

STATEMENTS AND SPEECHES

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No. 66/9

CANADA'S NEW DEFENCE POLICY

Statement to the House of Commons on February 17, 1966, by the Honourable Paul T. Hellyer, Minister of National Defence.

It is almost two years since the White Paper on Defence was tabled in this House. During those two years, the Department of National Defence has been busily engaged in implementing the policies set out in the White Paper, including sweeping changes in its organization forecast at that time.

In introducing the 1964-65 estimates, I summarized my remarks by stating that, "notwithstanding the reduction in expenditures, we shall have achieved, within two years, a significant qualitative improvement and operational capability of our armed forces". That improvement is being achieved, as I shall outline for you in the course of my remarks today.

First, I should like to take this opportunity, on behalf of my Associate and myself, to pay tribute to all those in the Department whose diligent work has contributed so much to the success of this immense project. As Honourable Members are aware, each new step has to be carefully studied and evaluated in relation to the whole, and in relation to the final objective. The fact that our progress toward a completely unified functional force is well in advance of what we might reasonably have hoped for reflects the spirit and enthusiasm with which the task has been undertaken.

I should also like to publicly thank my Associate Minister for his wonderful co-operation. He carries the bulk of the administrative load in the Department and performs his many tasks in a most efficient manner. Without his help, it would be impossible to cope with the extraordinarily heavy workload in the Department, particularly during this period of intense activity.

As Honourable Members are well aware, the probability of a major war arising directly between the NATO powers on the one hand and the Soviet Union and the Warsaw Pact on the other is remote, and would be disastrous for East and West alike. Nevertheless, we must recognize that the political problems of Central Europe are not yet resolved, and the Soviet military capability is not only being maintained but steadily enhanced. We continue to regard our membership in the North Atlantic Treaty Organization and our military support to it as being important to our security. It is clear that instability in other parts of the world has resulted, and will continue to result, in

conflicts which can endanger our security. Canada has been able to contribute military forces in some of these potentially dangerous situations to provide the stability for the political actions necessary for a peaceful solution to proceed unfettered by the bitterness and passions of active hostilities. No one, I believe, can be certain that circumstances will not arise in the future where active participation of Canadian forces would be in the interests of our national security. The military forces of today must have the capability of responding quickly and the flexibility to meet a variety of demands that may be placed upon them to protect the security of this country. This, among other things, means first-class personnel, appropriate equipment to provide the required flexibility, means of rapid transport and an organizational structure, from the headquarters down, which can provide clear and decisive direction. There is still much to be done to achieve the military posture that we have set out to achieve, but I am satisfied that we are well along the road and I propose to give you some of the facts that substantiate this conclusion.

In order that Canada's armed forces might make the maximum contribution in terms of effectiveness to the deterrence of war and the maintenance of peace, it was announced in the White Paper, in March 1964, that the headquarters of the Royal Canadian Navy, the Canadian Army and the Royal Canadian Air Force would be integrated on a functional basis as a first step toward a single unified defence force for Canada. This functional integration began on August 1, 1964, and has been going forward continuously from that date. Integration of the staffs at Canadian Forces Headquarters is now largely complete. Already the total number of persons employed at Headquarters has been reduced by more than 1,000, and the work is continuing as efficiently as and, in the opinion of the most senior departmental officers, more effectively than, ever before. When the one-time workload due to the changes related to the integration process itself has been performed, a total reduction in staff of approximately 30 per cent will have been achieved.

The second step in the integration process was the development of a new command structure for the Canadian armed forces. This structure had to be efficient in design, consistent in pattern, require a minimum of overhead, and responsive and effective from a military point of view. On June 7, 1965, fully three months ahead of schedule, a new functional command structure, in which the former 11 commands were reduced to six, was announced. These were Mobile Command, Maritime Command, Air Defence Command, Air Transport Command, Materiel Command and Training Command. The No. 1 Air Division in Europe and No. 4 Canadian Infantry Brigade Group in Europe were left to continue to report directly to the Chief of the Defence Staff in order to maintain maximum operational effectiveness during the transitional period. Now, six months later, all the command headquarters have been created, and either have assumed or are in the process of assuming their new responsibilities.

