



CANADA

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CANADA MEETS WORLD COMPETITION AT HOME

Addressing the ninety-third annual meeting of the Canadian Manufacturing Association in Montreal on May 25, the Minister of Industry, Mr. C.M. Drury, based his remarks on the assumption that "there are certain forces operating in the world today which are common to virtually all sectors of our economy and which must be recognized when considering how best to meet the challenge of world competition". These forces, Mr. Drury added, "are also fundamental to any discussion of the role that government can play in strengthening the ability of Canadian producers to participate in home and export markets".

The Minister then proceeded to develop his thesis as follows:

...We have seen, particularly since World War II, a rapid shift in the structure of Canada's economy. Fifty years ago our economy was largely based on agriculture and natural resources, with only 14 per cent of the labour force being engaged in manufacturing. However, the manufacturing industries have grown rapidly and today employ twice as many people as the primary-industry sector. The total value of manufactured goods is today two and a half times the value of output from farms, mines, fisheries and forests. Although activity in the resource sector will continue to grow and make a valuable contribution to our development, we must look to the manufacturing and service industries for the major part of our expansion in the years ahead.

ACCELERATED TECHNOLOGICAL CHANGE
We are seeing throughout the world an accelerating rate of technological change. This brings with it

the benefits of improved products and higher living standards for many. It also brings with it the penalties of obsolescence and redundancy, with serious social implications in some cases. Basic changes are occurring in world production and trading patterns. Traditional export markets are shifting or disappearing as the emerging countries press to develop their own secondary industry. In some cases, these countries are now even exporting manufactured goods to their former suppliers. Concurrently, there has been a rapid growth in the technically complex industries of Europe, Japan and North America. The output to world markets from these modern, highly efficient plants is on the increase. With the forthcoming round of tariff negotiations in Geneva, there is likely to be a further move towards a freer exchange of manufactured products and a relaxation of restrictions on international trade.

There has been in Canada a general desire to improve the rate and shape of growth of our economy. There is a need to deploy our human skills and natural resources to better advantage. We are witnessing the evolution of a complex society in which the public and private sectors interact and where the aspirations of government and industry are having a more substantial impact on each other than ever before.

GLOBAL ENVIRONMENT OF CANADIAN INDUSTRY

This list could be extended indefinitely, but I think these few key points will suffice. They serve to illustrate a very fundamental problem confronting us all. There is a great need for us to examine the total environment of Canadian manufacturing industry

in the context of the global conditions which I have just outlined, not only as it exists today but also as it will develop in the years ahead. It is no longer adequate for us to tackle these problems piecemeal. They are all interrelated and must be considered in a co-ordinated fashion. While businessmen themselves must shoulder the main responsibility, both individually and through associations such as the CMA, I believe that the Government can contribute greatly by providing many of the facilities which are required for this monumental task.

Government and industry have been carrying this type of joint effort for many years in the case of the primary industries. The Government has provided the services of the Departments of Mines, of Agriculture, of Fisheries and, more recently, of Forestry, to concentrate exclusively on these important sectors. It is significant, however, that there has been no equivalent approach to the relatively more important sector of manufacturing. Moreover, there has been no equivalent representation of manufacturing industry in government at the Cabinet level. Finally, and perhaps... the most important aspect of all, the mechanism for liaison between government and industry was not fully effective and did not make adequate provision for the dialogue which must take place if we are to solve our mutual problems.

DEPARTMENT OF INDUSTRY

It was against this background, and in recognition of this need, that the Department of Industry came into being in July 1963. In forming the Department and shaping its policies, we have held to two cardinal precepts. Firstly, that economic growth in Canada depends on the success and initiative of private enterprise. Secondly, that the role of government should be to establish a suitable environment for exercising this initiative, employing the various measures of which government alone is capable and taking the role of rendering support and assistance to private enterprise as and when required.

Accordingly, the terms of reference of the Department of Industry are to foster the growth and efficient development of Canadian manufacturing industry, to create new employment opportunities, to improve the balance of payments, and to promote research and development.

