



Bulletin

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DEFENCE IN THE 70s

The Canadian Government began its major defence review in 1968 and indicated the broad lines of its thinking in a policy statement made by the Prime Minister on April 3, 1969. This statement presented a new orientation in defence policy, and in particular in priorities, to accord with changes on the international and national scenes.

The *White Paper on Defence* recently issued is intended to explain in greater depth decisions outlined in the 1969 statement, to provide a policy framework for further decisions by the Government on questions of current force posture and strategy, and to indicate the future direction of policy.

Internationally, significant changes have occurred in the nature of the strategic nuclear balance between the United States and the Soviet Union and in the state of East-West political relations, both in Europe and directly between the two super-powers. These changes, together with the emergence of China as a nuclear power and the growing economic strength of Europe and Japan, have resulted in a loosening of the bipolar international system. This trend is emphasized by the announcement that President Nixon

will shortly be visiting China, indicative of a major change in policy for both countries. Prospects for effective international peace-keeping, which were viewed with some optimism in 1964, have not developed as had been hoped.

Nationally, defence responsibilities required re-examination as a result of Government decisions to regulate development of the North in a manner compatible with environmental preservation, and with legislation enacted to prevent pollution in the Arctic and northern inland waters. Other relevant developments included extension of Canada's territorial sea, establishment of fisheries-protection and pollution-control zones on the Atlantic and Pacific coasts, and the heightened pace of exploration for offshore mineral resources. Finally, the threat to society posed by violent revolutionaries and the implications of the recent crisis merited close consideration in projecting Canadian defence activities.

The *White Paper* reviews defence policy and the role of the armed forces in relation to the national aims and general policy themes set out in last year's *Foreign Policy for Canadians*. Primary emphasis is placed on the aim of maintaining Canada as an independent entity; the contribution of the Department of National Defence to safeguarding sovereignty and independence and the attainment of peace and security are the main policy themes flowing from this aim.

Four main areas of activity for Canadian forces are identified: (a) surveillance of Canada's own territory and coastlines, i.e. protection of its sovereignty; (b) defence of North America in co-operation with United States forces; (c) fulfilment of such commitments to the North Atlantic Treaty Organization as may be agreed upon; and (d) performance of such international peacekeeping roles as Canada may from time to time assume.

The paper examines these four areas of defence policy in detail. Activity in each is assessed in

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terms of the priorities that have been established, and of the cost-effectiveness and the marginal return of various options. With limited resources available for Canadian defence needs, it is desirable to have versatile forces and multi-purpose equipment rather than a high degree of specialization. Multiple-tasking is also necessary in order to make most efficient use of available resources.

TERRITORIAL CONTROL

The Government's object is to continue effective occupation of Canadian territory, and to maintain surveillance and control capability to the extent necessary to safeguard national interests in all Canadian territory, air-space and waters off the coast over which the country exercises sovereignty or jurisdiction. Civil departments of government already have specific responsibilities in many instances for regulating activity in Canadian territory but assign to the Department of National Defence ultimate responsibility to ensure protection of Canadian sovereignty and security; thus adequate general Canadian surveillance and control capability exists. Where required by potential challenges to Canada's interests, the armed forces will carry out surveillance and exercise control in those areas not covered by the civil departments, or in which the latter require assistance.

Civil disorder should normally be contained by civil authorities and sufficient police forces should be maintained for this purpose. Nevertheless, unforeseen emergencies may arise, or coincident outbreaks of violence may create demands, for which it would not be feasible for the civil authorities to remain constantly prepared in normal times. In such circumstances civil authorities should be able to rely on timely assistance from the Canadian armed forces.

CO-OPERATION WITH UNITED STATES

The only direct military threat to Canada's national security is that coincident with a strategic nuclear attack on North America. The aim is to prevent such a situation from occurring. Co-operation with U.S. forces in North American defence will remain essential as long as joint Canada-U.S. security depends on strategic military balance. The principle of co-operation with the U.S. is the imperative of sovereignty and security. Canada has no plans for involvement in the American Anti-Ballistic Missile system.

The greater part of Canada's maritime forces can operate interchangeably between roles of national surveillance and control and North American defence. Although anti-submarine warfare (ASW) capability will be maintained as part of maritime general purpose capabilities, the present degree of emphasis on ASW directed against submarine-launch ballistic-missile (SLBM) submarines will be reduced in favour of re-orienting Canada's maritime forces, with the long-term objective of providing more versatile general-purpose capability responsive to the broad range of national maritime requirements.

