

Canada Weekly

Volume 3, No. 8

February 19, 1975



Ottawa, Canada.

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Green paper prepares the way for new Canadian immigration policy

Manpower and Immigration Minister Robert Andras tabled a "green paper" on immigration policy in the House of Commons on February 3, which will form the basis for public debate before the implementation of a new Immigration Act within two years.

Other discussions will take place, said Mr. Andras, on the development of a "population policy that future immigration to this country may be fashioned to support".

What is at stake, said the Minister, "is no less than the future of Canada's population – its size, rate of growth, distribution and composition – and the basic principles that should govern our decisions to augment the nation's human resources through the admission of migrants from abroad". It was hard to imagine, he continued, any area of public policy that would be more significant in determining the sort of country Canada would become in a very short time.

The paper has been drafted in the belief that:

- immigrants to Canada should be chosen on the basis of non-discrimination, regardless of race, colour or creed;
- that the importance of the family should be respected;
- that Canada should admit refugees for compassionate reasons and to fulfil international obligations; and
- that in selecting immigrants who will enter the labour force, the policy should work in close harmony with all areas of the economic, social and, in particular, with the manpower policy.

Highlights

The green paper does not make firm recommendations or propose solutions. It explores problems and discusses choices. Some of the highlights follow:

There is virtually no national issue of concern to Canadians today that is not bound up in one way or another with the course followed by the development of our population. The complex dynamics of population change are interwoven with the organization of the economy, the quality of life in our

cities, and the provision of public services. They exert a pervasive influence on the political and cultural evolution of our society as a whole. They affect decisions about how we should plan the use of our land and resources, protect our environment, and overcome disparities – whatever their nature and source – in the opportunities available to individuals or sectors of the Canadian community.

Canada does not face a "population problem" in one customary sense of the expression...however, in another sense, Canada – like any country – has a "demographic problem". It takes the form of urban congestion, regional imbalances, and trends that entail the de-population of some areas, an undesirable rate of growth in others....

Canada, like most advanced nations, counts the costs of more people in terms of congested metropolitan areas, housing shortages, pressures on arable land, damage to the environment – in short, the familiar catalogue of problems with which most prosperous and sophisticated societies are currently endeavouring to overcome.

The advocates of substantial population expansion have frequently cited the view that the competitiveness of Canadian industry would derive significant benefit from the larger domestic market it would afford. Results of a recent study commissioned by the Department of Manpower and Immigration indicate Canadian industry should continue to look principally to an expanding international market rather than to future increases in the size of the Canadian population....

If Canadians wish immigration policy to function as a mechanism to steer population growth along a charted course, then the immigration program must be adapted so as to permit confident forward planning as to the numbers of immigrants Canada receives....

Distribution and urbanization

The role played by the movement of people within Canada is important in determining how population will be distributed among the provinces, and

has important implications for governmental policies that aim to ensure that each region of Canada develops its economic and social potential to the full....

If the rate of urban growth continues, nine out of ten Canadians will live in towns and cities before the end of the century. Montreal, Toronto and Vancouver are the destinations preferred by an increasing number of migrants from all parts of Canada, and it is also in these areas that foreign migrants are particularly concentrated. A more dispersed pattern of immigrant settlement might help to alleviate some of the difficulties that plague these congested and rapidly-expanding areas....

Few means exist at present to steer immigrants against prevailing population currents, and these are limited in their effectiveness. It would be an exercise in futility to attempt to direct people towards destinations where adequate employment opportunities and their accompanying social amenities were lacking. Canadian immigration policy has generally avoided measures to compel immigrants to settle and remain in any particular place, except for good counselling before immigrants arrive and selection criteria that facilitate the admission of immigrants who are qualified and willing to take jobs which badly need filling at the regional level. But however imaginatively the current techniques to induce more broadly distributed settlement are applied, it must be frankly recognized that the apparent irresistible attraction of major cities for migrants — foreign and domestic — will persist in the years immediately ahead. Accordingly, future immigration policies will need to be formulated with particular attention to their effects on the quality of life Canadian city dwellers seek....

