



CANADA

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## CONFEDERATION NEEDS MORE THAN LIP SERVICE

"Like all thinking Canadians..., I have become increasingly concerned about recent developments in our Confederation and how to cope with them," Mr. Mitchell Sharp, the Minister of Trade and Commerce, told a meeting of the Canadian Club of Winnipeg on April 10. "I have also formed some views as to the approach likely to yield the best results..." Mr. Sharp added, and went on to discuss the subject as follows in part:

...I was born here in Winnipeg; I spent the first 30 years of my life in this city in an English-speaking environment. I knew something but not as much as I should have known about Canadian history, notwithstanding post-graduate work in that subject. I understood very little about the way of life and the outlook of the Canadians who live in the Province of Quebec and who speak the French language. I read French but spoke it hardly at all.

I was, I suggest, a typical English-speaking Canadian from the West.

I have now lived over 20 years in Eastern Canada, most of it on the banks of the Ottawa River that divides Ontario and Quebec. Gradually, and only gradually, because one's formative years leave an indelible impression upon one's pattern of thinking, have I learned that Canada is not what I thought it was in my youth and early manhood....

### UNITY NOT ASSURED FOREVER

When I was younger, I was taught and I assumed that the question of Canadian unity had been settled once and for all in 1867. Today, I believe more firmly than ever in Canadian unity, but I no longer make the assumption that the question was settled nearly 100 years ago. I now realize that Canada will remain

a united nation only if a sufficient number of Canadians in all parts of our country place national unity above all other considerations. Only if we do that can we hope to deal effectively with the forces that today threaten to divide us as they sometimes threatened to divide us in the past.

This does not mean, as some would have us believe, that it is sufficient to be in favour of "One Canada", or indeed that any such simple catchword or slogan will suffice. Catchwords and slogans such as this may indeed be mischievous, because they conceal differences that ought to be in the open where they can be examined. What "One Canada" means to some Canadians, I have found, is the imposition of their particular concept of national unity upon their fellow Canadians. Let us never forget that Canada is a federation, not a unitary state. Our federal structure permits diversity within unity. It assigns jurisdiction over matters of common concern to the federal authority and over local matters to the provincial authorities.

### SOUND ORIGINAL STRUCTURE

Let us not forget, too that, by and large, the original structure as agreed on by the Fathers of Confederation has stood up well over these past 100 years. There have been remarkably few constitutional amendments — a tribute to the foresight of the Founding Fathers as well as providing evidence that our constitution has a good deal of flexibility. Otherwise the remarkable changes in the respective functions of the federal and provincial authorities since 1867 could not have been accommodated. I am sure that, if the Fathers of Confederation were alive today, they would be astonished by what has actually happened within

(Over)

the pattern of government they established. They could not possibly have foreseen, for example, the development of the welfare state, or the technological revolution, or the series of great wars and their aftermath that have transformed this country and the world and the role of government.

There will be some who say that the British North America Act has impeded the development of Canada as a nation, that its rigidities have interfered with the most efficient allocation of functions and resources between federal and provincial levels of government. That is a criticism that can be made of any federal form of government.

I am more impressed by how well the federal form of government has served the purposes of the Canadian people and the Canadian nation. In fact, our federal constitution has, on the whole, enabled us to act as one where common action has been essential and to minimize internal conflict, by permitting local variations, both of which contribute to national unity.

FEDERAL SYSTEM A NECESSITY

If, at the time of Confederation, there had been one language, a common system of laws, a similarity of background and outlook among the provinces of British North America, a unitary system of government would have been preferable and would undoubtedly have been adopted. This was not the case and if national unity was to be achieved the federal system was a necessity. A federal system is still a necessity for Canadian unity. Those who think otherwise are ignoring reality. National unity for Canada is not synonymous with national uniformity. Indeed, any attempt to impose uniformity is bound to lead to disunity.

It is well for us to recall, at this time of national soul-searching, the purpose of Confederation. That purpose was to enable the provinces of British North America to work together more effectively to strengthen one another and to take control of the Western territories. A nation was established in 1867 which in due course achieved independence and has taken its place among the other nations.

