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CONTENTS

A New Conception of Rural Development in Canada.....	1
RCN Stabilizes Employment Patterns.....	3
Latest Import Figures.....	3
Technical Problems of Keeping the Peace.....	4
Arctic Supply Season Ends.....	4

Expo '67 and the Businessman.....	4
Canadian Smoking Habits.....	5
Labour Research Fellowships.....	5
New Naval Memorial.....	5
Building Permits.....	5

A NEW CONCEPTION OF RURAL DEVELOPMENT IN CANADA

On November 3, Mr. Maurice Sauvé, the Minister of Forestry, made the following speech to the Ontario Federation of Agriculture at Toronto:

The Agricultural Rehabilitation and Development Act has now been in effect for more than three years. The first General ARDA agreement between the Federal Government and each province was signed in the fall of 1962. This agreement interpreted the rather general ARDA legislation, and set up the working arrangements that would govern ARDA policy and programmes until April of 1965. In January of 1963, the programme began to get under way. Since that time, several hundred individual projects have been initiated and it is now possible to see a little more clearly the shape of the rural problem, and to see our successes and failures with a little perspective.

Many farm groups — the Canadian Federation of Agriculture and the Ontario Federation of Agriculture in particular — have taken a keen and active interest in rural development problems and in the ARDA programme. The health of a programme like ARDA depends on non-governmental organizations constantly examining, evaluating and taking an active part. I am very pleased, therefore, to have the opportunity of discussing with you, as frankly as possible, the experience with the ARDA programme during its pilot stage of development.

RURAL INCOME SITUATION

I will not occupy your time with detailed statistics on rural income levels. You have all seen areas where poverty exists, and some of you have seen

areas where poverty is the norm. However, it may be useful to describe briefly the rural income situation using statistical terms. There are about 436,000 ordinary farms in Canada. 254,000 of these are capitalized at less than \$24,950. 177,000 farms provide their operators with less than \$2,500 gross income per year. More than half of these low-income farmers worked less than one month per year at off-farm work. Now, of course, the rural problem is not merely the farm problem. There are nearly 300,000 rural non-farmers — heads of families — who earn less than \$3,000 a year. If we can reasonably describe people at these income levels as being "low-income families", then there are, in rural Canada, about 457,000 low-income families.

Up to the present time, nearly 600 ARDA projects have been approved involving a Federal Government commitment of over \$20 million. The provinces are contributing about the same amount. This is a large accomplishment, but of course it has not solved the basic problems in most rural areas which suffer from low incomes and lack of opportunity.

You are all, I am sure, quite familiar with the general intention of the ARDA legislation — which is to enable joint federal-provincial programmes of alternate land use, soil and water conservation, and rural development, to provide increased income and employment opportunities for rural people. The general concept of the ARDA programme has been ably set forth by the Minister who introduced the ARDA legislation, the Honourable Alvin Hamilton. The legislation and the policy or philosophy which have grown around it are, in my opinion, among

(Over)

the most important that have so far been developed in Canada. The Agricultural Rehabilitation and Development Act is a simple exposition which touches with perception and truth on basic human needs. The ARDA legislation has deep implications. Its fulfillment as a practical programme demands systematic adjustment of deeply-ingrained thought and action patterns.

ARDA is a complex concept, for it demands correlation of the natural sciences and the social sciences within the framework of a generally free-enterprise economy. And the primary instruments of action — the federal and provincial governments — are subject to the strains and tensions that are inherent in a federal democracy. If the ARDA programme is to become fully successful, it must, by definition, reach into nearly every aspect of the use and management of natural resources. And it must touch, with real affect, the social and economic life of nearly all rural people. This is not to say that ARDA, as a federal-provincial agency, should impose a particular programme on a particular region, supposedly for its own good. Quite the converse. ARDA will work in a satisfactory way only when the people of each region take part in the economic and social planning for the region.

IDEA BEHIND ARDA LEGISLATION

The concept that is implied, fundamentally, in the ARDA legislation, is this; that we can no longer afford to exploit the natural resources of this country in an unplanned way. This is to say that, while machines are continually replacing men as labour, human insights and imagination are indispensable in the creation of national wealth. The fact that we can identify nearly half a million low-income people in resource rich rural areas seems to imply that we have neglected to develop our human resources. Our people are the only means we have of converting the natural resources into usable goods. If we waste the potential of our people, we waste the wealth of the nation. I look to ARDA as one very important means — and there are many others — of helping the people of rural Canada to achieve a sound and prosperous relationship with their environment.

