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## NEW HORIZONS IN RECREATION

*The following is part of a recent address by the Minister of Northern Affairs and National Resources, Mr. Arthur Laing, to the Canadian Forestry Association in Ottawa:*

...Based on present trends, and coupled with other figures, we anticipate visits to national parks, in the year 2,000, to be close to 50 million. Impossible, you say; well, let's look at some recent figures that may change your minds.

In 1936, 500,000 visits were made to national parks in Canada. Last year, 11 million visits were made to our national and historic parks. In the Maritime parks, for instance, park visits increased by 505 per cent in ten years, from 1954 to 1964. In the same period an increase of 231 per cent was shown at national historic sites in the Maritimes, and the number of campers using national park facilities in that ten-year period increased by 361 per cent.

In our national parks, at the present time, we have 29,278 square miles of land, or about one acre of land based on the present population figures. But, over half that area is in Wood Buffalo National Park which is, as yet, relatively inaccessible and undeveloped for visitors. About 94 per cent of the remainder is in the Western provinces, which account for only 26.3 per cent of Canada's population. This means that in the heavily populated eastern area of Canada we have less than a tenth of an acre of national park land for each member of the general public. Couple this situation with our projection of 50 million visitations in the year 2,000 and you have a vivid picture of the dilemma we all face....

It is an accepted fact throughout the world that a park is a major tourist drawing-card for a locality, a region, a province or a country. And a national park

exceeds a provincial or municipal park as a tourist attraction. Because of its quality and the unique variety of its facilities for public use and employment, a national park draws visitors from more distant points, holds them for longer periods, and is more likely to be the main objective of a trip or the main choice of a place to spend a holiday.

### RELIEVING PRESSURE ON PARK SPACE

One of the most promising methods of reducing or relieving the growing pressures on our national parks is through the provision of alternate areas such as shorelines, waterways, recreational areas, etc., to provide for a wide range of outdoor recreational pursuits, where the emphasis is on recreation and not preservation.

The amount of land required for any of these areas would be far less than is needed for a national park. These alternate areas would have to be provided by all levels of government. For the most part, these areas would be related to forest lands, thus intimately involving forest management and the forestry profession, who must become increasingly aware of the growing demand on these lands.

Where the area is of national significance, either by inherent features or by location, the Federal Government may well have to broaden its interest in outdoor recreation and become actively involved in the acquisition, development and operation of these areas.

If these other areas existed, many of the stresses and strains and misunderstandings that have developed around our national parks would be eased. While national parks will always cater to outdoor recreation, national shorelines and the like would be devoted

primarily to recreation. In this way the great scenic treasures of the nation could be preserved for all time and be available for all people, while the heavy recreational pressures would be diverted towards other areas that would cater specifically to this type of use.

#### RECREATION AS GOOD BUSINESS

The economics of recreation will continue to receive an increasing amount of attention in the years ahead. Although major advances in this field have been made in government, university and foundation circles in the United States, we are only beginning to make similar significant advances in this country. The days when parks will be justified solely on the basis of emotion and sentiment are drawing to a close. We are going to have to show that the allocation of resources to park and recreation purposes is good business. There may well be many cases where the best use of natural resources, for the good of society as a whole, will be to leave them alone and not subject them to extractive use. A standing tree, an undammed stream, an ungrazed meadow may well have more value to society than if it had been actively used. The tools for determining the facts that can be used in problems of resource allocation for recreation are being developed and sharpened.

Another aspect of outdoor recreation that is receiving increased attention is that of demand. When we come to examine recreational demand, we find that we have a very slippery conception in our hands. The traditional economic demand curve of so many units at a certain price cannot be transferred directly to the field of recreation. In recreation, both the units and the price are imprecise quantities. Recreation must be considered in terms of a complete experience, hence it is a combination of activities which may well provide the greatest satisfaction to the uses long after the experience is over. In North America, outdoor recreation has traditionally been supplied at or near zero price. To calculate demand on the basis of assumed prices is a risky proposition.

One method of measuring demand for outdoor recreation that seems to offer some hope, is to relate individual participation in recreation to social and economic status. In this method the opportunity factor becomes very important. If there is no opportunity for water-based activities, the participation will be low. Change the opportunity by water impoundment and participation and demand will alter radically.

Pioneer studies along this line have been carried out by the Outdoor Recreation Resources Review Commission and the Bureau of Outdoor Recreation in the U.S. The Federal-Provincial Parks Conference is currently investigating the desirability of a similar study in Canada.