ACHIEVEMENT OF 1867

This has been a considerable achievement and it came about because in 1867 the British North American provinces pooled their resources without losing local autonomy. Singly, these provinces could probably not have graduated, at least for many, many years, from colonial status to independence, and in all likelihood they would have been swallowed up by the vigorous and restless young nation to the south, together with the then unoccupied lands lying to the west of the Great Lakes.

From time to time over the course of these past 100 years or so, the pendulum of authority has swung backwards and forwards between the provincial and federal governments. I shall not take your time to recount the constitutional cases nor the political battles that determined the direction and scope of the alternating swings.

To me the significant fact is that, in one way or another, notwithstanding the conflicts and the relative fluctuations in the jurisdiction of the federal

and provincial authorities, Canada has always been able to function effectively as a national entity. We have not been a collection of provinces; we have been Canada. That is what the Fathers of Confederation intended and that is what has been achieved....

There have been occasions in our past when potentially divisive forces were at work, when separatist tendencies appeared, not only in the Province of Quebec but other parts of the country as well. These were overcome because they were combatted effectively by leaders at the head of national parties, parties dedicated, as national parties must be, to national unity.

The issues that now face Canada, that are potentially divisive and about which Canadians are so concerned, can and will, in my view, be overcome by the same kind of political leadership. That is why I am fundamentally optimistic about the outcome....

NEW PHASE OF CHANGE

We are now passing through another phase of important change in federal-provincial relationships. Characteristic of this change is the relative growth in the importance of the provincial governments, of all provincial governments. They are doing more, they are spending more, and they are becoming increasingly competent in administration. From Atlantic to Pacific, the provincial governments are playing a vastly more significant role in the scheme of Canadian nationhood, not because their constitutional authority has altered in any way but simply because, within the limits imposed by the British North America Act, they are being called upon by their residents to provide greater services.

This development alone, which is not related specifically to Quebec, is producing strains and stresses within Confederation which must be dealt with by appropriate changes in federal-provincial relationships.

This development also makes necessary a somewhat different approach to the formulation and execution of national policy. There must now be more conscious and deliberate co-ordination of federal and provincial action - a process which has been called co-operative federalism.

As Minister of Trade and Commerce for Canada, I am aware of certain aspects of these changing relationships. All the provinces now have departments concerned with trade, and many of their departments are very active indeed. Some weeks ago, I asked the provincial ministers to meet with me because I felt that better co-ordination of our respective activities would be useful and profitable to the country at large.

FEDERAL-PROVINCIAL TRADE CO-OPERATION

At that meeting, not one of the provincial ministers, from Quebec or anywhere else, challenged the authority of the Federal Government in the field of trade policy. All of them recognized that in this field the federal authority has the responsibility and is supreme, that there must be one Canada negotiating at the bargaining table. However, in keeping with the principles of co-operative federalism, I did

## ECIC ANNUAL REPORT

In 1963 the Export Credits Insurance Corporation insured a total of \$146 million in Canadian credit sales abroad and financed export sales of capital goods and related engineering services having a total value of \$87 million. These and other figures showing the magnitude of the ECIC's financial operations last year were revealed when the Corporation's 1963 annual report was tabled recently in the House of Commons by Mr. Mitchell Sharp, the Minister of Trade and Commerce.

The ECIC operates in two main fields, export-credits insurance and long-term financing. The insurance operation provides Canadian exporters with insurance at a nominal premium protecting them against certain risks of non-payment by foreign buyers.

In the field of export financing, the Corporation may, with the authority of the Governor in Council, provide long-term financing for export sales of capital goods. The facilities are designed to enable the Canadian capital-goods producer to compete on equal credit terms with foreign suppliers in world markets.

### BROAD SCOPE OF INSURANCE

Now in its twentieth year of operation, the Crown-owned Corporation, which was established by Act of Parliament to assist Canadian exporters, has insured a total of \$1.3 billion in export sales to more than 110 countries. The goods insured include a wide variety of products, ranging from children's clothes and toys to diesel locomotives and aircraft.

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### 'COPTERS FOR DESTROYER

The first of two destroyer escorts of the "Annapolis" class, the "Nipigon", will be commissioned at ceremonies in the yard of Marine Industries Limited, Sorel, Quebec, on May 30.