Now, in this context, I will review the ARDA programme as it has developed, and I hope to offer my views of how ARDA can, in future, work effectively for the development and allocation of natural resources and human resources, in a way compatible with the general interest of the country and with the competitive individual objectives which are inherent in a democratic economy.

ARDA is two things — money and a programme. I will talk about the money aspect of it first. Under the present programme, federal-provincial expenditures of up to \$40 million a year can be made. On an average, the costs of projects are shared approximately equally by the federal and provincial governments.

FINANCING THE PROGRAMME

In the programme to date, the Federal Government has, up to October of this year, contributed something over \$2 million to ARDA projects in the Atlantic

Provinces, about \$6.5 million to programmes in the Central Provinces, and over \$11.5 million to the Western Provinces. In addition, the Federal Government spent nearly \$7.5 million in purely federal projects — mainly research. In all, some 560 projects had been initialled at the beginning of October, and there have been a score or more since that time.

In Ontario, there have been major projects to retire land which is sub-marginal for agriculture, and to acquire areas for forestry, recreational and wildlife development...In the other regions of Canada, similar programmes have been going forward with increasing momentum.

There can be no question as to the value of most of these projects. Land which is being used inefficiently is converted to higher use. Soil and water conservation projects enhance the present and future capability of the land to produce wealth. Community pastures, blueberry plantations, recreational areas, and many other kinds of projects significantly enhance the earning power of tens of thousands of rural people.

However, as I have previously implied, *ad hoc* projects of this kind, however useful they may be, are not in themselves enough to solve the gigantic problem of rural low income and under-employment.

This fact — that agricultural and resource adjustment alone is not enough — was foreseen in the ARDA Act and in the general agreement of 1962. Provision was made to identify areas where rural social and economic problems were particularly grave. Special measures of research, planning, and capital investment would be introduced in large enough measure to cut to the bone of the problem.

REGIONS CLASSIFIED BY NEEDS

Two kinds of regions have been identified for this kind of action. One kind is the *rural research region*, where special investigation is being done to reveal more clearly the complex elements of rural poverty. What are the relationships between educational level and rural poverty? Does a poor renewable-resource base inevitably mean a poor local population? What are the cultural factors of poverty? And so on, down a long list of possible factors.

Then there is the *rural development area*, in which planning may be carried out for integrated, comprehensive ARDA programmes, with special "inputs" of capital and expert assistance...

In some areas...the ARDA programme is being applied or planned for at a level that can hope to provide the people with the means of remedying their condition. In other areas, it is not possible to be so optimistic. My objective, as the federal Minister responsible for ARDA, is to achieve, so far as it lies within my prerogatives, a programme in which the major "inputs" are focused on the areas of Canada that need them most. If I may paraphrase a political-science classic, ARDA is an agricultural programme where necessary, but it is not necessarily an agricultural programme. With regard to the application of ARDA, there may be said to be three types of rural areas in Canada. First, there are large areas of Canada where progressive commercial agriculture is the norm, where intensive rural-development programmes are not

(Continued on P. 5)

RCN STABILIZES EMPLOYMENT PATTERNS

The following statement was issued early in November by the Minister of National Defence, Mr. Paul Hellyer, and the Associate Minister of National Defence, Mr. Lucien Cardin:

A system designed to stabilize employment patterns of men serving in the Royal Canadian Navy will be brought into effect over the next two-and-a-half months.

The scheme, known as the Cyclic System, will enable men serving in the Navy to predict their career prospects, including service at sea and ashore, formal training courses and trade advancement, by as much as five years.

Additional important benefits expected from the System include the further enhancement of ships' efficiency, and the provision at all times of a number of ships at a peak state of operational capability, with others ready to be brought to a similar state at short notice, and a more even distribution of the workload in the naval dockyards.

Under the Cyclic System, ships on both coasts will be divided into four groups, with approximately the same number in each group. They will be identified as the Red, White, Blue and Gold groups.

Each group will commence, on a set date, a 16-month cycle of employment. This cycle covers both the ships and the men serving in them. Each cycle will consist of four four-month phases.