Mobile Command

The formation of Mobile Command is basic to the philosophy of Canada's new defence policy. The largest of the new functional commands, its task is to operationally train and maintain the land elements of the Canadian force and its tactical air-support, and to keep this force in a state of combat readiness which will enable it to be deployed in units of the required size to meet Canadian

commitments and undertakings anywhere in the world. These commitments range from reinforcing the European sector as a contribution to the deterrence of general war to United Nations peace-keeping operations. The prime ingredients in the force are quick reaction-time, the ability to go where required with despatch and to perform its tasks with maximum effectiveness. The decision to introduce into this command, which was formed officially October 19, 1965, tactical air squadrons equipped with the new CF-5 will increase to a marked extent both the capability and flexibility of the mobile force. Tactics and doctrines will be developed as the squadrons are formed and are able to exercise with the land elements they are required to support.

The acquisition of the <u>Voyageur</u> helicopter and the <u>De Havilland</u> <u>Buffalo</u> STOL (short take-off and landing) military transport will give the <u>Mobile Command</u> a greatly enhanced tactical capability.

Strategic transport for Mobile Command will be provided by Air Transport Command, and the sea element by Maritime Command.

The Special Service Force idea, announced in the White Paper to apply to one brigade, has now been expanded and current plans call for two brigades to be converted, on a planned basis, to this idea of air transportability, with an additional Airborne Battalion Group for added flexibility and quick response to domestic needs and overseas commitments as they arise.

Maritime Command

The primary mission of Maritime Command continues to be the antisubmarine role. Its secondary role, as stated in the White Paper, is the provision of sea-lift and other related naval capability to Mobile Command. Maritime Command was officially formed on January 19, 1966, and the integration of the naval and air elements under one commander will provide an even closer relation between the various units engaged in the same basic mission. Headquarters, Maritime Command, is at Halifax, while the Deputy Commander (Maritime Commander, Pacific) will have his headquarters at Esquimalt, B.C.

The fleet modernization programme announced last year is continuing. The post-Second World War destroyer escorts, refitted with modern equipment, have an anti-submarine surveillance and operational capability far greater than ever before. The introduction of helicopters as part of the weapons system has contributed markedly to this increased capability from the standpoint of range, speed, area of coverage, and general effectiveness. The introduction of ASROC, a long-range, rocket-assisted torpedo-delivery system will provide an additional substantial increase in target-destruction capability.

The most recent addition to Maritime Command has been HMCS Ojibwa, the first of three "O"-class submarines. These submarines have the dual capability of providing the rest of the anti-submarine forces with ASW training and, at the same time, being additional operational units. In April, the First Canadian Submarine Squadron will be formed to operate out of Halifax. The Argus, Neptune and Tracker aircraft, assigned to Maritime Command, are also receiving mid-life re-equipment, which will provide them with an improved capability.

Materiel Command

Materiel Command, with headquarters at Rockcliffe, is being organized to provide logistic support of the Canadian armed forces. It will be charged with the responsibility of providing faster, more efficient service and, at the same time, of eliminating the duplication and triplication that exists with three separate supply systems. By making full use of electronic data-processing equipment, it will eventually be possible to provide better service, maintain smaller inventories and, at the same time, to operate with substantially fewer personnel, thus freeing more of the armed forces establishment for operational requirements.

Training Command

Training Command, with headquarters in Winnipeg, will provide the individual training, including flying training and trades training, for all service personnel required by the Canadian armed forces. On January 1, this Command assumed command and control of the RCAF units which formerly composed Air Force Training Command and functional control of the RCN and Army individual training schools. In April of this year, it will assume full responsibility for the RCN and Army training schools. The Canadian Services Colleges, Army and Air Force staff colleges and the National Defence College will continue under the control of Canadian Forces Headquarters for the time being, but plans to operate an integrated staff college course are well advanced.

4 CIBG

The introduction of the M.113 armoured personnel carrier to our NATO Brigade Group in Europe is now nearly complete. This has given the Brigade Group a greatly enhanced operational capability and, for the first time, the armoured protection it would need in the face of a fully mechanized opponent. The delivery of the ENTAC and SS.11 anti-tank guided missiles, will be augmented by the introduction of the Carl Gustav medium anti-tank weapon now coming into service. The fire-power of the Brigade will be further improved by the introduction of the new British 81 mm. mortar, to replace current holdings. This mortar has an appreciably greater range than the one it replaces. In further support of the Brigade and field forces, a variety of major and minor equipment is being purchased. For example, bridge-layer tanks that permit the rapid crossing of small water or dry gaps will be delivered to 4 CIBG this summer.