When we obtain a reasonably accurate measure of demand, we will then be able to take the data produced by the Canada Land Inventory, and start to prepare long range plans for outdoor recreation on a nation-wide basis. Such plans will go a long way towards telling the parks authorities the quantity, type and location of land required to meet these demands....

#### RECREATION RESEARCH

...Although outdoor recreation has existed for years, little scientific work has been done in this field. We face a vast array of unanswered problems. Only in the last few years has an attempt been made to seek out solutions to the problems that throw hurdles in the way of a clear-cut direction. For example, we must know what the carrying capacity of different resource bases are for outdoor recreation. This is most certainly a subject in which the forester must play a much greater part than in the past. What is the maximum number of people that can be accommodated in a given area before the quality of the outdoor experience declines? What are the factors that constitute recreational demand and how may these be measured and how can the results be equated with land needs? What is recreational need and how does it differ, if indeed it does, from recreational demand? What is the role of private enterprise in this field?

#### INTERNATIONAL CO-ORDINATION

The entire field of outdoor recreation in Canada presents many challenges to government, private enterprise and to all who are interested in sound resource use. Contributions in the form of technical know-how are necessary from every aspect, if we are to properly manage this valuable resource.

My Department has long been associated with the field through the National and Historic Parks and the Canadian Wildlife Service, and is in a position to provide much of the leadership required at this time. However, we look to major interest and participation by other agencies involved in the proration of the natural resources of our country.

Departmental research will expand in the future to attempt to provide some of the answers we need to know in the matter of resource allocation to meet the vastly outdoor recreation needs of the future.

In addition to the national and historic parks, many other forms of outdoor recreation areas are required to meet the varied needs of the country. Through the annual Federal-Provincial Parks Conference my Department presently performs a co-ordinating role and acts as a source of technical information on the subject of outdoor recreation. My officers also participate in recreation on an international level as outdoor recreation has grown to such proportions that it requires international co-ordination.

We feel that emerging nations will increasingly look to Canada for guidance in the development of park systems and the management of outdoor recreation resources generally....

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#### SALMON FISHERIES MEETING

Canadian and U.S. fishery experts met in Ottawa recently to consider salmon-fishing problems in the Pacific Northwest, British Columbia and southeastern Alaska. A preliminary meeting on these problems was held in Washington last October.

## PROGRAMME FOR MANPOWER

The following are excerpts from a recent address by Mr. Jean Marchand, Minister of Citizenship and Immigration, to Le Cercle des Femmes canadiennes de Québec:

The new federal Department of Manpower will be concerned with the development and employment of the entire human resources of the nation.

There are two basic sources for these human resources...those sources which are native to us, and those which bring new people to our country. The Manpower Department is concerned with encouraging the full and efficient use of these sources.

Vital economic, social and cultural contributions have been made by immigration to Canada for generations, and these aspects of immigration remain important. We must ensure, however, that immigration is managed to tie in with our total manpower needs, and not operate in opposition to them.

It is in the area of developing and encouraging our native human resources that the new Department of Manpower will have its most challenging role to play.

All of our programmes narrow down to the community where the counsellor advises the worker. We must make sure these counsellors are better trained, better equipped, better located, and in better supply than ever before.

### NATIONAL PROBLEM

A national manpower policy is a national problem. Provincial participation is necessary and desirable and a fully effective manpower programme can only result from co-operation on the part of all governments.

We have made great strides in dealing with many aspects of the manpower problem. Seasonal employment has been very successfully attacked. Training programmes have been set up in many areas. A basic manpower mobility scheme has been devised. On-the-job training has advanced markedly in many areas.

These programmes are far from perfect. But the best programmes in the world will do little good if people do not know about them and take advantage of them. To achieve this, we must have the understanding and co-operation of the entire community....workers,

themselves, organized labour, industry, community service organizations.

Education is not only for the young, and training is not only for those who have failed at a job. We must convince people that the education process is essential and that training and re-training are a normal part of the working life of people in our changing economic society.

We must concern ourselves with the unemployed, the under-employed, those in marginal occupations, those living on the fringes of our affluent society. It is our job to re-distribute the opportunities created by our modern industrial society.

### OPPORTUNITY FOR ALL THE AIM

It is not our intention to create a state where everyone is alike. What we are trying to do is make sure that no one, by lacking training, education or other opportunity, is without a chance to share the high standard of living we have developed.

Some people are suspicious of an economy where things are managed....economics, and now manpower.... The nation's manpower resources cannot be efficiently used, unless they are effectively trained and properly directed.

More and more, it becomes necessary for a man to change his occupation, even his skills, midway through his working life, if he does not wish to be left behind.

