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## PENAL REFORMS IN CANADIAN PENITENTIARIES

Mr. Jean-Pierre Goyer, Solicitor General of Canada, in a statement to the House of Commons on October 7, outlined Government policy on the federal penitentiary system, which pertains to persons convicted of sentences of two years or more. He explained reforms that had been undertaken a few months ago by the Canadian Penitentiary Service and spoke of changes involving clothing and haircuts, more private family visits, leave of absence, medical services, inmate committees, cafeteria systems and work and industry reforms, etc.

"We have decided from now on," he stated, "to stress the rehabilitation of individuals rather than protection of society." Mr. Goyer's statement follows:

...I will start with some figures on the present situation. First of all, as far as expenses are concerned, the Government must spend about \$10,400 a year to keep an inmate in an institution, while it costs only \$415 to the Government if an inmate is on parole.

During...June, 5,257 offenders were on parole across Canada. A study carried out by the National

Parole Board of 2,663 inmates on parole showed that 2,078, or 78 per cent, had a job. They earned, for that month only, nearly \$857,000. On the basis of such results and of money earned by the same persons for a whole year, this adds up to more than \$10 million and their income tax, both federal and provincial, has been estimated at nearly \$1.3 million.

Let us take a look now at the social angle. In Canada, close to one million persons have a criminal record. Each year, on average, 3,750 persons are admitted in our 36 federal institutions. At the present time, there are 7,270 inmates in our institutions, whose average age is 35 years and 80 per cent of them are recidivists.

These few figures point to the obvious conclusion that rehabilitation of offenders remains one of the major problems of our times. The present situation results from the fact that protection of society has received more emphasis than the rehabilitation of inmates.

### AIM OF CORRECTION SYSTEM

For too long a time now, our punishment-oriented society has cultivated the state of mind that demands that offenders, whatever their age and whatever the offence, be placed behind bars. Even nowadays, too many Canadians object to looking at offenders as members of our society and seem to disregard the fact that the correctional process aims at making the offender a useful and law-abiding citizen, and not any more an individual alienated from society and in conflict with it.

Consequently, we have decided from now on to stress the rehabilitation of individuals rather than protection of society.

Criminologists, psychologists, psychiatrists and senior officers with a long experience of the correctional field are agreed on the fact that at least 80 per cent of our inmates can be rehabilitated.

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Therefore, a policy must be established concerning those 80 per cent, that is, the larger part of our inmates, rather than a punitive policy intended to meet the needs of a minority. We will undoubtedly have to keep on protecting society against dangerous criminals, but we will also take into consideration the fact that most inmates do not belong to such a category.

Reforms are undertaken on the basis of two essential principles. First, an inmate is always a citizen who, sooner or later, will return to a normal life in our society and, as such, is basically entitled to have his human dignity, of course, but also his rights as a citizen respected by us to the largest possible extent. Secondly, in order for the rehabilitation to be as successful as possible, we must take advantage of participation from the community, both inside and outside our institutions, so as to have within our institutions a way of life that is as similar as possible to the normal life of citizens.

With such principles, we hope to change in our institutions the climate of tension that results from useless coercion, obsolete policies, and to create in the old-style institutions a more relaxed atmosphere more conducive to the rehabilitation of individual inmates.

#### ACTION UNDER WAY

We have therefore endeavoured to liberalize the system. On the one hand, we have closed the maximum security section in St. Vincent de Paul Penitentiary and we have transferred most of the inmates of the old Kingston Penitentiary to Millhaven.

We have suspended all work for the construction of the new Mission Correctional Centre in British Columbia and appointed a task force whose terms of reference are specifically to assess the entire problem of maximum security institutions and to report to me at the end of October.

At the present time, we anticipate the creation of a greater number of pre-release centres. We also are working towards providing for visits by the inmate's family under conditions which are to comply more fully with the requirements for privacy, especially in the case of maximum security institutions.

In other institutions, we are considering the possibility of allowing the inmates to go out, following the adoption of a leave system which will be along lines similar to the "military leave of absence" system; such leave is to be periodical and regular and provided on the basis of merit. Already, in Warkworth institution, some inmates hold a regular job in a local industry; they therefore leave the institution daily.

On the other hand, we have already instituted a Permanent Advisory Committee of eight psychiatrists to help us improve mental health conditions for the inmates who are ill and to study shortcomings in the present system. We expect a first report from this group some time during the month of November 1971.