In organizing to perform this task, we have attempted to marshal the broad range of talents and facilities needed to ensure a co-ordinated programme, but without duplicating the services which already exist in government.. At the core of the organization are the so-called line branches, which, as closely as possible, follow the natural groupings of industry, e.g. there are line branches specializing in aircraft, chemicals, transportation equipment, wood products and so forth. In addition, there are two further branches of particular importance, the Area Development Agency, responsible for administration of measures to promote growth in designated areas, and the National Design Branch, with the important function of stimulating superior design for Canadian products. Over and above this line organization, there are staff-support units required to co-ordinate the total programme and to provide common service in the most efficient manner.

LIAISON WITH OTHER DEPARTMENTS

Great stress has been laid upon liaison between the Department of Industry and other government departments. This matter of liaison with other government groups is extremely important to the effective functioning of the Department, and I should like to dwell on it for a few moments. Many departments and agencies within the Government have been and continue to be engaged in programmes designed to assist Canadian industry. These agencies have important and specific responsibilities within their prescribed terms of reference which indeed bear directly on industrial development. We might mention the Departments of Finance and National Revenue, concerned with taxation and tariff policy and its administration. Likewise, there is the Department of Trade and Commerce, which is primarily responsible for trade policy and promotion. We could extend this list to include other agencies, such as the Economic Council of Canada, which is concerned with examining the growth prospects for the economy as a whole and identifying the obstacles and bottlenecks to progress... However, as I mentioned earlier, we must bring the same co-ordinated and comprehensive approach to the problems of secondary industry as exists with the departments concerned with the primary industries. Again let me emphasize that the Department of Industry is concerned with examining secondary manufacturing in an industry context and from an overall viewpoint. Our objective is to bring all of the resources of government to bear in the most effective manner for the efficient growth of Canadian manufacturing.

RELATION OF GOVERNMENT AND INDUSTRY

Despite the fact that the Department has only recently been formed, I think that we can give some significant examples of our approach in practice and of progress already made. We have concentrated heavily on establishing an environment conducive to growth, while affording industry maximum flexibility to capitalize on its opportunities. We all recognize that government must set certain ground rules under which industry is to operate. The delicate task is to discharge this responsibility in such a way that the necessary checks and balances do not lead to over-regulation and restriction and that it does not lead to a situation of government "running" industry. Great care is needed to ensure that well-meant efforts do not create obstacles to the conduct and expansion of legitimate business. In some countries we have seen that the effect of government action has, in fact, been to limit and restrict business initiative with results all too evident in terms of slow growth rates and industrial stagnation.

ENCOURAGEMENT TO GROWTH

This must be avoided in Canada. Private enterprise must be encouraged to grow if we are to have healthy industries capable of meeting world competition on equal terms. I think that the appropriate care has been exercised in this regard. To give a few illustrations: Our depreciation allowances are among the most generous in the world and shaped to encourage industry to modernize equipment and facilities and to maintain and improve efficiency. The

BIG BANG FOR ALBERTA

Scientific teams from Canada, the United States and Britain will conduct more than 100 individual experiments in July when 1,000,000 pounds of TNT are detonated at Suffield Experimental Station (SES), the Defence Research Board's laboratory about 26 miles west of Medicine Hat, Alberta. The explosion, which is one of a series conducted by the three countries, is scheduled for July 16. Postponement for a day or so may be necessary if technical or weather conditions are not suitable.

PURPOSE OF EXPERIMENT

The major objectives of the tripartite experiment, a high point in eight years of SES activity in shock and blast research, will be to investigate:

- (1) Fundamental aspects of air blast and ground shock;
- (2) cratering;
- (3) thermal and electromagnetic pulse effects;
- (4) response of structures and items of military equipment to air blast and ground shock;
- (5) behaviour of air blast within structures;
- (6) propagation of sound waves;
- (7) blast effects on man-like dummies in the open and in shelters.

There will be about 175 Canadians involved, among whom will be 30 scientists, engineers and armed services personnel. The British group will number approximately 50, and a large number of U.S. scientists will participate and observe the experiment.

A total of 102 all ranks from Western Command of the Canadian Army will occupy shelters almost a mile from the hemispherical charge. They will observe blast effects and experience the shock wave - both harmless at that distance. The Royal Canadian Air Force will photograph and measure detonation phenomena from a specially-instrumented "Neptune" aircraft that will overfly the explosion at 18,000 feet. A series of instrumented rockets will be launched at RCAF Station Cold Lake to make temperature and other measurements necessary in gaining an understanding of the travel of sound waves in the atmosphere.