BOMARC TO GO

Although the importance of the Soviet strategic-bomber force has declined relative to ICBM/SLBM, surveillance and warning will continue to be required to prevent bombers from approaching North America undetected and to contribute to deterrence by precluding the Soviet Union from launching the bombers against North America before its missiles. It does not follow that full active bomber defence is required and, unless the strategic situation changes, Canada, while maintaining its interceptor force at the current level, intends to up-date its contribution to the active anti-bomber defences of North America only to the extent required for general control of Canadian air-space. *Bomarc* missiles in Canada will be retired. There is a continuing need for integration of operational control of the forces made available for air defence of Canada and the United States.

CANADA'S ROLE IN EUROPE

Canada's military role in NATO is directly related to deterrence of war, primarily in the sensitive European area but also in the North Atlantic region as a whole. Reduction in the level of Canada's force contribution in Europe is related to changes that have taken place both in Europe and in Canada over the last 20 years, but Canada adheres to the conception of collective security and intends to continue to station significant though reduced forces in Europe as part of the integrated force structure. The latter decision reflects the Government's judgment that Canadian security continues to be bound up with that of Western Europe. Canada's contribution of forces in Europe assures it a voice in important political negotiations in progress or in prospect, designed to lead to a resolution of some of the tension-producing issues that persist from the Second World War. The community of interest deriving from NATO membership should have a positive effect on the preservation of trading relations with Western Europe.

Canada is prepared to agree that Canadian training facilities be made available for the training of forces of other countries, subject to the principle that the costs of such training are borne by the country making use of the facilities.

Canadian forces stationed abroad will be compatible with those based in Canada. Land forces will be equipped so that they will be mobile and flexible in employment for a variety of general-purpose roles. The intention is to "reconfigure" the present interim land force in Europe. *Centurion* tanks will not be required in the new force. A light-tracked direct-fire support vehicle, which is "air-portable" in *Hercules* aircraft, will be provided. The only equipment which it will be necessary to retain that is not portable by Canadian air transport is self-propelled artillery. A force will be organized within the same numbers as the present ground force in Europe. Following termination of the nuclear attack role for the CF-104s in Europe at the end of 1971, the Government is pre-

NEWFOUNDLAND CONSTABULARY ONE HUNDRED YEARS OLD

The Newfoundland Constabulary is a police force rich in tradition, with a record of service dating back to the early part of the eighteenth century when, in 1729, the Governor of Newfoundland, Captain Henry Osborne, R.N., appointed 31 constables and 20 justices of the peace "for the better Administration of Justice and keeping the Peace and Quiet" of the island. A subsequent reference in the records mentions constables performing police duties in different parts of the country.

In the early 1800s, before licenses were issued for the operation of taverns in St. John's, the licensees were required to perform police duties. Legislation to this effect entitled "An Act to regulate and improve the Police of the Town of St. John's and to establish a nightly watch in the said Town" was passed in the House of Assembly in July 1833; and it was directed by the Governor, Sir Thomas Cochrane, that all persons applying for tavern licenses should pay £8, the money to go towards the salaries of constables.

The elections of Members to the House of Assembly could always be counted on to place extra burdens on the police since they often produced, in the words of Sir Thomas Cochrane, "events of a tumultuary and discreditable description". In the early and middle part of the century, when their services were much required and much called on, the force was not very large, and it was not until reorganization took place in 1871 that it began to shape up into the efficient law-enforcement body that it is today.

ESTABLISHMENT OF FORCE

In 1870, the last Imperial troops were withdrawn from Newfoundland and the Government requested the Home Government (in Britain) to assist in the selection of a suitable person to take command of the police force, which was then in the process of being reorganized. The appointment was given to a member of the Royal Irish Constabulary, 1st (Class) Head Constable Thomas Foley, who arrived in Newfoundland in April 1871 to assume command and to begin reorganization. A new Act, "to Organize and Maintain an Efficient Constabulary Force, and for the appointment of Special Constables in this Colony", was passed in April 1872, and the force was designated as the Constabulary Force of Newfoundland.

Before the establishment of the new police force



The mounted unit of Newfoundland's constabulary in 1890.

only St. John's, Harbour Grace and Carbonear had regular, or full-time, police. Law-enforcement was carried out in other towns or settlements by part-time policemen who served in that capacity while at the same time pursuing their private avocations.