I would also like to announce the forthcoming arrival within our medical services of a permanent adviser on nursing. Moreover, a meeting is to be held in October, grouping all the medical doctors who are working in penitentiaries at the present time, in order to determine the inmates' medical requirements and to review the services provided for them so as to operate on a rational basis.

#### INMATE COMMITTEES

We have promoted the creation of inmate committees within the institutions. Elections have taken place within all 36 institutions and each one of the committees has held at least one meeting. The idea of inmate committees was enthusiastically received by the inmates. These committees will make it possible to establish more satisfactory co-operation between the inmates and correctional staff in order to gain better knowledge of the inmates' problems.

In another field, we have relaxed the regulations governing communications of inmates with Members of Parliament and the Commissioner of Penitentiaries. For a few months now, letters addressed to Members of Parliament or the Commissioner are not being opened or censored by the institutional authorities.

Quite recently, we brought the inmates' haircuts more up to date and provided the inmates with clothing which is similar to that worn in the outside community, especially clothing worn for leisure. We have also abolished the humiliating custom of identification numbers on clothing.

Within the same perspective, we intend to give increasing application to the "living-unit concept" which we have been testing successfully within some of our institutions. This is a matter of reorganizing a normal community on a small scale: a limited number of inmates are grouped within the same wing and they share the same premises with the correctional officers, who are in charge of the group. We are, in fact, carrying on a kind of group therapy. The result will be that the inmate will no longer be depersonalized, a frequent occurrence under the old system.

We are also proposing to establish the cafeteria system within our institutions to replace the system of meals eaten within the cells, a practice which added to the dehumanizing character of prison life.

#### WORK AND INDUSTRY REFORMS

And among the most significant of proposed reforms, I would like to point out the new conception of work and industry within the penitentiaries. It is a well-known fact already that the organization of industries within our institutions at the present time tends to promote unsound production habits. The efficiency rate for our inmates is assessed roughly at one third that of a normal worker. In order to cope with this problem, we have put into practice two projects on an experimental basis.

At the William Head minimum security institution



## SCIENCE TO THE SWIMMERS' RESCUE

Many Canadian beaches, polluted by the circulation of poor water, could probably be made safe for swimmers next summer if municipalities adopt a flow system developed by the National Research Council of Canada.

The system was developed by the Hydraulics Section of NRC's Division of Mechanical Engineering after tests by the Regional Medical Officer of Health showed that all Ottawa beaches were polluted and unsafe for swimming. At the beginning of the summer season "No swimming" signs were posted on all beaches.

However, adoption of the system by the City of Ottawa made it possible for the city's largest beach at Mooney's Bay on the Rideau River to remain open all summer.

Working in co-operation with the Department of Engineering of the City of Ottawa, the Hydraulics Section first built a model of the Rideau River near Mooney's Bay beach, which was severely polluted during the 1970 swimming season, partly because of stagnant water.

Mooney's Bay, and many other beaches on rivers or lakes in Canada, are located in areas of low current for the safety of swimmers and for the prevention of beach erosion. As a result, they often become stagnant, muddy pools without chlorination or circulation of the water.

"On a hot summer weekend, with as many as 3,000 people using the beach at Mooney's Bay, the problem of pollution is self-evident," says Joe Ploeg, head of the Hydraulics Section. "Even if the Rideau River entering Mooney's Bay was completely free of pollu-

tion, the beach would have an unacceptably high pollution count within a few hours after opening."

The hydraulic model studies confirmed that during the summer months, when discharge from the Rideau River is 250 cubic feet a second, there is no flow in the swimming area of Mooney's Bay because there is no water circulation along the beach.

As a result of the studies, two pumps were installed on the Rideau River just upstream from the beach. Water from the midstream area, where the pollution count is low, was pumped through the swimming area at a rate of 50 cubic feet a second, which created a uniform current of one-quarter foot a second in the swimming area and prevented the build-up of pollution.



*NRC studies can help keep Canada's beaches free from pollution and clean enough for youngsters to swim.*

## PLANS FOR 1976 OLYMPICS

One hundred and seventy-five representatives from all levels of Canadian amateur sport recently met in Ottawa at the National Conference on Olympic '76 Development, to discuss programs for improving Canada's participation in the 1976 Olympic Games.

The meeting, sponsored by the National Advisory Council on Fitness and Amateur Sport in co-operation with the Canadian Olympic Association and other sports-governing bodies, originated from an idea in National Health and Welfare Minister John Munro's speech on Sport Canada and Recreation Canada at

the Council's meeting last May.