In addition to the Canadian Army and RCAF personnel participating in specific experiments and providing specialist support, other Canadian organizations involved will be the Emergency Measures Organization, the Meteorological Services, universities, oil companies and other interested agencies. Ten Canadian and U.S. teams will conduct seismic measurements at locales far distant from SES.

The Canadian projects will be designed primarily to extend basic measurements associated with

previous, but less powerful, surface bursts of TNT detonated at SES. The charges employed since the inception of the programme in 1956 have ranged from a few pounds to 100 tons in 1961. This year's 500-ton trial will provide measurements required for many of the individual Canadian experiments. Scaling techniques will make possible estimates of likely injuries to individuals and damage to equipment in target areas from nuclear weapons of various yields. These extrapolations will be based on the effects recorded on the manlike dummies and military equipment positioned near "ground zero".

The detonation of the charge will be equivalent in its shock and blast effects to a one-kiloton nuclear explosion. DRB officials emphasize that "because the SES experiment involves a chemical explosive only, radioactive fallout cannot possibly develop".

ALBERTA STATION

The Alberta experimental station, which covers some 1,000 square miles of relatively flat prairie terrain, is ideally located for such large-scale experiments because of its isolation from built-up communities. Its ranges, developed for the continuing programme, have been built up with power supplies, bunkers, junction boxes and a complete communications network. The natural setting and the facilities installed combine to make the site one of the most flexible test ranges in the Western world.

The charge, 17 feet high and 34 feet wide, will be carefully built up at "ground zero", the centre of a mile-and-a half circular target area. Many of the materials and structures under investigation will be buried. The remainder will rest on the ground or will be anchored to ground-level concrete platforms. Instrumented military equipment such as trucks, missile and rocket configurations, typical field fortifications (slit trenches and gun emplacements), radar antennae and similar items employed during combat will be assessed for damage after the explosion.

"Dummy" troops, some dressed in operational equipment, will man slit trenches and vehicles and carefully-placed measurement devices will record the pressures and movements experienced by the simulated soldiers for the assembled scientists. Relating the recorded data to the "injuries" sustained by the models and damage to vehicles will facilitate the forecasting of shock and blast effects on troops and equipment within specific distances from large-scale explosions.

The four appointed members of the Council are: Dr. Frank Vallee of Hamilton, Ontario; Air Marshall Hugh Campbell of Ottawa; Robert N. Harvey of Edmonton; and Stuart M. Hodgson of Vancouver, The Deputy Commissioner of the Northwest Territories, W.G. Brown, is an appointed member of the Council, and was a member of the previous Council.

NWT COUNCIL APPOINTMENT

Mr. Arthur Laing, Minister of Northern Affairs and National Resources, has informed the Commissioner of the Northwest Territories, B.G. Sivertz, of the appointment by Order-In-Council of four members of the Northwest Territories Council.

"The business experience, knowledge of the north and its people, and the interest in northern development represented by the recently-appointed members will add greatly to sessions of the Council," said Commissioner Sivertz. The first session of the new Council opened in Ottawa on June 1.

ELECTED REPRESENTATIVES

In addition to the five appointed members of the Council, residents of the Northwest Territories elect four representatives to the nine-man Council. Polling last April resulted in the re-election of John W. Goodall of Fort Simpson for the Mackenzie River constituency, and the election of Robert Porritt from Hay River for the Mackenzie South constituency, Lyle R. Trimble of Aklavik for Mackenzie Delta, and Peter Baker of Yellowknife to represent Mackenzie North.

RECORD WINTER WORK RESULTS

Mr. Allan J. MacEachen, the Minister of Labour, reported recently that the past winter's Municipal Winter Works Incentive Programme had been the most successful since the project began six years ago. The Minister pointed out that the Programme had covered only a six-month period, from November 1, 1963, to April 30, 1964, to ensure that it made a maximum contribution to the creation of employment in the winter months only. As a result, more jobs had been provided under the Programme than in previous years when it was of longer duration.