EMPLOYMENT PHASES

In the first Phase, ships will be alongside in harbour for maintenance and for the training of their personnel ashore in the Fleet Schools.

In Phase Two, the ships will go to sea for work-ups, squadron exercises and probably a cruise.

In Phase Three, known as the Fleet Phase, ships will be at their highest state of operational readiness. These would be the first ships to be called on in an emergency.

In Phase Four, there will be a gradual lessening of operational availability. Some men, although still attached to their ships, will go ashore for courses which are too long to be accommodated in the ensuing Phase One. Ships in this category will be employed in cadet training, trials projects and miscellaneous sea duties.

Groups will commence their cycles at four-month intervals. Thus there will always be, on each coast, one group in each phase. This ensures that, at all times, three-quarters of the ships of the Navy will be available for sea service.

The 16-month cyclic period has been chosen mainly to avoid having ships go through the same phase at the same time of year in succeeding cycles.

MAKING A START

To get the Cyclic System started, all ships will be re-manned with crews whose engagement periods, course requirements, promotion status and other service categories are similar. The redistribution of personnel will begin shortly in the Atlantic Command and on December 14 in the Pacific Command. The Cyclic System itself commences next January 18.

A significant feature of the Cyclic System is that it will ensure that in ships, where teamwork is of the utmost importance, there will be the same crew for a minimum of 12 months. For the individual, it will provide a reasonably firm forecast of his employment and advancement prospects.

The Cyclic System is the result of an examination carried out earlier this year by a Personnel Structure Review Team under the chairmanship of Rear-Admiral William M. Landymore. Personnel of all ranks in the RCN were encouraged to present written briefs and criticisms and, if they so wished, to amplify and discuss their submissions.

In all, 215 briefs were submitted and 102 officers and men, ranging in rank from rear-admiral to able seaman, appeared before the Landymore Committee.

The Cyclic System and related courses of action represent a further refinement of personnel policies and plans progressively adopted in the Royal Canadian Navy in recent years. Some temporary dislocations are bound to occur as the system is introduced. However, by providing a balanced, rotational programme for the employment of ships, and by clarifying and improving the career prospects of the men who serve in them, the System promises to make an important contribution to the efficiency, effectiveness, and morale of the Fleet.

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LATEST IMPORT FIGURES

Canada's commodity imports in May 1964 were valued at \$657,725,000, an increase of 8.0 per cent from the May 1963 total of \$609,133,000. This figure differs little from the preliminary total published on August 25. With gains in all preceding months of the year, the value of imports in the January-May period advanced 17.0 per cent, to \$3,017,015,000 from \$2,577,848,000 in the corresponding period of 1963.

The value of imports was higher in May and the January-May period this year than last from the United States, Britain, the Federal Republic of Germany, Japan, France, Australia and Brazil. Values were lower in the month and higher in the

cummulative period for imports from Venezuela and Italy, and up in the month and down in the four months for imports from Jamaica.

Among the principal commodities, the values of imports were greater in May and the January-May period than a year ago for non-farm machinery, automobile parts (except engines), radio equipment and related devices and other electrical apparatus, tractors and parts (except engines), engines (except aircraft engines), farm equipment and parts (except tractors), freight and passenger automobiles and steel plate, sheet and strip. The value of crude-petroleum imports was smaller in both periods, while that of aircraft and engines and parts was down in the month and up in the cumulative period.

TECHNICAL PROBLEMS OF KEEPING THE PEACE

The following is the text of the *communiqué* issued at the end of the recent conference in Ottawa of military experts from countries belonging to the United Nations:

A meeting of military experts to consider the technical aspects of United Nations peace-keeping operations took place in Ottawa from November 2 to 6 inclusive at the invitation of the Government of Canada. Commodore R.W. Murdoch of Canada acted as chairman. Representatives from the following countries attended: Brazil, Colombia, Denmark, Finland, Ghana, India, Iran, Ireland, Italy, Liberia, Malaysia, Morocco, the Netherlands, New Zealand, Nigeria, Norway, Pakistan, Senegal, Sierra Leone, Sweden, Tunisia, the United Arab Republic. Major-General Indar Rikhye, Military Adviser to the Secretary-General of the United Nations, attended the meeting as an observer.