Ethnic character

The fact that Canada is a country with two official languages — and all that expresses in terms of history, constitutional development, cultural complexion and political cohesion — is basic to our national life and character. It is so basic that federal policy cannot ignore the effects future immigration may have on the relationship between the English-speaking and French-speaking members of Canada's population....

Analysis of linguistic characteristics

indicate that over the past two decades, the French language has been losing ground, while the English language has made gains over both French and third languages. The language choice made by immigrants is now, and likely will remain, a significant element insofar as the preservation of a fundamental feature of Canada's population is concerned. For immigration policy-makers, the implications of this are clear for national unity and for the maintenance of Canada's role as a bilingual nation. They point to the elaboration of policies that will tend to favour the admission of a higher proportion of people likely to choose integration within the French-speaking community....

The most notable feature of ethnic composition through the last 100 years has been the very strong growth of the population group that is of neither British nor French origin. Immigration has stimulated the increase in the size of other ethnic groups to where they collectively make up 27 per cent of the population. During the century, the proportion of the population of French origin has remained relatively constant — hovering around 30 per cent — while the British component has declined from 60 per cent in 1871 to just under 45 per cent in 1971....

The working immigrant

Immigration policy — present and future — must respond to the needs of Canada's labour market. In relating immigration to Canada's labour market requirements, the importance of getting that relationship right is uncontested. In both human and economic terms, there is a world of difference between the immigrant who is gainfully employed in an occupation corresponding to his talent, skills and choice and the immigrant who is unemployed, under-employed or working in a job for which he is not suited....

In the face of exploding "migration demand", there has been no corresponding expansion in the choices available to those wishing to emigrate. On the contrary, these have shrunk significantly as more restrictive policies are adopted by those nations that have traditionally received migrants....

Future Canadian policy cannot afford to ignore either the reality of, or the problems created by, the strength of Canada's natural drawing power on migrants from all sources...and Can-

ada's appeal as a country of immigration is unlikely in future to call for deliberate stimulus from Canadian policy itself.

Projections show that during the next decade, the Canadian labour force will continue to grow at a very rapid rate, posing a continuing and substantial challenge to the Canadian economy in terms of the number of new jobs that will have to be created each year. As a result, there are reasons to question the wisdom of the "expansionist" immigration philosophy that has traditionally influenced Canada's outlook....

From the domestic standpoint, effective manpower policy is demanding — and likely will continue to demand — a high degree of selectivity in the recruitment of immigrants for the labour force. Recent adjustments in the "points system" for selecting immigrants have been designed to enhance their employment prospects. Selection procedures and the refinement of techniques for measuring labour market requirements must be kept under constant review to make sure there is the most effective linkage possible between the operation of Canada's immigration and manpower policies....

Volume and composition

A cardinal principle set out in the Government's white paper on immigration in 1966 (and translated in 1967 into the present selection system) was that Canadian immigration policies "must involve no discrimination by reason of race, colour or religion and consequently...must be universally applicable". The present system has rationalized with considerable success methods of assessing the suitability of potential immigrants, but has been less successful in furnishing a reliable, long-term policy framework within which to program the use of Canada's immigration selection apparatus abroad....

Decisions about how much selection processing capacity the immigration program should possess, how it should be distributed geographically (i.e., how many offices, how big they should be and where they should be) and the priorities visa officers should accord to different categories of applications are policy decisions of real significance. Decisions on these points have a direct impact on the volume and composition of the annual immigration movement....

Athabasca tar sands – Syncrude project saved

The Federal Government and the governments of Alberta and Ontario have stepped in to save what has become known as the Syncrude project – the development of Alberta's tar sands to extract crude oil by Syncrude Canada Limited and other oil companies.