JOBS ON AND OFF SITES

Mr. MacEachen said that the Programme had provided "on-site" jobs for 163,583 men - 12.7 per cent more than the previous year. These jobs created a total of 6,790,603 man-days' of work. The previous year's totals, which had been the highest to date, were 145,025 men and 6,164,298 man-days of work.

In addition to the jobs provided "on-site", it is estimated that at least an equal number were created "off-site" in the industries which manufacture, sell and transport the materials used on these projects.

Under this year's Programme, 7,306 projects were approved by provincial governments and accepted by the Federal Government. The estimated expenditure on these projects during the period of the Programme was \$277,579,000, of which \$97,608,000 was direct payroll costs. The estimated federal contribution to these costs was \$51,741,000. In addition, many of the provinces contributed toward the payroll cost of the projects in their municipalities.

INNOVATIONS

Several innovations were introduced in this year's Programme to encourage municipalities to carry out more work. The maximum federal incentive payment on new municipal buildings was increased from \$50,000 to \$100,000. In the case of municipalities located in designated development areas and areas of high winter unemployment, the federal share of direct payroll costs was increased to 60 per cent.

FISHERIES RESEARCH AWARDS

Ten scholarships, amounting in value to nearly \$25,000, have been awarded by the Fisheries Research Board of Canada to students carrying on research at Canadian universities. All the fields of study concerned are pertinent to fisheries; this year, they include biology, zoology and oceanography.

The scholarships, valued at \$2,400 each, were awarded through competition based on scholastic ability, and will be administered through the Awards Office of the National Research Council. Eight of the ten awards for 1964-65 are renewals to students who won similar awards last year.

The graduate students will work on their research at four centres, the University of British Columbia, Vancouver, Dalhousie University, Halifax, the University of Western Ontario, London, and Carleton University, Ottawa.

JUVENILE DELINQUENTS IN 1962

Children under 16 years of age adjudged delinquent by the Canadian courts in 1962 for breaches of the Criminal Code, federal and provincial statutes and municipal bylaws numbered 14,519, compared to 13,358 in 1961, a rise of 8.7 per cent.

Of the 14,519 children found delinquent, 12,934 appeared once in 1962 and were found delinquent, 1,232 appeared twice and were found delinquent, and 353 appeared three or more times and were found delinquent. Total appearances resulting in a delinquency numbered 16,608 in 1962, an increase of 9.2 per cent from the preceding year. Of the total number of delinquent children, 11,746, or 81 per cent, had had no delinquent appearances before the court in previous years and 2,773, or 19 per cent, had had one or more delinquent appearances in previous years.

TYPES OF OFFENCE

Delinquencies in 1962 ranged from breaches of municipal by-laws to murder. Delinquencies under the Criminal Code in 1962 included: thefts, 5,472 (4,983 in 1961); auto thefts, 905 (792); robberies, 136 (96); breaking and entering, 3,427 (3,415); and disorderly conduct, 670 (422).

The police brought 84.2 per cent of the cases before the courts in 1962, and parents or relatives 3.2 per cent. The remaining 12.6 per cent were brought by probation officers, schools, social agencies and others.

Final dispositions resulting from the 18,707 appearances in 1962 showed that 843 cases, or 4.5 per cent, were dismissed, 1,256, or 6.7 per cent, were adjourned sine die, and 16,608, or 88.8 per cent, resulted in a finding of delinquency.

Of the 16,608 delinquents, 53.1 per cent were released on probation to the courts and 2.2 per cent to parents, 13.4 per cent were fined, 11.2 per cent were sent to training schools, 19.5 per cent were reprimanded or had final disposition suspended, 0.5 per cent were detained, and 0.1 per cent were sent to mental hospitals.

DEFENCE MEETING IN OTTAWA

The Department of External Affairs has announced that the Canada-United States Ministerial Committee on Joint Defence will meet in Washington, D.C., on June 25. The Canadian delegation will consist of the Secretary of State for External Affairs, Mr. Paul Martin; the Minister of National Defence, Mr. Paul Hellyer; the Minister of Finance, Mr. Walter Gordon; the Minister of Defence Production, Mr. C.M. Drury, and the Associate Minister of National Defence, Mr. Lucien Cardin. The United States delegation will consist of the Secretary of State, Mr. Dean Rusk, the Secretary of Defence, Mr. Robert S. McNamara, and the Secretary of the Treasury, Mr. Douglas Dillon.