Up to and including 1934, the Constabulary policed the whole island, as well as Labrador. In 1923 a squad of police was sent to do duty at Stag Bay, Labrador, where gold had been discovered. In 1935 a new law-enforcement body was formed known as the Newfoundland Ranger Force, which took over the policing of the smaller and isolated areas and Labrador, while the Constabulary policed the larger towns and settlements. This procedure continued until after union with Canada in 1949. In 1950 the Government of Newfoundland signed a contract with the Federal Government under which the Royal Canadian Mounted Police would take over the policing of Newfoundland with the exception of the city of St. John's, and the Newfoundland Ranger Force was absorbed into the Royal Canadian Mounted Police.

The Constabulary had a Mounted Division which was organized in 1873 and, with the exception of a short period of inactivity in the early part of the present century, continued to function until 1951, when it was disbanded and its horses sold.

The original uniform of the Force organized in 1871 was patterned on that worn by the Royal Irish Constabulary. It consisted of closed-neck tunic, black bone buttons with letter "C", and trousers pressed on the inside and then turned out. The material was heavy melton; the single-breasted great-coat was worn 6 inches from the ground, and during

bad weather a cape was attached to it. In summer a forage cap was worn, and in winter a fur cap made of Newfoundland seal, dyed black. This cap was mitre-shaped, and so when a constable of about six feet in height was fully dressed he seemed of gigantic stature.

MAPLE-IN-AUTUMN STAMP

Twenty-six million 7-cent stamps depicting the maple leaf in autumn were issued by the Canada Post Office on September 3. This is the third of four special issues designed by Alma Duncan of Galetta, Ontario, for the series "Maple Leaf in Four Seasons". The five-colour stamp, measuring 24 mm by 40mm, shows the maple leaf in its autumnal scarlet.

CANADA AND THE MAPLE LEAF

The maple leaf first appeared in the coats-of-arms granted by Queen Victoria to the provinces of Quebec and Ontario in 1868. The Canadian coat-of-arms, authorized in 1921, included a similar sprig of maple leaves. On Christmas Eve 1964, a new Canadian flag, bearing in its centre a stylized maple leaf, received royal approval, and on February 15, 1965, it flew for the first time from the mastheads of all federal buildings in Canada and at Canadian embassies and establishments throughout the world.

The species of maple native to Canada are the Vine, Broadleaf, Douglas, Mountain, Striped, Red, Silver, Sugar, Black and Manitoba. Maple syrup and sugar, concentrated products from the sap of the maple-tree, are peculiar to North America. Indians in the Great Lakes and St. Lawrence River regions are known to have tapped trees for their succulent products long before the coming of white settlers. Legend has it that an Indian woman discovered the qualities of maple sap when she accidentally used it instead of water to boil venison. Today, because climatic conditions varying from year to year produce a fluctuating yield, the maple syrup, from Nova Scotia, New Brunswick, Quebec and Ontario has a yearly value of between \$10 and \$15 million.

YOUNG ONTARIO SAILORS

Six Toronto businessmen recently announced plans to build a dockyard next to Ontario Place at the Canadian National Exhibition waterfront, Toronto,

so that children can be taught sailing "for next to nothing".

Jack Jones, chief engineer for the Toronto Harbour Commission and an experienced sailor, said the non-profit venture has the blessing of the provincial government.

Jones, who heads the group, said as many as 10,000 children will be taught boatbuilding and sailing at a nominal cost - from 50 cents to 70 cents a day. Any child who can't afford the fee will be able to work for free lessons, he said.

Although there will not be a strict age-limit, Jones said he expected most of the students to be between 11 and 18 years of age.

The group has the province's permission to set up the dockyard in Brigantine Cove, a sheltered area next to the Ontario government showplace. The program began operations May 22, the day Ontario Place officially opened.

The other five members of the non-profit organization, all expert sailors, are: Bill Cox (Manager of the Canadian Olympic Sailing Team and Chairman of the Communications Services of the Canadian Olympic Association), Gordon Norton, Paul Henderson, Fred Stinson and Gordon Cheney.

Jones said the program, called Sail Ontario, will be the result of a "great co-operative effort" with high schools and community colleges. "Already, George Brown College's welding shop has agreed to make a lot of little pieces of rigging for us," he said.