WORKING GROUPS

Three working groups were established. Group 1, under the chairmanship of General Kittani, Morocco (vice-chairman, Major-General Kaldager, Norway) studied the questions of composition, command, control and liaison, training and operational problems. Group 2, under the chairmanship of Major-General Ankrah, Ghana (vice-chairman, Colonel Amati, Italy), studied questions relating to environmental operating information and logistic support. Group 3, under the chairmanship of Mr. B.C. Mishra, India (vice-chairman, Mr. O Bierring, Denmark), studied personnel administration, public relations accounting procedures, and legal problems.

The chairman of the working groups reported to the delegates on the work of their groups at the final plenary session, following which there was discussion of some of the points made in the reports.

The meeting did not attempt to reach formal conclusions on the items discussed. However, delegates hoped that the exchange of views, both written and oral, would contribute to the effectiveness of such national forces as might be made available to the United Nations in the future and had therefore served the general purpose of strengthening the capacity of participating nations to support the United Nations to engage in peace-keeping operations.

The meeting expressed its gratitude to the Government of Canada for its invaluable assistance in the operation of the meeting.

ARCTIC SUPPLY SEASON ENDS

Seventeen Canadian Coast Guard ships, including seven icebreakers, and 19 cargo vessels are back at their home ports or in the last stretch of their course southward after completing the Department of Transport's 1964 supply operations in the Canadian Arctic.

The total cargo handled by these ships amounted to some 90,000 tons. Calls were made at more than 40 ports between the southern end of James Bay and Eureka, on Ellesmere Island. This year's total tonnage was about 10,000 tons less than last year's,

owing mainly to the fact that the transport of building materials to some northern settlements diminished as construction projects under way at those points reached completion.

NORTHERNMOST VOYAGE

A notable feature of the season's operations was the penetration by the icebreaker CCGS "Labrador", on September 7, into Robeson Channel. The ship reached a latitude of 81 degrees, 45 minutes North, between the northeastern tip of Ellesmere Island and Greenland. It was the most northerly point ever reached by a Canadian vessel and only about 60 miles from the Canada-U.S. weather station at Alert.

EXPO '67 AND THE BUSINESSMAN

Expo '67 will become an instrument to link businessmen in Canada more closely with their fellows in other countries and a meeting-place for visitors from all parts of the world who are interested in the Exhibition theme "Man in his World," Trade Minister Mitchell Sharp said recently as he announced the establishment of a Business Development Bureau by the 1967 World Exhibition Corporation.

As part of the Corporation's operations department, the Bureau will lead a campaign to attract as many foreign businessmen as possible to visit EXPO '67. It will also set up an organization to provide reception facilities for business visitors, to advise them according to their interests, and to guide them to the services existing in government and industry, so that their visits to other parts of Canada may be as enjoyable and profitable as possible.

FEDERAL DEPARTMENTS CO-OPERATE

The BDB will rely heavily on the existing services of the Department of Trade and Commerce, at home and abroad. In addition, the Department of Industry is expected to be closely involved in the informational and counselling services to be provided on the Exhibition site. Visitors wishing to have more formal contact with government departments will be encouraged to visit Ottawa for discussions with officials.

Provincial departments of trade and industry will give every assistance to visitors travelling to other parts of Canada in pursuit of their commercial interests. The business visitor will thus be assured of expert help in making the Canadian contacts most useful to him. The Bureau also expects to receive the full co-operation and support of the Canadian Chamber of Commerce, the Canadian Manufacturers' Association, the Canadian Export Association and many other affiliated or allied bodies.

In preparation for 1967, the Bureau will this winter launch a promotional campaign to encourage foreign businessmen to combine a visit to Expo '67 with a business tour of other parts of Canada. This campaign will be conducted primarily through Canada's trade commissioners in 65 cities in 47 countries, who will emphasize the advantages of adding the business motive to the more obvious reasons for visiting the great spectacle in Montreal.

(Continued on P. 5)

CANADIAN SMOKING HABITS

Fewer than half of Canada's population 20 years of age and over (44 per cent) smoke cigarettes, it was revealed recently by Miss Judy LaMarsh, Minister of National Health and Welfare, announcing the first official survey of the situation. The project, carried out for the Health Department by the Dominion Bureau of Statistics in August 1964, is part of a nation-wide Smoking and Health Programme, which combines health education and the promotion of research into the extent and nature of smoking habits in Canada.