Delegates discussed the immediate needs of Canadian athletes and how resources could be organized to meet these needs.

Topics included methods for increasing the number and quality of coaching staff and sports facilities, and ways to enlist support of business, industry and the communications media in future sports-development programs.

Delegates included executives of national and provincial sports-governing bodies, intercollegiate and high-school administrators, coaches, consultants and outstanding Canadian athletes.



## CANADA ON PAHO EXECUTIVE

Canada, which formally joined the Pan-American Health Organization last month, was, on October 5, elected to a three-year term on the Executive Committee of the organization at the meeting of the Directing Council of PAHO recently held in Washington.

The Pan-American Health Organization, the regional arm of the World Health Organization in the Americas, was founded in 1902 to promote and co-ordinate efforts of the countries of the western hemisphere to combat disease, to lengthen life and to promote the physical and mental health of the people. There are now 29 member countries.

The Executive Committee, composed of nine representatives of member governments, is elected by the Directing Council. Canada's representative is Dr. Basil D.B. Layton, Principal Medical Officer, International Health, Department of National Health and Welfare.

The Minister of Health and Welfare, Mr. John Munro, was the first official delegate from Canada to sit with other member states of PAHO when it began its Washington meeting. Addressing the PAHO Council, Mr. Munro stated: "From the past, we know the successes - and we know the failures. For the future, we know the challenges - and we know the risks. It is obviously better that we face the future with as united a front as is possible - not a political front, but a human front - a common front for human health. It is for these reasons that Canada is moving from a posture of outside co-operation to active membership in this organization. We hope we can contribute, for we know we will learn."

## MUSICAL TWO-WAY STREET

Today's music business is thriving in Canada, where record album sales *per capita* are the highest in the world and *per capita* dollar sales are second only to the United States.

The rest of the world knows more about this happy state of Canada's musical affairs since the beginning of the year, when seven Canadian music companies attended MIDEM - the International Record and Music Publishing Market in Cannes.

It became apparent quickly that Canada is on a musical "two-way street" - able to sell material to the international market (one company alone placed copyrights and "masters" of records in France, Germany, Britain, Sweden, Italy and Japan) and pleased to buy copyrights from other countries.

Canada, now coming into its own as the home of first-rate musical talent has, on international popularity charts (singing Canadian copyrights) - such names as Gordon Lightfoot, Joni Mitchell, Monique Leyrac, Anne Murray, Marc Hamilton, Edward Bear, Tom Northcott, Ginette Reno, Robert Charlebois, and there is The Guess Who, Blood

Sweat and Tears, the Poppy Family, Motherlode, Mashmakham, and the Irish Rovers.

## THE "FLIP" SIDE

With the sixth largest record market in the world, and an annual industry growth-rate that is consistently over 10 per cent, Canada, in return, offers record publishers in other countries a rich outlet for their musical wares. And a significant factor has been added recently: the Canadian-content regulations which specify that 30 per cent of all records played on Canadian AM radio must qualify under one of the following:

- the artist must be a Canadian;
- the performance must be recorded in Canada;
- the music must be composed by a Canadian;
- the lyric must be written by a Canadian.

For a record to qualify as Canadian in the first year of the regulations (1971), one of the four conditions will have to apply. In the second year, two of the four will have to be met.

The advice of Canada's music men to their counterparts attending MIDEM was: "If you want your fair share of this growing Canadian market, there are two avenues open: have your copyrights recorded in Canada; record Canadian copyrights in your own country."

An impressive number of music publishers listened.

## CANADIAN MAPLES IN BRITAIN

One hundred Canadian sugar maple trees that were planted two years ago on a hillside in Richmond Park near London are thriving.

Mr. R.G. Emberson of Scarborough, Ontario, who recently visited the site, wrote to Mr. Rene Brunelle, the Ontario Minister of Lands and Forests, to assure him the trees were doing well in the English climate.

On October 23, 1969 the six-foot saplings, grown at the Ontario government tree nursery at St. Williams, were presented by Mr. Allan A. Rowan-Legg, Agent-General for the Government of Ontario, with a plaque to commemorate 100 years of representation in Britain.

## TRAFFIC ACCIDENTS

Deaths from motor-vehicle traffic accidents increased by 10.8 per cent in June, compared to those of June 1970. During the 1971 month, 512 lives were lost on roads, compared to 462 in June last year.