Lack of funds had endangered the survival of the project when, last December, one of the original partners, Atlantic Richfield Canada Ltd of Calgary, withdrew its 30 percent share of the consortium. The remaining companies announced that they could not afford to proceed without new financing because costs had doubled to \$2 billion during the past 12 months.

Energy Minister Donald Macdonald announced to the House of Commons on February 4, the results of negotiation sessions he, Treasury Board President Jean Chrétien and the Premiers of Alberta and Ontario had attended in Winnipeg:

...Agreement in principle has been reached on the financing of the estimated \$2-billion cost of this second synthetic petroleum plant in the Athabasca oil sands. As I speak to the House, this announcement is being made simultaneously in two provincial capitals by the Government of Alberta and the Government of Ontario. We are all new partners in Syncrude. We have joined together with three of the original Syncrude participants, Imperial Oil Ltd, Canada-Cities Service Ltd and Gulf Canada Ltd, to ensure that this project will be accomplished. Immediately, activity will be stepped up at Mildred Lake to complete the Syncrude plant on schedule, to bring on stream by 1978 this plant which will provide at ultimate capacity more than 125,000 barrels a day of crude oil for Canadians....

As a result of these negotiations the Federal Government, on behalf of the citizens of Canada, will acquire a 15 percent ownership in Syncrude Canada Ltd. It will, over the course of construction of the plant, invest \$300 million in equity funds. I believe this investment will provide an auspicious beginning for the portfolio of Petro Canada.

The province of Alberta will take a 10 percent ownership in Syncrude, with an equity investment of \$200 million. As well, Alberta will make a loan to the project of \$200 million. In addition, Alberta will invest between \$500 million and \$600 million in a power plant to serve the project, in a pipeline and in housing and other infrastructure related to this major resource development project in northern Alberta. The

province of Ontario, whose participation is most welcomed by the Federal Government, will acquire a 5 percent equity interest in Syncrude, with an investment of \$100 million.

Together, the three new partners in Syncrude will acquire a 30 percent equity interest in Syncrude, on behalf of the public, with, of course, further potential equity interest if Alberta chooses to exercise the convertible debentures and the 20 percent option it now has outstanding.

For the moment, the private companies will retain a 70 percent equity interest in the project. To do this they will have to increase their investment of \$1,000 million, which they had previously committed, by a further investment of \$400 million. Half of this increase will be financed, as I have already noted, by loans from the Alberta government, secured by convertible debentures....

There are, in the Athabasca oil sands, an estimated 300 billion barrels of oil. Under current and immediate prospective conditions, however, it remains a very high-cost oil and special arrangements are necessary to assure its commercial production....

Earlier pension age and higher wage percentage, labour goal

During February, Citizenship Month, the Canadian Labour Congress moves into the second stage of the two-year program, "an adequate pension for all at age 60". In making the announcement in Ottawa, CLC President Joe Morris said: "This year we are after

75 per cent of wages at age 60 years".

"The CLC is urging unions across the country and Canadians in general to rally around a campaign of pressure on government to make Canada and Quebec Pension Plan benefits available at age 60 by 1981 by lowering the eligibility age by one year in each of the years from now through 1981. We also want Canada and Quebec Pension benefits increased by 2.5 per cent a year until they reach 75 per cent of wages in 1996," Mr. Morris continued.

The present Canada Pension and Quebec Pension Plans will reach their current objectives of providing pensions of 25 per cent of maximum pensionable earnings at age 65 January 1, 1976. In 1975 maximum yearly pensionable earnings are \$7,400. This figure will be increased by 12.5 per cent annually until it equals the industrial composite average earnings, expected in 1980 or 1981. The industrial composite average earnings are expected to be in excess of \$13,000 a year by that time.

"The campaign was actually launched during Citizenship Month last year," Morris said. "At that time the CLC urged unions to establish committees to examine existing pension protection, study the need for improvements and assist in a broad education program to rally public support for such improvements. Citizenship Month this year will inaugurate the second phase of the campaign. Our efforts, starting in February, will be directed toward pressuring government to change the Canada and Quebec Pension Plans so that all Canadians might look forward to an adequate pension when they retire."