A report on the results of the survey is under preparation. In releasing the basic findings, Miss LaMarsh said she felt it would be immediately useful in view of public interest in the cigarette-smoking problem and the possibility that Canadians were under the impression that the habit was more prevalent than it in fact, was.

MEN, WOMEN AND ADOLESCENTS

The cigarette habit, defined as "usually smoking cigarettes every day", was admitted to by 56 per cent of the men interviewed and 32 per cent of the women. The survey included those 15 to 19 years old, but it is believed that the reported frequency of cigarette smoking in this age-group may be somewhat low owing to the fact that informants were not always aware of their smoking habits.

Cigarette smoking was found to be most common between ages 20 and 44. Approximately half the persons in this age group have the habit of smoking every day.

The following breakdown shows the proportions of the various age groups who were reported to smoke cigarettes every day: 15 to 19 years - 27 per cent; 20 to 24 years - 50 per cent; 25 to 44 years - 51 per cent; 45 to 64 years - 43 per cent; 65 and over - 19 per cent.

LABOUR RESEARCH FELLOWSHIPS

Beginning next year, the Department of Labour, in co-operation with the International Labour Organization, will award fellowships for research on labour problems at the International Institute of Labour Studies in Geneva. The fellowships of up to \$5,000 each will be awarded to Canadian senior scholars wishing to undertake research on manpower, industrial relations and general labour problems whose projects can be undertaken with advantage in Europe.

Applications have been solicited from qualified candidates in universities, industry, labour, government and elsewhere, who must be Canadian citizens or permanent residents of Canada.

The amount of the grants will vary with the duration of the fellowships. Up to \$5,000 will be granted for a full year, with additional financial assistance for travel and research. Grants will not normally be made for periods of less than four months.

The new research fellowships are in addition to those granted every year since 1951 under the Labour Department's university research programme, for Canadian labour-research projects.

NEW NAVAL MEMORIAL

A new naval memorial near Fort Henry, Ontario, will honour the officers and seamen who fought on Lake Ontario during the War of 1812. It will be erected near the new Fort Henry Information Bureau by the National Parks Branch of the Department of Northern Affairs and National Resources. Close by, the old memorial adjacent to the Fort's entrance road from Highway No. 2 will be demolished to make room for development of the entrance.

BUILDING PERMITS

Building permits issued by Canadian municipalities in August covered construction estimated at \$276,378,000, a rise of 6.7 per cent from the August 1963 total of \$259,116,000. Permits issued for residential construction in the month rose by 13.1 per cent, to \$137,171,000 from \$121,237,000 a year earlier, and for non-residential construction by 1.0 per cent, to \$139,207,000 from \$137,879,000.

In the January-August period, permits issued covered construction valued at \$1,923,704,000, up by 6.3 per cent from the corresponding 1963 total of \$1,810,246,000. The value of residential construction increased 5.1 per cent in the eight months, to \$962,973,000 from \$916,195,000, and non-residential construction rose 7.5 per cent, to \$960,731,000 from \$894,051,000 a year ago.

PROVINCIAL VALUES

The values of building permits issued by individual provinces in August were (in thousands): Newfoundland \$1,141 (\$1,056 in August 1963); Prince Edward Island, \$226 (\$149); Nova Scotia, \$25,031, due mainly to a sharp rise in industrial building, (\$9,257); New Brunswick, \$4,996 (\$7,130); Quebec, \$57,656 (\$66,686); Ontario \$114,146 (\$110,807); Manitoba, \$11,037 (\$16,666); Saskatchewan, \$8,194 (\$7,483); Alberta, \$20,848 (\$22,691); and British Columbia, \$33,103 (\$17,191).

A NEW CONCEPTION OF RURAL

DEVELOPMENT IN CANADA

(Continued from P. 2)

required. Secondly, there are many areas which are primarily agricultural but which do not, under present conditions, sustain a viable system of commercial farms. These areas require rural development and adjustment programmes. And thirdly, there are many areas which are not primarily agricultural, which are plagued by relative diminishment of earning power. These areas require special ARDA programmes no less than do the mainly agricultural areas.

Now we are all aware that the ARDA programme is a federal-provincial one, in which the initiative for all projects except research rests with the province. I have said often, and with complete sincerity, that I do not intend that ARDA will be misused to exert pressure on provincial governments in respect of matters which are under provincial jurisdiction.

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However, with this constitutional fact clearly in mind, I believe strongly that the federal ARDA administration can and must provide a large element of initiative and leadership.