Through the first six months of 1971, there were 38 traffic deaths in Newfoundland, (28 in the corresponding period in 1970); Prince Edward Island, 16 (11); Nova Scotia, 86 (85); New Brunswick, 78 (85); Quebec, 681 (699); Ontario, 641 (633); Manitoba, 61 (46); Saskatchewan, 72 (65); Alberta, 162 (183); British Columbia, 244 (248) and the Yukon and Northwest Territories, 8 (7).



## CANADA-HUNGARY TRADE PACT

An agreement establishing a framework for the development of trade between Canada and the Hungarian People's Republic during the next five years was signed on October 6 by Mr. Jean-Luc Pepin, Minister of Industry, Trade and Commerce, and Dr. Bela Szalai, Hungarian Deputy Minister of Foreign Trade.

Besides providing for the continued exchange of most-favoured-nation treatment, the agreement was accompanied by an exchange of letters signifying the intention of the Hungarian authorities to increase their imports from Canada from current levels during the period of validity of the agreement. In 1970 Canadian exports to Hungary were worth about \$7 million.

Representatives of the two countries will meet at least once a year to review trade performance and to consider initiatives that will foster new trade within the scope of existing laws and regulations in Canada and Hungary. Both governments have recognized the importance of closer co-operation in the economic and industrial areas and in the practical application of science and technology as a means of obtaining mutual trade objectives.

During the discussions leading to the pact Hungarian officials explained that recent economic reforms entailed a decentralization of decision-making, which should facilitate closer and more direct contacts between buyers and sellers.

Mr. Pepin welcomed changes in Hungary's foreign trade system which enabled greater access for Canadian exporters to end-users and improved export opportunities for a wider range of Canadian goods and services, including secondary manufacturers. He urged Canadian businessmen to take full advantage of the scope provided by these changes and by the Canada-Hungary Trade Agreement for developing Canadian exports to Hungary.

Canada and Hungary first exchanged most-favoured-nation treatment in 1964, at which time Canadian exports to Hungary amounted to only \$1.9 million. Under the expiring agreement, Canadian firms have concluded export business with Hungarian state-trading enterprises valued at more than \$15 million.

## NEW ESKIMO BOOK

Two copies of a new book by a 70 year-old Eskimo woman were presented to the National Library in Ottawa earlier this month by Mr. Jean Chrétien, Minister of Indian Affairs and Northern Development. The author, Pitseolak, attended the ceremony.

The book, *Pitseolak: Pictures Out of My Life*, in English and Eskimo, is an autobiography illustrated by the author.

Pitseolak (which means sea-pigeon) is a resident of Cape Dorset, Baffin Island, who has, in her

own words, "lost the time when I was born...my sons say maybe I am 70". She has produced a variety of engravings, stone cuts, and drawings in colour and black and white, more than 90 of which illustrate the book, published at the end of September by Design Collaborative Montreal Limited in association with Oxford University Press of Toronto.

## THE OLD WAY OF LIFE

Pitseolak recounts her childhood, life in the old Eskimo way, and the changes brought about with the arrival of "strangers from the south". She also describes games she played while young, the fearsome powers of the Eskimo shamans, old hunting trips, and the coming of James Houston, the first civil administrator for Cape Dorset, who asked her, and others, to draw pictures and to produce other forms of art depicting their style of life and environment.

Pitseolak is very much aware of the significance of the period in which she has lived. "I know I have had an unusual life", she says, "being born in a skin tent and living to hear on the radio that two men have landed on the moon. I think the new times started for Eskimos after the white men's war, when the white men began to make many houses in the Arctic."

Commenting on the publication of the book, Mr. Chrétien said, "I am most pleased this book has been added to the growing number of books by Eskimo and Indian authors. Last year we witnessed the publishing of *Harpoon of the Hunter* by another Eskimo, Markoosie, a talented young man who is also an airline pilot. Now we have a book of memoirs and wonderful artwork by Pitseolak, a lady who has preserved for us in a vivid fashion times back to the century when the Eskimo people were much less affected by the white man's society. "Both authors have made outstanding contributions to the cultural heritage of the native people and to all Canadians. It is indeed interesting for all of us to find out about 'the old way'."

## ONTARIO PLACE FILMS RELEASED

In search of wider recognition for the skills of Ontario film-makers by audiences throughout the province, the rest of Canada, the United States, and in other countries of the world, the Government of Ontario will release the Ontario Place cinesphere films *North of Superior*, *Where the North Begins* and *Seasons in the Mind*, for Canadian and international distribution for Columbia Pictures of Canada.