A background paper in support of the CLC proposals prepared by Congress political education director George Home states that from the present available information, more than 60 per cent of workers in Canada have no private pension plan coverage and therefore are relying on Old Age Pension plus Canada or Quebec Pension Plans. "Present information suggests that a considerable number of pension investments have been threatened by the collapse of the stock market," the paper says, adding: "There is little, if any, flexibility in the private pension plans and few employees stay long enough at one particular place of employment to earn a full pension. It is estimated that only 4 per cent to 10 per cent of pensions are collected."

Migraine's mysteries under scrutiny

One of the problems for headache sufferers is that the painful condition does not evoke much sympathy from friends, family and, especially, employers.

"Numerous surveys show that migraine, although it has no risk of mortality, is one of the major medical causes for time loss in the work field," says Dr. Henry Dinsdale, chairman of the Neurology Division of the Faculty of Medicine at Queen's University, Kingston, Ontario.

Dr. Dinsdale, a member of the medical advisory committee of the newly-formed Migraine Foundation, suffers from migraine himself.

The Migraine Foundation was established last July to educate the public, raise funds for research and to assist in providing service, possibly in the form of clinics where migraines can be treated and studied. The head office is in Toronto.

"Migraine is not diagnosed as often as it should be," Dr. Dinsdale continues, "and many doctors are not well instructed about it."

Migraine can be mistaken for tension headaches, caused by muscle contraction in the scalp and neck. Occasionally *migraineurs* can be helped by identifying a trigger substance such as alcohol, Dr. Dinsdale says. Doctors must not overlook the possibility of pressure caused by a tumor or blood clot, although this is rare as a cause of headache, he adds.

Because society and the medical profession are generally uninformed and therefore in large measure unsympathetic toward migraine, the condition has not attracted many investigators, according to Dr. Dinsdale. It is hoped that the Foundation may be helpful in changing this.

Heredity factor

Migraine, which affects more than 20 per cent of Canadians, is often inherited by members of the same family. Attacks occur in any age group, although they are commonly first experienced in late adolescence, and continue through middle age, tapering off as the person gets older.

Classical migraine begins with a change of vision or sensory perception, lasting five to 30 minutes before the

onset of the headache. The headache itself can last from a few hours to days. Common migraine, unaccompanied by any warning, usually involves just one side of the head.

Dr. Dinsdale says that much is still to be learned about causes of migraine. "There are many reasonable suggestions centering around changes in the blood vessels to the scalp and brain.

Reservoir made of rubber

The town of Gatineau, Quebec is the site of the first synthetic-rubber reservoir in Canada for the storage of drinking water. The reservoir, which was constructed in a very short time, is 270 feet (82 m) long by 215 feet (65 m) wide and can hold 740,000 cubic feet of water (21,100 m³). It has a floating rubber cover 1/16 of an inch (16 mm) thick.

The municipality of Gatineau hired the firm of Bessette, Crevier, Tanguay and Associates to carry out a study of its water needs. Their solution was a reservoir with compacted sand slopes covered with a layer of rubber. The reservoir is half above and half below ground; the excavation is 10 feet (3 m) deep and the sloping walls extend for another 10 feet above ground level.