Air Division

The introduction of the dual capability for our strike-attack squadrons in Europe is continuing and will be complete later this year. At that time, our six squadrons in Germany will be fully operational in the non-nuclear attack role, as well as in the nuclear-strike role. This will greatly increase the flexibility of these squadrons in support of NATO requirements. The two reconnaissance squadrons stationed at Marville in France are now fully operational. Each wing of the Air Division has its full complement of aircraft and is holding an "alert" status.

I should like to say a word here about the expertise of our airmen who are serving with the Air Division in Europe. This professionalism has been evident from the very first days of our Air Division in Europe; first flying Sabre jets and then the CF-100s our fliers consistently won the Guynmeyer Trophy, which is emblematic of air-combat supremacy.

This excellent airmanship is still evident today when each year the Allied Forces Central Europe gather together to compete in an air-tactical weapons meet. The Canadian component at a recent meet in France won, virtually single-handed, the biggest weapons meet of the year.

When the final results were tabulated, our Canadian airmen had won several impressive victories, including the top national team of the meet and the top strike pilot. Out of the seven top-scoring pilots, RCAF fliers placed first, second, third, fifth, sixth and seventh and, to top this off, the Canadian team set a new record by flying an ideal day of four perfect missions.

Air Defence Command

Canada continues to contribute to continental air defence in accordance with its partnership with the United States in NORAD. Our main contribution continues to be three interceptor squadrons, two Bomarc squadrons and the operation of extensive ground environment radars and communication facilities. As indicated in the White Paper in March 1964, a number of questions depend upon a decision by the United States as to whether it will or will not deploy an anti-missile missile system. This decision has not yet been taken by the United States, although considerable funds are being spent on continued development.

The capability of the ground environment for air defence against the manned bomber is being enhanced, despite the fact that a decreasing amount of our resources are going into this area. This is being done by the introduction of a back-up system which will provide the continuous air surveillance and control of air-defence weapons. This system, called BUIC (Back-Up Interceptor Control), will be introduced into SAGE, the computerized semi-automatic ground environment system of the North American Air Defence Command.

Like SAGE, the BUIC system can receive, store, retrieve, calculate and supply, in thousandths of a second, information vital for the effective control of defensive weapons. When a SAGE centre stops functioning for any reason, a BUIC centre will assume its function.

The cost of the two BUIC sites to be located in Canada will be shared by Canada and the United States. The estimated costs for Canada are \$600,000 for the initial capital outlay and \$250,000 annually for maintenance.

Installation of the BUIC systems, including the Canadian sites, is expected to be completed by early 1969.

Air Transport Command

The functions of Air Transport Command remain largely as they were prior to integration. The capability of the Command, however, has been increased dramatically by the purchase of 20 additional C.130 Hercules aircraft to provide a strategic airlift for the Canadian armed forces. The capability of this Command must be further augmented in the years ahead in order to meet adequately the philosophy of mobility, as set out in the White Paper. Studies on the best cost-effective equipment for this expansion are under way.

Operational Readiness

As I mentioned earlier, we have continued to perform a wide spectrum of defence and peace-keeping operations. Two additional requests for United Nations support were received in September and December of last year. On September 22, the Secretary-General asked us to supply a number of officers to participate in the United Nations India-Pakistan Observer Mission. Highly-qualified officers were soon on their way to take up their new duties. At the same time, our contribution to the United Nations Military Observer Group in India and Pakistan was increased from nine to 19 by the despatch of ten officers. This group now consists of two naval, 13 army and four air force officers. In addition, we increased our contribution of aircraft by two Caribou and three Otter aeroplanes, manned and maintained by approximately 100 air force personnel located at Lahore, Pakistan. This unit provides air transport service both for the United Nations Military Observer Group, India and Pakistan, and the United Nations India-Pakistan Observer Mission.

In December, Canada was asked to provide air units for the Zambian oil sirlift. On December 22, an advance party left Canada, and on December 30, the first oil airlift was effectively carried out. The response to this request and the quick reaction capability clearly demonstrated the effectiveness of the Canadian armed forces to meet contingencies.