Everything needed for the program, including building materials, has been donated. Children who become good sailors will be encouraged to donate some of their time to teaching others.

GRANTS TO HOCKEY HOPEFULS

Ninety-eight student hockey-players will receive Hockey Canada scholarships and bursaries in 1971-1972. The financial assistance is one phase of the Federal Government's continuing contribution to the player-development program of Hockey Canada.

Hockey Canada will provide \$86,000 in scholarships and bursaries to young players across Canada in 1971-72 to help them pay for their education and, at the same time, maintain their interest and proficiency in hockey.

This is the second year these awards have been made to young athletes with high academic- and hockey-playing qualifications.

Scholarships, valued at \$2,000 each, are renewable for up to four years providing recipients have respected both their educational and hockey programs. Hockey Canada's scholarship program is administered by the Association of Universities and Colleges of Canada.

There were 16 scholarships and 82 bursaries awarded across Canada, including scholarship recipients from last year, whose grants have been renewed on application each year.



JAPAN-CANADA MEETING

The Secretary of State for External Affairs, Mr. Mitchell Sharp, has announced that the sixth Japan-Canada Ministerial Committee meeting will be held in Toronto on September 13 and 14. The Canadian delegation will consist of Mr. Sharp as chairman; the Minister of Industry, Trade and Commerce, Mr. Jean-Luc Pepin; the Minister of Finance, Mr. E.J. Benson; the Minister of Energy, Mines and Resources, Mr. J.J. Greene; and the Minister of Agriculture, Mr. H.A. Olson. The Japanese Government will be represented by the Minister of Foreign Affairs, Mr. Takeo Fukuda; the Minister of International Trade and Industry, Mr. Kakuei Tanaka; the Minister of Finance, Mr. Mikio Mizuta; the Minister of Agriculture and Forestry, Mr. Munenori Akagi; and the Director-General of the Economic Planning Agency, Mr. Toshio Kimura. Also in attendance will be the Ambassador of Canada to Japan, Mr. H.O. Moran, the Ambassador of Japan to Canada, Mr. Shinichi Kondo, and senior officials of the two governments.

A detailed list of agenda for the meeting will be released later. The ministers will, however, be discussing a broad range of subjects of interest to the two countries, including international, political and financial matters, bilateral trade relations, and questions relating to energy and mineral resources.

The forthcoming meeting of the Committee is the first to be held in Canada outside Ottawa. The previous meeting took place in Tokyo on April 17 and 18, 1969. The Japanese ministers and their wives and the official party will arrive from Washington on September 11 and will spend Saturday and Sunday in the Toronto and Niagara Falls areas. Following the meeting on September 13 and 14, the Japanese party will travel to Vancouver, where they will remain overnight on September 15, before leaving for Tokyo on September 16.

PACIFIC MARINE STUDIES

The Western Canadian Universities Marine Biological Society (WCUMBS) has been awarded a \$500,000 grant by the National Research Council of Canada to assist in the development of research facilities for a marine biological station on the west coast of Vancouver Island. The grant will be paid in equal instalments over the next two years.

The centre will be the first of its kind on the Canadian west coast. Canada operates three marine biology teaching and research centres on the east coast and one in Barbados. The grant provides for close co-operation between WCUMBS and the new federal Department of the Environment.

The new station will be at Bamfield, a fishing village on Barkley Sound, and will make its headquarters in an old federal cable-station that was closed 12 years ago. The cable-station, now owned by WCUMBS, was designed by the architect who

designed the British Columbia Legislature buildings and the Empress Hotel in Victoria. It was designated a historic site and monument in 1930. The building is admirably suited for conversion to a marine research station.

The Western Canadian Universities Marine Biological Society consists of a consortium of five universities - Alberta, Calgary, British Columbia, Simon Fraser and Victoria. Last year this group bought 190 acres of land at Bamfield, including almost two miles of shoreline.

The Bamfield station will function as a major centre of marine biological research on the west coast. It will, of course, promote the contact between resident and visiting scientists so essential for progress in science, which is at present, through the lack of such a centre, largely absent.

The station will complement existing inner-coast facilities of the Fisheries Research Board at Nanaimo and West Vancouver and those of the University of Washington.

The NRC grant will be used to help finance a system of pipes and holding tanks for both fresh-water and sea fish and other marine life and research equipment, including temperature-control equipment and associated emergency control equipment to prevent interruption of sea-water flow, which could destroy months or years of research.