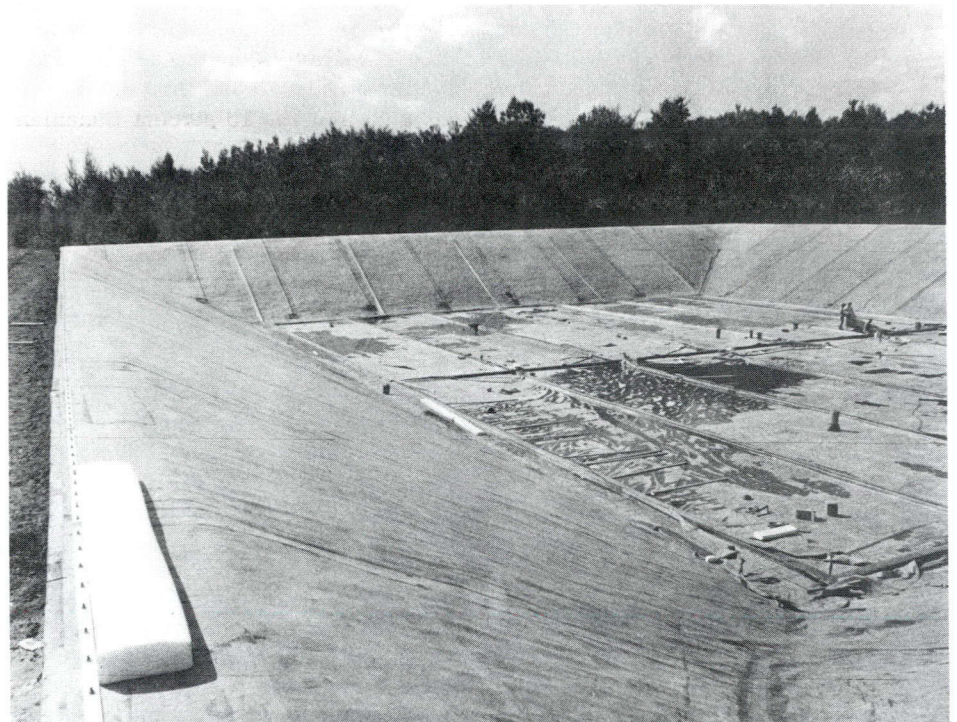
Because the ground is quite weak at this location, construction of a tradi-

tional reinforced concrete tower would have been too costly. The rubber-walled reservoir is much more practical, since for the same amount it was possible to build a structure with a capacity five times as great as that of a concrete tower. The water in this reservoir costs only 6 cents a gallon (slightly more than 1 cent a litre), whereas with other reservoirs the cost would have risen, it is estimated, to 18, 20 or even 25 cents. Furthermore, a concrete tower would have taken much longer to erect. The synthetic-rubber reservoir was officially inaugurated about six months after work was begun.

Floating roof

The unusual design, the speed of construction and the relatively low cost are not the only noteworthy features of this reservoir. The floating roof is one of its main innovations, although it costs only about a fifth as much as a conventional roof. The sheet forming the cover is equipped with polyethylene foam floats that serve as walkways for the roof-washers. As the water rises in the reservoir, the roof also rises, folding along the sloped perimeter.

The temperature of the water remains fairly stable, since the sun raises it only 2 degrees Fahrenheit (slightly more than 1° C) at a depth of 2 feet (61 cm) below the cover.



New position for Stats Canada chief

Dr. Sylvia Ostry has been appointed Deputy Minister of Consumer and Corporate Affairs, effective February 19. She is replacing Michael Pitfield who recently became Clerk of the Privy Council and Secretary to the Cabinet. Dr. Ostry, 45, is one of Canada's leading economists and has been Chief Statistician of Canada since 1972. She is married and has two children. Although three other women hold the rank of deputy minister in the federal Public Service, Dr. Ostry is the only one to head a policy-making and operating department. The others are Public Service Commissioner Irene Johnson, National Gallery director Jean Boggs and Food Prices Review chairman Beryl Plumpton.



Dr. Sylvia Ostry

Canada gives urgent food aid

Immediate agricultural and food aid assistance of \$71.4 million channelled through the Canadian International Development Agency is to be directed to countries most severely in need of food. This assistance fulfills the Canadian pledge at the recent World Food Conference that Canada would make \$50 million available immediately, to relieve acute distress. The total includes \$20 million for special food aid and transportation assistance to Bangladesh as part of a united effort by the international community to meet that country's urgent needs.