The three Ontario-produced films are among those that have been viewed by audiences at Cinesphere during the Ontario Place summer season.

*North of Superior*, the giant-screen IMAX process film by Graeme Ferguson of Galt, depicts the grandeur of the country north of Lake Superior, from the Puckasaw region to the Manitoba border. The film projects air views of the district, a roaring



forest fire, life in Indian communities, and other scenes never before filmed.

*Where the North Begins*, filmed by David Mackay, brings into focus the land and people in the region north of a line between North Bay and Sault Ste. Marie, touching on Manitoulin Island and Hudson Bay. Hockey-playing priests, fur-auctioneers, skiing stars, and other people of the North are shown in scenes at Cobalt, Timmins, Iroquois Falls, Kirkland Lake, Chapleau, and other communities.

*Seasons in the Mind* is the giant-screen product of two other imaginative Ontario producers, Michael Milne and Peter Pearson. The theme of the film is the four seasons in Eastern Ontario, taking in such places as Lanark County, Hastings, Belleville, Glengarry, Renfrew, Eganville, Van Kleek Hill and Ottawa. Special optical effects are used in the film, including a nostalgic look at early Ontario days, through the use of animated still photos of that era.

## PENAL REFORMS IN CANADIAN PENITENTIARIES

(Continued from P. 2)

on Vancouver Island, a regular wage will be paid for the construction of a building required by the institution. The inmates will be required to comply with the same requirements as those in force in private industry with regard to working hours and productive capacity. Instead of the present daily allowance which varies from 55 cents to 85 cents, the inmates will receive the federal minimum wage, which will make it possible for them to pay for their room and board in the institution, to pay for their clothing, to help support their family to save money for their eventual release from prison, to pay their taxes and to be eligible for payments under unemployment insurance and workmen's compensation acts. Once released, an inmate may be less inclined to rob a bank - on the contrary, he will already have a bank account. He may even, as in the case of other workers, receive unemployment insurance payments during the period required for finding some employment.

In Drumheller, Alberta, we have already gone one step further: the inmates are fully responsible for the construction, the organization and the operation of a golf-practice range. And the money derived from the income of this business is entirely invested into a trust fund for inmates. This pilot project, in which we have a good deal of hope, will show that it is possible to allow the inmates themselves to assume responsibilities and thus to act as they would within a normal community.

## EDUCATION

Another important project in the field of correctional education is presently being implemented. Last September, the St. Lawrence Community College of

Kingston extended its campus in order to include the Collins Bay Penitentiary. The institution will therefore be integrated into the campus and the inmates will be able to follow the same programs, have the same teachers and receive the same degrees as the college's full-time students. This will improve the structure of educational programs as well as the turnover of teachers. The inmate will thus have contacts with a larger number of persons from the outside and this will facilitate his eventual re-integration into society.

The Canadian Penitentiary Service is involved in yet another research project in co-operation with the Donner Foundation of Toronto and the University of Victoria. In a year's time, we want to have determined the effects of correctional education in order to assess inmates' activities following their release.

However, it will be impossible to achieve these reforms if we do not have a highly qualified staff at our disposal. We want to expand our vocational staff - criminologists, sociologists, psychologists, correctional technicians, etc. - in order to increase the ratio between professionals and inmates. We have vast reserves at our disposal, since already the junior colleges, the colleges and the universities offer technical and vocational courses in the correctional field.

We also want to provide our employees with every opportunity of retraining themselves.

\* \* \* \*

## ROLE OF EMPLOYERS

A third major element in the implementation of these reforms is the citizens' involvement. The program which the members of our society have to set up in order to foster the ex-offender's rehabilitation is an important one. We have undertaken long-term studies on community relations to improve the planning of the programs in which citizens, employers, voluntary agencies and professionals are involved with us; and we have also encouraged Canadian employers, as well as our own departments, to employ parolees and ex-offenders.

As our society becomes better acquainted with the problems of crime and rehabilitation of offenders, and as citizens realize both the economic and social advantages of a rehabilitation program, a major part of the challenge that faces us will have been met.

Our reforms will perhaps be criticized for being too liberal or for omitting to protect society against dangerous criminals.

Indeed, this new rehabilitation policy will probably demand much striving and involve some risks, but we cannot maintain a system which in itself can cause even more obvious dangers.

We are conscious of the fact that some of our inmates are dangerous and we do intend to protect society against them.

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