The ground forces, too, are continually exercising their quick-reaction capability. The First Battalion Black Watch battalion group, currently designated as Canada's contribution to the Allied Command Europe mobile force, has recently undergone a strenuous training programme, designated Exercise "White Caribou" in Newfoundland. On February 27, this battalion group will participate in Exercise "Winter Express", scheduled for northern Norway. This will provide an opportunity to practise its role along with the five other NATO nations participating. It will be the first time that the Canadian armed forces have attempted to airlift a battalion group over a considerable distance in a realistic time-frame. This exercise, therefore, plays a most important part in the continued development of the strategic mobile force concept.

It may interest Honourable Members to know that 18 or 19 Air Transport Command heavy aircraft will be employed in this airlift and, that in addition, HMCS <u>Provider</u>, our operational support ship on the East Coast, will participate in the deployment and re-deployment phases of the exercise.

Reserve Forces

One of the most important developments in respect to the reserve forces has been the appointment to Canadian Forces Headquarters of Major-General W.A.B. Anderson as Deputy Chief, Reserves. General Anderson will, in fact, be the commander of the reserve forces in Canada and have the responsibility for their organization and training in support of the regular forces as well as in aid of the civil power and their supplementary role in national survival. The Deputy Chief, Reserves, heads a sub-branch at Headquarters, which is being organized on an integrated basis and which will have full responsibility for the reserve components and cadets of the Navy, Army and Air Force.

The first task to be undertaken by this section is the reorganization of its field-command structure for reserve units following the termination of the existing army regional and district commands. The appointment of an officer in the rank of major-general underlines the continued importance of the reserve forces in support of the regular forces.

With the reorganization of the Canadian Army Militia last year and the re-introduction of corps training, a new vigour and effectiveness is developing. It is intended to increase the momentum by improved training opportunities in the coming year. Where possible, militia units will be given an opportunity to visit regular units at home stations for the purpose of obtaining instruction and practice in using the latest items of operational equipment. Recently, militiamen of several Eastern Canadian armoured regiments were flown into Camp Gagetown, where the Royal Canadian Dragoons conducted a programme of weekend training for them. The experiment was extremely successful and will be used as a pattern for similar exercises of this nature in the future.

The reserves, in their new posture, are being counted upon to make an important contribution to Canada's security. The volunteers to whom this task has been entrusted are worthy of our highest respect and admiration.

I would like now to discuss briefly some of the changes in management techniques which have been introduced into the Department since 1963 in conjunction with the reorganization.

Two of the most important problems in defence management were the reconciliation of the programmes of the three services, that is, the setting of the real priorities between the programmes of each, and gauging the effects of each programme, not just in terms of capital cost but also in terms of support requirements, personnel and annual recurring costs.

The integration of Navy, Army and Air Force Headquarters aided materially in the solution of the first of these problems. An integrated defence programme has been established. This displays all approved national defence activities and forecasts spending over the current year and the following five-year period. The programme data relate the various military functions and missions to resource requirements of manpower, money and material. With this information available, it is possible to determine at once the implications, both on a particular mission and on the integrated defence programme as a whole, of any new requirement.

The defence-programming system includes a programme change procedure which keeps the IDP current as it reflects changing national and international conditions and the adoption of advantageous technological advances.

The development of this comprehensive system has been taking place for some months. To assist in its implementation, we have retained a consultant group familiar with the process to advise us. Our present integrated defence plan should be programmed and the system in full operation in 1966, and this will enormously simplify the preparation of the estimates for 1967-68. The operation of this system insists on the solution of the two management problems raised. First, as it includes all missions and the elements of all missions, it displays each of these in a way which facilitates the consideration of priorities and demands their solution. Secondly, the data required for the system include capital costs, personnel and support requirements and operating costs, and, therefore, the total effect of each new programme change is known at the outset and available for review at any time. Thus, all the information necessary for management to make decisions is readily available and the system itself ensures that the data are presented in a manner that leads to realistic decisions.