A further \$5 million has recently been allocated to the Bangladesh program as part of the \$50-million pledge at the Rome conference. This brings to \$60 million, Canadian contributions to Bangladesh in 1974 to help relieve food shortages.

The breakdown of the \$71.4-million allocation for food aid and agricultural assistance is: Bangladesh \$25 million; Sahel countries of West Africa \$15.5 million; Tanzania \$5 million; Pakistan \$9.4 million (fertilizer); Sri Lanka \$1 million (fertilizer); additional food products, \$12 million.

Most of the food aid will be wheat and wheat products. The funds have been redirected by CIDA to the food and agricultural aid program from its current total spending authorization of \$733 million.

Non-resident investors — income tax exemption change

Finance Minister John N. Turner announced recently that he would propose a change to the provisions of the Income Tax Act relating to the conditions certain non-resident investors must satisfy to qualify for certificates entitling them to exemption from the non-resident withholding tax on interest.

At present, certain foreign charitable organizations and other institutions, which are exempt from tax in their home countries, are entitled to an exemption from the 15 percent Canadian tax imposed on interest they receive from Canada. This exemption is also available to certain non-resident pension plans. However, under the existing law, a number of foreign trusts and corporations established to administer other types of employee benefit plan have technically failed to qualify for an exemption certificate if they provided benefits other than pension benefits. The Minister indicated that such trusts and corporations would be treated in the same way as pension plans for the purpose of qualifying for this exemption from Canadian tax.

Mr. Turner, therefore, announced his intention to propose an amendment to paragraph 212(14) (c) of the Income Tax Act, effective January 1, 1975 to permit any corporation or trust to qualify for a certificate if its principal

An economy house made of sulphur

When Mr. Witold Rybcynski and a group of fellow architects from Montreal's McGill University were looking for a new way to build inexpensive homes, they were thinking primarily of people in developing countries.

In their search for cheaper materials for low-income families, they came up with a new product composed of sulphur and an aggregate such as sand, to replace conventional concrete.

Sulphur, an industrial residue that sells for \$6 a ton, is produced in vast quantities in Alberta and is a by-product of an anti-pollution process for stripping sulphur from gas and petroleum.

This mixture of aggregates (sand, gravel, earth, clay) and sulphur (about 30 per cent) has many advantages in the manufacture of building blocks. The blocks are as durable as concrete; they harden very rapidly and are easily removed from the forms since no water is required.

This new material, which insulates better than concrete, is waterproof and easily recycled. Moreover, the sulphur can be mixed with several kinds of aggregate. Although the price of sulphur is very low at the present time, Quebec will still have to bring it in from western Canada.

Journalist Michel Vadeboncoeur, in his article on the subject for the weekly newspaper *La Patrie*, points out another disadvantage: during a fire, toxic fumes of sulphur dioxide would be given off. The walls might also melt, but they would not ignite, since the sulphur-aggregate mixture is fire-proof.

In addition to building an experimental summer cottage using sulphur blocks, the McGill group also wished to study various ecological aspects such as recycling of water using solar energy, production of electricity by means of a wind-powered generator, etc.

The cost of the sulphur-block walls was a mere \$34; the complete house came to only \$1,901.25.

purpose was to administer or provide benefits under a superannuation, pension or retirement fund or plan, or any type of fund or plan established to provide employee benefits.

Would-be homesteaders face disappointment

Several thousand would-be pioneers who had their yearning for a fresh life stirred by reports of free land in Alberta are facing disappointment.

Their hunger for land was whetted by a recent story in the press about a scheme by some wagon-train promoters in Kleinberg, Ontario. A party of 20 families was to make a 3,000-mile journey by horse-drawn covered wagons to the Peace River District, where it was mistakenly reported that thousands of acres of public land was available for homesteading.

Alberta Lands and Forests Minister Dr. Allan A. Warrack stresses that the Department is not encouraging homesteading because only a limited amount of public land is available and that priority is given to established district farmers needing land to improve their holdings.