Prime Minister Pearson and President Kennedy agreed at Hyannis Port last year to arrange more frequent consultations between their two governments on matters of mutual interest. Pursuant to this goal, the Prime Minister and President Johnson decided, during talks in January, that the Ministerial Committee on Joint Defence should meet during the first half of 1964. The United States invited the Committee to convene in Washington, D.C., on June 25 and Canada accepted.

CANADIANS AT AMERICAN COLLEGES

In 1962-63, there were 6,858 Canadians studying full time in degree courses in universities and colleges in the United States, compared to an enrolment of 141,388 students in Canadian universities. These figures reflect the steady decline in the percentage of Canadians studying in the United States that has been taking place in the past few years because of the accelerated enrolment in Canadian universities and colleges. This and other information relating to Canadian university students in the United States is contained in the Department of Labour's *Professional Manpower Bulletin No. 4*, "Survey of Canadians Enrolled at American Universities and Colleges, 1962-1963".

The bulletin shows that, while the number of Canadian students at universities and colleges in the United States increased by 40 per cent from 1956-57, to 1962-63, enrolment in Canadian universities expanded by 80 per cent in the same period. In actual numbers, the increase in Canadian students in the United States was from 4,947 to 6,858, while enrolment in Canada rose from 78,504 to 141,388 in this period.

GRADUATES IN THE U.S.

Though their percentage is declining annually, a high proportion of Canadian students do their postgraduate work in the United States. In 1962-63, there were 2,519 Canadian postgraduate students at American universities, while in Canada there were 8,436 students, including foreign citizens, in postgraduate courses. A majority of those who were studying in the United States reported that they had decided to attend an American university for financial or scholastic reasons, e.g., larger and more readily obtainable scholarships and assistantships, a wider choice of specialized courses, and better facilities

for advanced study. Registrations of Canadians in 1962-63 were heavy at the better-known postgraduate schools in the United States, particularly those in the northeast such as Columbia, Cornell and Harvard, but also at such other institutions as Chicago, California, and Minnesota.

UNDERGRADUATES IN THE U.S.

The proportion of undergraduate Canadian students in the United States was much smaller. A comparison of enrolment totals shows 4,339 undergraduate Canadian students were registered at American universities and colleges in 1962-63 and 132,952 in higher institutions in Canada. Most of the 4,339 were enrolled in schools near Canada, in border states such as New York, Michigan, North Dakota or Washington. The survey revealed that lack of qualifications for admission to a Canadian university was the principal reason for studying in the United States. Apart from this, some students had moved to the United States permanently; others preferred to study in a college of their own faith when none was available in Canada; and, in some cases, there was no Canadian university close to their home.

By course, the total registrations of Canadians at American universities and colleges in 1962-63 were broken down as follows: humanities, 1,515; social sciences, 1,086; natural sciences, 971; engineering, 831; business, 722; education, 713; health sciences, 568; and others, 452.

URBAN FAMILY FOOD COSTS

Average weekly expenditure on food was \$23.07 a family or \$6.76 a person, according to a survey of family food expenditures conducted in seven Canadian cities in 1962. The cities covered in the survey were St. John's, Halifax, Montreal, Toronto, Winnipeg, Edmonton and Vancouver. Approximately 150 families each month kept weekly diaries of food purchases for the four-week period. To be eligible for the survey, families were required to belong to one of eight types (two to four adults, two adults and one to four children, three adults and one child) with the group income ranging from \$3,000 to \$7,500.

On the average, 29 per cent of the family food dollar went for meat, poultry and fish, 14 per cent for fruits and vegetables, 13 per cent for bakery and cereal products, 12 per cent for dairy products, 4 per cent for fats and oils, 3 per cent for eggs, 1 per cent for frozen foods, 12 per cent for other groceries for home use and 12 per cent for foods purchased and eaten away from home, including out-of-town board. This distribution differs only slightly from that recorded in a similar survey made in 1957. The most pronounced differences between the 1957 and 1962 distributions were in the proportions of food expenditure going to meat, from 28.2 per cent in 1957 to 29.3 per cent in 1962, and to fats and oils, from 4.9 per cent to 4.2 per cent.