Last January, I announced that we would ask Parliament for legislation that will separate the connection between unemployment and training. An unemployed man who goes on a training course will no longer be regarded as unemployed. He will cease drawing unemployment insurance, and his rights to unemployment benefits will remain intact. He will also be entitled to payment while in training and we hope that, with provincial agreements, these payments will total up to \$90 a week for a man with a family.

That is the job in the manpower field: to create the programmes needed to train our workers for the jobs of today, to re-train them when required, and to move them, if necessary, to where the work is to be found.

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### U.S. ARMY CONTRACT FOR CANADAIR

Mr. C.M. Drury, Minister of Industry, announced recently that a contract valued at approximately \$2.7 million had been awarded to Canadair Limited of Montreal for advanced production engineering of an amphibious military vehicle for the United States Army.

The vehicle, designated the XM 571, is an articulated, two-unit tracked carrier. Power to the driving tracks of the rear section is transmitted through a flexible joint that connects the two units. This unusual feature permits the carrier to transport a one-ton payload of personnel or cargo over all kinds of difficult terrain, from deep mud to snow. The XM 571 is constructed of low-weight materials

and is transportable by helicopter even when fully loaded.

### TESTS AND TRIALS

The design and development of the XM 571 is one of the first programmes to be undertaken by Canada under the terms of the Defence Development Sharing Agreement between Canada and the United States. Since the programme was initiated, 11 prototype vehicles have been built and extensive testing has been carried out by the U.S. Army at various test sites in the continental United States and Alaska, as well as in Norway. Extensive field trials have already demonstrated the versatility of this new Canadian-developed carrier.

The vehicle was conceived, designed and developed

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by Canadair Limited, and, under the contract, the company will be responsible for the preparation of a production-design package to permit efficient, economical manufacture in quantity. In addition, the contract calls for intensive value engineering, limited confirmatory testing of design refinements, design for packaging of spare parts and special tools, and the establishment of quality control procedures covering all aspects of production.

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## INSURED EXPORTS

In 1965, the Export Credits Insurance Corporation insured \$212 million worth of exports, including \$78.5 million on behalf of the Canadian Government, and signed long-term export-financing agreements to provide \$57 million for six capital-goods projects in five countries. These and other facts and figures of last year's operations are contained in ECIC's annual report for 1965, which was released recently by Trade and Commerce Minister Winters, through whom ECIC reports to Parliament.

The Crown corporation was established to promote the expansion of Canada's export trade by offering exporters low-cost insurance against non-payment by foreign buyers. It also provides long-term financing for export sales involving capital-goods projects and related services when extended credit terms are required.

At the end of 1965, the number of insurance policies current was 542 — the largest number in ECIC's 21-year history. The premium income on goods insured on its own account amounted to \$735,565, compared to \$760,690 in 1964, though the business insured increased from \$131,218,664 in 1964 to \$133,780,307 in 1965. The decrease in premium income despite the increase of exports insured is the result of ECIC's continuing policy of reducing premium rates wherever possible.

## EXTENDED FACILITIES

ECIC extended its insurance facilities during the year by undertaking to provide unconditional guarantees to banks. The guarantees are provided to those banks which will provide non-recourse financing to ECIC policyholders selling capital equipment on medium-term credit.

After five years of operation in the long-term export-financing field, ECIC has signed 32 contracts with a total value of \$269.3 million, covering major projects in 13 countries. More than 1,000 Canadian companies have received orders to supply equipment and services as a result of these contracts.

During 1965, the criteria for eligibility of export transactions for long-term export financing under Section 21A of the Export Credits Insurance Act were redefined to meet conditions existing in international markets. The minimum value of eligible transactions was lowered from \$2 million to \$1 million. In cases where a Canadian firm can obtain an order to supply capital equipment for a project being

financed primarily by a foreign lender, this minimum will not apply. These, with other changes, are expected to result in an increased use of the facility by a more varied and representative portion of Canada's capital goods producers.

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## UN HUMAN RIGHTS APPOINTMENT

Mr. Paul Martin, Secretary of State for External Affairs, announced recently that Dr. John P. Humphrey of Canada had been elected by the United Nations Commission on Human Rights to its Sub-Commission on the Prevention of Discrimination and Protection of Minorities.

Dr. Humphrey is a world authority on human rights. He was born in Hampton, New Brunswick in 1905 and received his BCL and PLD from McGill University, where he was a member of the Faculty of Law from 1936 until he joined the United Nations Secretariat in 1946 as the Director of the Division of Human Rights. In this capacity he has played a prominent part in the social work of the United Nations.