Another improvement in management techniques has been the granting of authority to use the proceeds of the sale of surplus equipment by the Department for the purchase of new equipment. This year, on an experimental basis, this system has also been applied to real properties up to the limit of \$5 million. This policy was suggested by the Royal Commission on Government Organization. The reasoning behind it is obvious. It provides an incentive to management to make decisions. If there is no advantage in selling surplus materials and properties, there is a natural tendency to postpone serious consideration. When the proceeds are available for new high-priority projects, however, there is a strong motivation to take a hard look at inventories and to make realistic decisions. In the fiscal year 1964-65, approximately \$7-million revenue was obtained from the sale of surplus materials, supplies and equipment, and \$4,744,000 has been realized from this source for 1965-66 to the end of December. During the current fiscal year, as of December 31, real-estate sales have totalled \$1,589,000. These sales reduce the cost of maintenance of the inventories.

Another important area which has been subject to reorganization is that of development. Each service had its own development vote and, in each case, the administration and screening was carried out by the Defence Research Board, following receipt of submissions from the services. The system tended to be inflexible and slow. Programme changes had to go through the whole system and the amount of time consumed was so great that the project momentum was often lost and the initial Canadian advantage overtaken by development projects in other countries. The classic case is the armoured personnel carrier, the Bobcat. This project was out front at the outset but, due to the rigidities of the system and the decision-making process, all the initial advantage was lost and the project overtaken by developments elsewhere.

In order to develop a more flexible system, a number of important changes have been put into effect. The service development votes have been built into a single development vote - in consonance with integration.

Administration of development projects has been given to the services themselves. The Defence Research Board input and screening now take place during the initial stage of the project definition in order to determine at that stage if the proposal is scientifically feasible.

A management group has been formed called the Development and Associated Research Policy Group, under the chairmanship of the Chief of Technical Services. This group has the responsibility for initiating new projects, reviewing projects periodically to determine if they should be continued, and recommending the termination of projects that have been overtaken by time, technological advance or parallel development elsewhere.

This group has been formed and has been operating for some months. It has initiated a number of new projects that will be included in next year's estimates; it has consolidated a number of existing projects and recommended the immediate termination of a number of others. The time period for decision-making in the field of development has been dramatically reduced, and it appears that the new system will go a long way toward reducing to a minimum the problems inherent in the development field.

An example of the improved flexibility is in respect to the interesting development of a full-scale prototype of an ocean-going hydrofoil vessel.

A great deal of preliminary research has been carried out in respect to the development of hydrofoils, and a number of reduced-scale models have been built and tested. The considerable effort to date is of little practical value, however, in the absence of complete sea trials of a full-scale ship. We have one under construction now - the hull at Marine Industries in Sorel, Quebec, the foils at De Havilland Aircraft Company, Toronto, and the weapons system at Canadian Westinghouse Company Ltd., Hamilton.

Like most development projects, the cost has increased substantially over original estimates and is now estimated to be \$36.2 million - a figure that covers the basic ship support services and weapons system. Under the former system of single service management, the increased funds would not have been readily available. The result, almost inevitably, would have been a stretch-out in the programme which, historically, would have resulted in even further increases in costs. Even worse, stretched-out development programmes often mean the loss of any lead we might have in concepts, thereby reducing foreign sales prospects.

A delayed programme would also have made trials so late that we would not have had the information needed when considering options available for a construction programme in the first half of the 1970s.

With an integrated headquarters it was possible to divert to the hydrofoil project savings we have made in other areas. As a result, both the ship and the weapons-system development are proceeding and we expect that sea trials will begin late this year. It is impossible to say with certainty whether the trials will be successful or not, but all the data on which the development is based lead us to believe that they will be.

It is, in our opinion, well worth while proceeding with the development in any case, for this is an important area of knowledge in which additional data are essential. Equally, it is an important Canadian contribution to the total range of new developments being pursued by ourselves and our allies on a mutually co-operative basis.

The increased emphasis on research and development is in fulfilment of the policy laid down in the White Paper that there would be a modest but consistent increase in these activities. The Defence Research Board has the responsibility not only of providing scientific advice to the Minister and to the Chief of Defence Staff but also of undertaking pure and applied research on behalf of the defence forces. Canada continues to enjoy a well-deserved reputation for extraordinary results in research, particularly in relation to the resources made available for that purpose.

One of the Defence Research Board's most dramatic achievments in 1965 was in the space-research field. The successful launch of Alouette II in November in an elliptical orbit was the climax of months and years of painstaking research and development. As of late January, it had completed 720 orbits about the earth, travelling 22,800,000 miles, and had executed 8,175 commands while operating six hours a day, to produce 54,000 ionagrams.