Among the seven cities surveyed, total weekly food expenditures ranged from an average of \$20.61 a family in Edmonton to \$24.85 in Montreal. Average personal expenditure varied from \$5.78 in Halifax to \$7.41 in Montreal.

CANADA MEETS WORLD COMPETITION AT HOME (Continued from P. 2)

Area Development Agency, working with provincial and municipal authorities, is administering tax exemptions and accelerated depreciation measures to assist those areas of the country having high unemployment and slow growth rates. Again, some significant pioneering steps have been taken to promote a greater volume of research and development work in Canada, through a system of grants and other financial incentives.

One of the main tasks ahead of the Department of Industry is to test and evaluate the results and effects of these measures. We want to examine how effective they really are, and whether they should be modified and expanded. We need to know what further measures might be helpful, to examine what impact taxation, combined legislation, the freight-rate structure and other factors may have on the competitive position of secondary industry.

This must be done within the framework of a detailed and comprehensive knowledge of Canadian secondary industry and its relative position *vis-à-vis* other countries. We shall need to examine how the revolutionary new concepts in manufacturing, marketing and management, such as automation and computer control, are affecting our productivity.

In addition, the Department of Industry has an important role to play in making it possible for individual industries to improve their operations so as to withstand pressures in the home market from foreign competitors and also to strengthen their ability to participate in markets abroad. I mentioned earlier that Canada will be participating in the negotiations at Geneva to obtain more favourable entry into the markets of GATT countries. If secondary industry is to be competitive at home and to capitalize on the wider access which will thus be given to world markets, we shall need the highest efficiency to maintain and expand our employment and investment levels.

HIGH-COST, UNECONOMIC INDUSTRY

We must all take note of the fact that much of Canadian secondary industry established in recent years has been to assemble or merely to finish and to serve domestic markets only. Also, much of the foreign investment in Canada has been prompted by a desire for representation in Canada, or to preempt a position in the local market. The result is that much of our secondary industry is high-cost, uneconomic or relatively inefficient by world standards. We must adjust our thinking towards establishing larger, more economic units in Canada designed to serve wider markets.

In instances where it is not feasible to produce for wider markets, an imaginative attack is needed

in the design and engineering of smaller multi-purpose equipment and plants more suited to the realities of short runs and variety in the home market.

The Department of Industry's approach to these problems will vary depending on the circumstances as we see them from our preliminary fact-finding work. In some cases, industry can best be assisted by specific measures within the context of the present industrial structure. For example, the Department is working with the furniture industry to foster improved design, production, distribution and marketing of furniture in Canada. Industrial missions consisting of representatives of the industry, sponsored jointly by the Department and the furniture industry, were sent to Europe and the United States to study the latest techniques and practices in equipment, production methods, material utilization, plant layout, design, merchandising, management and distribution. Following their return to Canada the mission members prepared detailed reports of their findings. These reports were published and made available to the industry. Subsequently, seminars to consider these findings were organized by the industry and provincial governments in Montreal, Winnipeg, Calgary, Vancouver and Moncton.

STIMULUS TO AUTOMOTIVE INDUSTRY

In another example, measures were introduced to help Canadian auto manufacturers gain access to larger markets outside Canada. They provided a strong stimulus to increase export shipments in order to earn duty-free entry for the great variety of parts which are imported. The programme also met another important criterion. It was a permissive approach; there was no direction by government. Each company was free to determine how it would participate in the programme to derive the greatest benefit to itself.

The automotive measures make it possible for a major Canadian industry to realize the economies resulting from greater volume and from specialization. The specific approach taken with the auto industry is not necessarily applicable elsewhere. Each industry has its own problems needing individually-tailored measures to solve them. But I would suggest that one of the more profitable exercises for you and for the Department of Industry will be to examine how we can eliminate more of the high-cost duplication of facilities which riddles our secondary manufacturing. We must constantly seek to realize the benefits of specialization, and to make maximum use of the advantages of lower-cost materials, superior design and unique technology. I can think of no other single approach which is likely to yield more rapid, practical and lasting improvement towards strengthening our position in our home markets and in export....

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