In May 1966, Dr. Humphrey will retire from the United Nations to take up an appointment at McGill University as Professor of International Law and Political Science.

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## VHF RADIO SERVICE FOR ST. LAWRENCE

The Department of Transport announced recently that, to increase the safety of marine-traffic movement on the St. Lawrence River, a VHF (Very High Frequency) radio traffic-information service will be established.

The new traffic-control system for the river between Montreal and Les Escoumins is expected to be in operation later this year, and a special traffic-control staff will be attached to the Department's St. Lawrence Ship Channel Division office at Montreal. The operations centre of the new system will be in Quebec City and the system will be developed in such a way that it can be integrated with existing National Harbours Board and St. Lawrence Seaway systems.

The Department attributed the provision of a traffic-information service to increasing traffic, the increasing size of ships and the number of casualties that had occurred in the St. Lawrence River between Les Escoumins, where the Department's easternmost St. Lawrence pilotage station is located, and Montreal.

"Ships intending to proceed above Les Escoumins should fit VHF radio-telephone, capable of operation from the wheelhouse, as soon as possible", a notice to mariners stated. The Department said that it expected all ships seeking pilotage services at Les Escoumins would be fitted with the suggested equipment by April 1, 1967.

As an interim measure, the Department will purchase sets of "walkie-talkie" radio equipment, which,

as the need arises this season will be made available on a rental basis to ships seeking to navigate the St. Lawrence and which have not been equipped with regular VHF radio equipment.

### AIRCRAFT TO MALAYSIA

The Secretary of State for External Affairs, Mr. Paul Martin, announced recently that four *Caribou* aircraft, given by Canada to Malaysia as military assistance, were ferried to that country on April 25. The operation was carried out jointly by personnel of the Royal Canadian Air Force and the Royal Malaysian Air Force. Twenty-one members of the RMAF, including seven pilots and 14 technicians, have received training in Canada over the last two months in the handling of *Caribou* aircraft. Canada paid all ferrying costs.

The offer to Malaysia of four aircraft and a substantial amount of spare parts was announced in January 1965 by the Prime Minister. This gift is intended to meet Malaysia's requirement for increased military air transport capability. The Canadian Government also agreed at the time to provide training in Canada for 80 Malaysian forces personnel over two years. Fifteen officer cadets and the same number of pilot officers have come to Canada for training this year, in addition to those who received special training on the *Caribou* aircraft. Mr. Martin said that the cost of the two-year programme is estimated at \$4 million.

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### FIGHT AGAINST FLOOD

Mr. Duff Roblin, Premier of Manitoba, and Mr. Roger Teillet, Minister of Veterans Affairs, announced recently in Winnipeg that Mr. Roblin and Finance Minister Mitchell Sharp had discussed the sharing by Canada of the costs being incurred by Manitoba in fighting the flood on the Red River, in constructing additional permanent dykes that may be required and in restoring damaged property. The costs of these measures cannot be properly assessed until the waters recede, but it is evident that they will amount to some millions of dollars and be on a scale large enough to constitute a major emergency requiring federal assistance.

Agreement was reached that Canada would, in accordance with past practice in such major emergencies, bear three-quarters of the various public costs associated with fighting the flood. Such costs would include, amongst others, those incurred in building and removing temporary dykes, in auxiliary pumping, barging and boats, in establishing and operating the flood headquarters and evacuation centres, and special sanitation and health measures. It will also include the costs necessarily incurred by public authorities in moving persons and livestock to safety,

and in supporting persons away from their homes who are unable to arrange or pay for their own support.

### PERMANENT DYKES

The Government of Canada will also, in accordance with past practice, bear three-quarters of the cost of constructing permanent dykes to protect a number of the communities in the Red River Valley, which will not be safeguarded by the Red River Floodway and which may warrant permanent protection. Federal officials will consult with provincial authorities on the specific requirements of this kind before decisions are reached on the location and scale of such works.

Agreement has been reached in principle that Canada will also contribute to paying the costs of restoration of public works and installations that have been damaged by the floods. This will also be in accordance with established practice in major emergencies requiring federal assistance, but detailed surveys and discussions by federal and provincial engineers will be needed after the waters recede before the scale of the damage and the cost of making it good can be assessed. Manitoba has requested that these costs be shared in the same proportion as those for flood fighting, and the Federal Government will consider this request.