Dr. Warrack also points out that public lands are not free but are sold at prices at least equal to the market value of surrounding private land.

An applicant for a homestead on Alberta public land must also have lived in the province for at least one year in the three years immediately preceding application. And, there is also a backlog of applications from eligible Alberta residents, Dr. Warrack points out.

Response to the press story has been overwhelming, both to the wagon-train promoters and to the Alberta Lands and Forests Department. About 2,000 letters and 1,500 phone calls have been received by the promoters and numerous letters and phone calls have been pouring into the Alberta Lands and Forests Department.

"It is vital that these people be given the facts and that the misleading

information that has been disseminated be corrected," Dr. Warrack states, "otherwise a great many innocent people are going to be exposed to needless hardship and disappointment.

The story in the press also erroneously reported that wagon-master Gordon Roberts had leased 1,280 acres for a \$25-registration fee. In fact Mr. Roberts has only made application to lease the land, the \$25 being an application deposit.

Immigration policy

(Continued from P. 2)

Dilemmas associated with immigrant management in the field will become increasingly hard to resolve in future without a framework that will provide a reliable basis on which to plan the total size of the annual immigration movement, and to deploy selection capacity in source countries in a way that will serve national goals with maximum effectiveness....

Options

What options are open to future immigration policy? Four are selected for discussion as illustrative of the range of possibilities that deserve attention. Each possesses advantages and disadvantages, and they are not "either/or" options. Elements from one approach could, in certain cases, legitimately be combined with elements from another.

Option Number 1 – Retain the present "responsive" system of immigration management abroad – a system that does not fix, in advance, the numbers of visas to be issued over a given time span.

(If available capacity is allocated simply in response to the sheer volume of visa applications at certain posts, there can be no assurance that selection facilities are equitably distributed geographically, or that the immigration movement will consistently respect national priorities. These are drawbacks to maintaining the *status quo*.)

Option Number 2 – Gear the immigration program even more closely than at present to meet economic and labour market objectives.

(This would entail drawing a very clear line between the class of immigrant Canada admits because the labour market needs them, and those who are accented for other reasons.

This option appears incompatible with retaining an "in-between" category of immigrant – the "nominated relatives" who are selected partly because they meet labour market criteria and partly on the grounds of kindship.)

Option Number 3 – Develop and announce explicit targets for the number of visas to be issued annually on a global, regional and possibly post-by-post basis.

(This option could enable the immigration program to be deliberately related to national demographic/population growth policies as these are developed. It also would mean a major innovation in Canadian immigration policy – the establishment of quotas on the number of immigrants Canada is prepared to admit each year. On the other hand, the option looks less startling when it is realized that limitations on the volume of immigration are unavoidably built into any program – including Canada's traditionally open-ended one. At the same time, this option would present very difficult problems in deciding on the formula for allocating visa quotas among regions and countries.)

Option Number 4 – Establish an annual global ceiling for the total immigration movement, specifying the priorities to be observed in the issuance of visas to different categories of immigrant within that ceiling.

(This approach would entail a process of planning and preparation in advance of each immigration year. To assist the Government in determining the number of immigrant visas that would be issued over the planning period, it might be appropriate to institute a regular process of consultation through which the views of provincial governments would be sought, as well as advice from designated outside agencies and organizations. The second element would be to determine the order in which applications from different classes of potential immigrants would be processed. With the over-all ceiling and priorities established, a forecast would then be made of the number of applicants in each priority group from each source country and area of the world. This approach would avoid some of the dilemmas inherent in establishing, in advance, visa quotas on a regional or country-by-country basis (as in Option Number 3)....

Canada Weekly is published by the Information Division, Department of External Affairs, Ottawa, K1A 0G2.

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Cette publication existe également en français sous le titre Hebdo Canada.

Algunos números de esta publicación parecen también en español bajo el título Noticiero de Canadá.

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