PRESIDENT NIXON TO VISIT

Prime Minister Trudeau announced on August 30 that President Nixon would visit Canada in the spring of 1972.

It will be recalled that Mr. Trudeau, on the occasion of his visit to Washington in the spring of 1969, invited the President to visit Canada. This invitation was accepted in principle, and it has now been agreed that Mr. Nixon will visit Canada early next year. As soon as a mutually-agreeable date has been determined, an announcement will be made.

OTTAWA-BEIRUT AIR PACT

The Secretary of State for External Affairs, Mr. Mitchell Sharp, recently announced that delegations from Lebanon and Canada had met in Ottawa on August 19 and 20 to discuss proposals relating to a bilateral air-transport agreement to govern commercial scheduled air-services between Canada and Lebanon.

It was agreed that further discussions would take place at an early date mutually satisfactory to the two governments.

The Lebanese delegation was headed by His Excellency Dr. Alif Gébara, Lebanese Ambassador to Canada; the head of the Canadian delegation was Mr. G. Morisset, chairman of the International Transport Policy Committee of the Canadian Transport Commission.

DEFENCE IN THE 70s

(Continued from P. 2)

pared to accept a conventional attack role for all three squadrons rather than two attack squadrons and one reconnaissance squadron.

NATO

It is proposed to continue with the regional reserve role in the central army group area for the "restructured" land force in Europe. An effective Canadian force in Europe, including both land and air operational components, base support, and the filling of a modest number of NATO international military staff positions, can be maintained with a total of 5,000 personnel in Europe, and Canadian forces will be maintained at this level. Maintenance of the force at this size and in this role does not itself give rise to any increase in the total force-structure or budget.

Canada intends to continue its battalion commitment to the ACE Mobile Force for employment on the northern flank of NATO, and to maintain, further, a commitment to send the balance of an "air-and-sea-transportable" combat group to the northern flank within 30 days in the event of an emergency. The Government is prepared to commit two squadrons of CF-5 aircraft based in Canada to ACE, one for the ACE Mobile Force (Air) in the north and the other in support of the combat group committed to the same region, thereby enhancing NATO's deterrent strength and the ability to carry out the accepted strategy of flexibility in response.

The national and North American defence roles of Canadian maritime forces are fully consistent with the maritime aspects of security requirements of NATO, and Canada will therefore continue to earmark ships, aircraft, and submarines for assignment to NATO in the event of an emergency. In time of peace, the collective maritime power of the alliance contributes to deterrence and thus to the security of each nation in the alliance, and hence Canada will continue to contribute ships to the multinational STANAVFORLANT⁽¹⁾ from time to time. Canada supports SACLANT's⁽²⁾ MARCONFORLANT⁽³⁾, which would be activated in times of increased tension.

PEACE-KEEPING

Canada has had a role in international peace-keeping since the Second World War. It is impossible to predict with any accuracy where a request for Canadian participation will next be made and to foresee the size and scope of any future operation. The Government reaffirms its support for the conception of peace-keeping, but there would be a need for realistic and workable terms of reference if future peacekeeping operations were to be undertaken. Finally, the Government will maintain a battalion on stand-by and continue appropriate training to ensure a capacity to respond quickly to any request for Canadian participation.

The forces will continue to carry out responsibilities for search and rescue, to provide assistance to civil authorities in the event of civil emergencies or disasters, including those resulting from oil-spills or other kinds of pollution, and to contribute in other ways to national development.

Defence expenditures will continue to be curtailed, as reflected in manpower cutbacks and constraints on equipment acquisition, but the defence budget could be increased to accommodate several specific projects.

Including this increase, the budget will remain within about 1 per cent of the present ceiling for 1972-73.

For 1973-74 and beyond, the defence budget will be established on the basis of program forecasts and estimates in accordance with the practice followed by other government departments.

The previously authorized forces' manpower level of 82,000 for the end of the fiscal year 1972-73 will be raised to some 83,000.

The paper also discusses briefly the principles to be applied in determining the organization and management of the Department of National Defence, the reserve forces, bilingualism in the forces, the Defence Research Board, and the future of the forces.

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- (1) Standing Naval Force Atlantic
 - (2) Supreme Allied Commander Atlantic
 - (3) Maritime Contingency Force Atlantic