Mr. Roblin stated that his Government intended to help owners of flood-damaged homes, farm buildings and other small business properties to meet the costs of repairing and restoring their buildings, according to defined scales and limits. Manitoba also intends to offer grants to farmers in the portion of the Red River Valley that was flooded in 1950 or since, to assist them in providing dykes or other flood protection for their farm buildings. Mr. Roblin proposed that the Federal Government should share in these costs. Mr. Sharp said the Federal Government would give further consideration to this request in the light of the situation as a whole when it can be more fully assessed.

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### ROYAL APPOINTMENTS

The Prime Minister recently announced that Her Majesty the Queen had approved the appointment of Doctors John N. Crawford and G.M. Brown as members of the Board of Trustees of the Queen Elizabeth II Canadian Fund to Aid in Research on the Diseases of Children.

Dr. Crawford, the Deputy Minister of Health, succeeds Dr. G.D.W. Cameron, and Dr. Brown's appointment will fill the vacancy created by the death of the late Dr. R.F. Farquharson. Dr. Brown is chairman of the Medical Research Council.

The Queen Elizabeth II Canadian Fund to Aid in Research on the Diseases of Children was established by an Act passed by Parliament in 1959 to mark the occasion of Her Majesty's visit to Canada and her personal interest in the well-being of children. Members of the Board of Trustees are appointed by

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Her Majesty by a Commission under the Great Seal of Canada.

Under the Act of 1959, the sum of \$1 million was paid into the Fund by the Federal Government, and provision was made for the Fund to receive such gifts and bequests as other donors might choose to make.

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### NEW AMBASSADOR TO JAPAN

The Secretary of State for External Affairs, Mr. Paul Martin, recently announced the appointment of Mr. Herbert Owen Moran as Canada's new Ambassador to Japan. Mr. Moran is at present Director-General of the External Aid Office, a post he has held since September 1960. Mr. Moran is replacing Mr. R.P. Bower, who was recently appointed Ambassador to the Federal Republic of Germany.

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### ELECTRICAL TRADE MISSION

An eight-man trade mission, representative of Canada's electrical-equipment manufacturers, electrical contractors, water-power authorities and consulting engineers left Canada recently for a 20-day tour of Mexico and Venezuela.

The mission, sponsored by the Department of Trade and Commerce, will investigate market prospects for Canadian products and services in the planned formation in Mexico and Venezuela of grid systems and development programmes in power generation, power transmission and cycle conversion. Large new hydro developments and accompanying extra-high-voltage transmission systems are now under construction or in the planning stage in both countries. The mission will seek to impress on local government and industry officials the extent of Canadian experience and capacity in these fields.

### ITINERARY

During their visit to Mexico, mission members will meet officials of the Comision Federal de Electricidad, Mexico's hydro authority, and address the membership of the Asociacion Mexicana de Ingenieros Mecanicos y Electricistas. They will visit the Infernillo, the Valle de Bravo and the Malpaso hydro

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developments, all in central Mexico.

In Venezuela, mission members will take part in discussions with representatives of several power companies - the Corporacion Venezolana de Guyana, the Compania Anonima de Administracion y Fomento Electrico and Electricidad de Caracás - and address the membership of the Asociacion Venezolana de Ingenieros Electricos y Mecanicos. They will tour the Convento plant and substations in Caracas, the Arrecife plant, the Guri hydro development and steel complex, and power installations at Puerto Cabello, near Caracas.

Indicative of the market potential for Canadian equipment in this area, Mexico's Comision Federal de Electricidad has recently purchased a Canadian built 6,000 kw. gas turbine peaking unit to be installed in its plant at Asunto.

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### SALMON FISHERIES MEETING

(Continued from P. 2)

Problems created by the intermingling in the U.S. and Canadian salmon fisheries in northern British Columbia and southeastern Alaska of salmon bound for both Canadian and U.S. streams, were discussed; as well as the adequacy of the provisions of the 1956 protocol to the 1930 Sockeye Salmon Convention, which brought pink salmon in the convention area under the control of the International Pacific Salmon Fisheries Commission. Proposals to solve the problems under consideration were presented at the meeting, but no agreement was reached.

At the end of the meeting, Dr. A.W.H. Needler, Deputy Minister of Fisheries, summarized the Canadian position by reiterating that good management and equity precluded the taking by one country of salmon bound for the other. The rationale in support of this principle is that the brunt of the effort to maintain the salmon stocks by regulation, to protect the rivers where spawning occurs from damage by other uses and for positive measures to increase the stocks, devolves on the country possessing the rivers in which the salmon are bred. To make these efforts worthwhile, the country concerned must be able to harvest the salmon and reap the benefits.