the Department of Foreign Affairs, Canberra. There are about 300 such representatives in Australia, and sixty countries are represented.

DIPLOMATIC REPRESENTATIVES IN AUSTRALIA**Embassies (42)**

Argentina	Iran (<i>in</i> Indonesia)	Romania (<i>in</i> Japan)
Austria	Ireland	South Africa
Belgium	Israel	Spain
Brazil	Italy	Sweden
Burma	Japan	Switzerland
Cambodia (<i>now</i> Republic of Khmer)	Korea	Thailand
Chile	Laos	Turkey, Republic of
China, Republic of (Taiwan)	Lebanon	Union of Soviet Socialist Republics
Denmark	Nepal (<i>in</i> Japan)	United Arab Republic
Finland	The Netherlands	United States of America
France	Norway	Uruguay
Germany, Federal Republic of	Peru	Vietnam
Greece	The Philippines	Yugoslavia, Socialist Federal Republic of
Indonesia	Portugal	

High Commissioners (11)

Britain	Ghana	New Zealand
Canada	India	Pakistan
Ceylon	Malaysia	Singapore
Fiji	Malta	

Overseas trade representation**The Australian Trade Commissioners Service**

The Department of Trade maintains Trade Commissioners at forty-seven posts in thirty-seven countries. Twenty-eight editions of the Department of Trade's promotion periodical *Austral News* now circulate in more than 100 countries in four languages. (*See also* Australian Trade Missions in the chapter Overseas Transactions.)

The countries where Australian Trade Commissioner posts are located are shown in the following list. Except where indicated the missions are located in capital cities.

Argentina	Indonesia	Peru
Austria	Iran	The Philippines
Bahrain	Italy (Rome, Milan)	Singapore
Belgium	Japan (Tokyo, Osaka)	South Africa (Johannesburg, Cape Town)
Britain	Kenya	Sweden
Canada (Montreal, Vancouver, Ontario)	Lebanon	Switzerland
Chile	Malaysia	Thailand
China, Republic of (Taiwan)	Malta	Trinidad
France	Mexico	United Arab Republic
Germany, Federal Republic of (Bonn, Hamburg)	The Netherlands	United States of America (Washington, D.C., New York, San Francisco, Los Angeles)
Greece	New Zealand (Wellington, Auckland, Christchurch)	
Hong Kong	Pacific Islands (C/o Department of Trade, Sydney)	
India	Pakistan	

Full details of the Australian Trade Commissioner posts are available from the Department of Trade, Canberra, A.C.T.

Australian Trade Correspondents and Marketing Officers

Australian Trade Correspondents and Marketing Officers have no official status but supplement the work of the Trade Commissioner Service. Correspondents are located in Addis Ababa, Ethiopia; Istanbul, Turkey; Mozambique; Port Louis, Mauritius; and Tel Aviv, Israel. Marketing Officers are located in Bombay and Calcutta, India; Brussels, Belgium; Cairo, Egypt; Colombo, Ceylon; Dublin, Ireland; Madrid, Spain; Rangoon, Burma; Rio de Janeiro, Brazil; and Seoul, Korea.

Trade Commissioners of overseas governments in Australia

The Trade Commissioners of overseas governments in Australia are shown in the following list. Full details of Trade Representatives in Australia are available from the Department of Foreign Affairs, Canberra, A.C.T.

Britain (Canberra, Sydney, Melbourne, Brisbane, Adelaide, Perth)	Malaysia (Sydney)
Canada (Sydney, Melbourne)	New Zealand (Sydney, Melbourne)
Ceylon (Sydney)	Pakistan (Sydney)
China, (Republic of Taiwan) (Sydney)	South Africa (Melbourne)
Fiji (Sydney)	Sweden (Melbourne)

Commonwealth Migration Offices overseas

The Department of Immigration has established offices overseas to handle migration matters, and in some countries regional officers are provided. Inquiries and applications may also be made at any Australian diplomatic, consular or trade post overseas. Full details are available from the Department of Immigration, Canberra, A.C.T.