FEDERAL INITIATIVE

At the federal level of government, we must put more emphasis on economic and social planning. For a programme to develop rationally, it must be related to a defined government policy, and thus be capable of systematic integration with other programmes with broadly similar objectives. The rural problem is not separate and distinct from the social and economic problems of the various major regions and of the country as a whole. And it follows that policies and programmes which are designed to solve rural problems must be integrated with more general economic and social development programmes. Otherwise, we work in a fragmented way, often at cross purposes. I hope and believe that the ARDA programme will prove, at the federal level of government, to provide a basis for considerable integration and co-ordination of Federal Government programmes. Efforts are constantly being made to achieve this objective, in part through continual informal liaison among departmental officials, and in part through formal interdepartmental committees of senior officials. Eventually, we may perhaps aspire to comprehensive economic planning by the Central Government of all its activities, followed by a co-ordination of federal and provincial planning. But the capability for integrated regional planning rests largely with the provinces.

At the provincial level, in all provinces, similar networks leading to improved liaison and co-ordination have been established, and the results are apparent everywhere.

There is, however, need for more than this, if we aspire to serious, hard-driving and effective programmes within the regions of extreme disadvantage which I have alluded to.

As I mentioned, the General ARDA agreement of 1962 will terminate at the end of April 1965. Shortly after I became Minister of Forestry last February, I and officials of the ARDA administration had discussions with all provincial ministers responsible for ARDA, and with many provincial officials concerned with rural development. We did this in order to discover what deficiencies there may be in the present general agreement, so that these deficiencies might be corrected. We have drafted a proposal for a new ARDA agreement to cover the programme from 1965 to 1970. And we have submitted this proposal to the provinces for consideration. Late in November, a federal-provincial conference will be held in Montreal to give all ARDA ministers and their senior staffs a chance to review and criticize the proposed agreement.

PROPOSED NEW AGREEMENT

Quite naturally, I am unable to discuss the proposed agreement in detail at this time. However, in general terms, I am able to outline the general concepts on which the proposal is based.

It seems necessary that the ARDA programme emphasize land-use adjustment. There should be

programmes aimed specifically at consolidation of low-income farms. This process would, of course, occur sporadically over a generation or two, whether governments do anything or not. But, since rural poverty arises in large part from the existence of close to 180,000 low-income farms, concrete action seems essential. It seems expedient and necessary to establish programmes of land acquisition and disposal, to rationalize the economies of individual farms. This implies the need for special farm credit, improved training in farm management, vocational and technical training for those who may leave the farms, and re-establishment allowances. It is no solution to the problem of rural low-income merely to cause the rural poor to become the urban poor.

There are regions which suffer from extreme conditions of social and economic disadvantage. Here it will be necessary to create employment opportunities through development of resources, and through stimulation of industry where this is economically feasible. There will be need for park development, forest improvement, water-resource development, processing and service industries, and all other means which ingenuity and strong purpose can devise. Even this will not be enough. Education is essential. With its help, regional development can be improved to a degree. If the degree is not sufficient, assistance in moving to more favourable opportunities can be provided. It will be evident to all, of course, that direct participation by the Federal Government — except financial participation — is not possible. However, we are prepared to accommodate the federal ARDA administration to provincial needs for assistance in carrying their programme forward. I am particularly interested in assisting in the establishment of training facilities for community development officers. Skilled fieldmen are essential to any intensive rural development programme.

Another major requirement is mobility of labour. There are areas of extreme poverty and poor resources which cannot be expected to respond to any "inputs" of capital, resource development, or other feasible measures. Intensive training programmes and suitable re-establishment programmes are essential.

Now these are ambitious programmes. If they are to be successful, it must be on the basis of inter-departmental co-operation and planning in both federal and provincial governments, with due co-ordination between federal and provincial governments. Even more important, carefully-planned community development work is necessary, to inform local citizens and involve their organizations in the successive steps required for the solution of rural problems in their area. A great deal of thinking and work must go into this. Training facilities for specialists in community development are almost non-existent in Canada. We must do something about this.

The traditional way of thinking about people who are enmeshed in poverty must change. We have little experience in the kind of "operation bootstrap" that has been effective in other countries. We in government must learn how to do the job, and the citizens themselves must learn how to organize for effective action within the context of the provincial rural development programmes....