Isis "A", the Board's third satellite, is scheduled for launching next year. It will carry ten experiments and is scheduled to move in an elliptical orbit some 300 to 2,600 statute miles above the earth. As the sun's period of activity increases with more frequent and violent solar storms, this space-craft should provide most useful data.

Practical application from the data provided by Alouette I, which have been analyzed in combination with data obtained from sister satellites, may involve improved techniques for long-distance communications resulting from mitigation of interruptions caused to northern radio by solar storms and other phenomena.

The Defence Research Board's Industrial Research Assistance Programme, introduced late in 1961 to encourage industry in Canada to establish additional research facilities, has proven to be a most successful activity. Costs of projects under this programme are shared by the Defence Research Board and industry. The joint commitment at present amounts to about \$41,700,000, of which DRB has committed more than \$21 million, with \$10,500,000 spent to date.

Of 145 projects covered by this programme, 113 are active at the present time and are being conducted by 56 Canadian industries in a variety of fields - electronics, aviation, mechanical engineering, physics, metallurgy studies, and others. A number of companies attribute a considerable increase in their business volume to the direct and indirect results of this industrial research assistance programme.

As I stated at the outset, the strength of the Canadian armed forces is in the dedication, training and professionalism of its officers and men. Just as no force, no matter how well trained, can operate effectively without good equipment, similarly no amount of modern equipment, by itself, can be effective without persons skilled and trained in its use. We have in the

past enjoyed, and still enjoy, a tremendously proud and effective force unsurpassed anywhere in the world. We fully recognize that, if we are to maintain this effectiveness in the future, we must continue to provide the training, remuneration and career opportunities to attract the high calibre of person required for our demanding tasks. Whereas it is true that reorganization of any kind raises questions in respect to the effects that it may have on individuals, the important problems relating to individuals in the armed forces today are not those resulting from integration, they are the same real problems affecting men and women in all walks of life that is, pay, allowances, housing, career opportunities, etc. I might add that there are, perhaps, many Canadians who do not fully appreciate just how good the Canadian armed forces really are and what a tremendous job they do as ambassadors for Canada as they pursue their task of contributing to the deterrence of war and helping to preserve world order. Honourable Members who have visited our armed forces units and establishments overseas, in Canada and at sea, and who have been impressed by the superb quality and proficiency of the men and women of the forces would be performing a most useful service if, at every opportunity, they informed their constituents, and Canadians generally, of the accomplishments of those who wear our country's uniform.

In respect to pay and allowances, a number of questions have been raised and these are all under active study at the present time. As I indicated in the House of Commons the other day, we fully realize that we have to compete for manpower in a booming economy, and measures will be taken - measures designated to do justice to the men and women of the armed forces and to attract new recruits to the organization.

The number of recruits required in the next four or five years will be considerably greater than has been the case for some time, simply due to the great numbers of servicemen who saw experience in the Second World War now reaching retirement age. This problem, combined with the increased competition in the labour market, will make our task difficult. We will appreciate the co-operation of all Honourable Centlemen in helping us to meet our goals.

Finally, I should like to say a word of appreciation to those Honourable Gentlemen who served on the Special Committee on Defence. This Committee was an experiement. It was the first time in Canada that Members of this House have had the opportunity of discussing in committee, in an orderly fashion, the current expenditures and future plans of the Department of National Defence. I felt, from the outset, that the Committee could fill a very important function and that it would be a good vehicle for making available to Honourable Members of this House and to the Canadian public, much more information on defence matters than had previously been available from Canadian sources. I believe that the Committee was a most useful forum for discussion and that it proved the advisability of this kind of organization as a recognized part of our Parliamentary system. With the establishment of a permanent standing committee on defence, this principle has been formalized, and I am sure it will continue to do the same kind of good work performed by the members of the Special Committee.

In my statement today, I have not included statistical information in respect of manpower or details in respect of individual items of hardware. The estimates for 1966-67 will be referred for early consideration by the standing committee and it would seem appropriate to defer consideration of detail to that occasion when witnesses can be called and when full statistical information can be made available. I hope that this suggestion will meet with general approval and, once again, I would like to express my appreciation of the co-operation I have received from Honourable Gentlemen on both sides of the House.