The "Nipigon" and a sister ship, to be named "Annapolis", nearing completion in Halifax, are radically different from the 18 destroyer escorts, designed and built in Canada, which have come off the ways at various Canadian shipyards since 1955. The new class incorporates a hangar and flight deck in the initial construction and is also equipped with variable-depth sonar of Canadian design and construction.

### EFFECTIVE RADIUS INCREASED

The Royal Canadian Navy intends to embark the all-weather "Sea King" helicopter in these vessels. The jet-powered machines have both detection and destruction capability, which will multiply the radius of effectiveness of the destroyer escorts against the most modern submarines.

The "Sea King" (CHSS-2) weighs nearly eight tons, carries a four-man crew and is powered by two

A record 434 insurance policies were in force at the end of 1963, an increase of 17 per cent over the previous year. As evidence of the Corporation's policy of reducing premium rates wherever possible, premium receipts for the year's operation were lower than in 1962, despite the increase in sales insured.

### CONTRACTS IN EMERGING COUNTRIES

The \$87 million of export sales financed under the Government's long-term export-financing facilities administered by the ECIC covered 11 contracts in eight developing countries. Among the sales financed were a hydro-electric plant to Ceylon, power-generating plants to India and Pakistan, and telecommunications equipment to Israel. Contracts were also signed for projects in Argentina, Brazil, Chile, and Mexico.

In the three years since the introduction of the ECIC's long-term export-financing facilities, 19 contracts, valued at \$147 million, have been signed covering capital-goods exports and related engineering services to nine countries. Of this total, \$103 million involve credits to Latin American countries. More than 550 Canadian companies have received orders to supply equipment and services as a result of contracts signed under these facilities.

In addition to funds allocated for signed contracts, \$110 million have been committed for proposed sales requiring long-term export financing.

Disbursements in 1963 for financed sales totalled \$44 million, double the figure for the previous year. Repayment of loans made to the end of 1963 totalled \$2.5 million.

jet engines. It carries homing torpedoes as well as sophisticated submarine-detection equipment. The "Sea King" will also operate from the aircraft carrier "Bonaventure", where it will team up with the fixed-wing anti-submarine aircraft of the RCN, the CS2F-2 "Tracker".

### CONVERSION PROGRAMME

The ability to carry helicopters will not be limited to the "Annapolis" class. A conversion programme to fit helicopter landing-platforms and VDS in the seven ships of the "St. Laurent" class is also under way. Two ships have already been converted, two more will be completed soon and three remain to be taken in hand.

The "Nipigon", named after a Northern Ontario river, is the second ship to bear this name in the RCN. A Toronto-built steam Bangor served from 1941-45 both as a minesweeper and a convoy-escort vessel during the Battle of the Atlantic. Paid off at the end of the Second World War, this ship was refitted in the early 1950s and, was turned over to Turkey in 1957 under the NATO Mutual Aid Programme. Renamed "Bafra", she is now classed as a coastal escort.

## IMMIGRANT POPULATION, 1961

Classifications of Canada's immigrant population by various population characteristics according to the period when they first arrived in Canada are provided in a 1961 census report. Population characteristics of immigrants include such subjects as age, ethnic groups, religion, birthplace, citizenship and language. This report (Bulletin 1.3-11) shows the data for provinces and metropolitan areas. A later report (Bulletin 1.3-12) in the Volume I series of 1961 census reports will show similar information for selected cities and towns of 30,000 and over.

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## AIR FIRMS SEEK NEW MARKETS

Canada's air industries have begun a drive to expand exports to the flourishing economies of Australia, New Zealand and Japan. Under the auspices of the Department of Trade and Commerce, a group of top-level executives from the industries left Canada recently for a month-long examination of markets for Canadian aircraft, engines, body assemblies, spare parts and other aeronautical equipment in these three countries.

Canadian air industries regularly export a large part of their production. However, most of these exports go to the United States; 71 per cent of last year's total exports of \$108 million were sold to that country. It is in the hope of expanding the export base by increasing exports to other areas that this mission has been despatched.

This is the first Canadian air-industries trade mission sent abroad. It follows the first Canadian participation in an international air show, the Salon International de l'Aéronautique et de l'Espace, held in Paris last June, in which 20 Canadian firms exhibited.

### MAIN OBJECTIVE

The mission's primary purpose is to assist the Canadian aircraft-manufacturing industries to increase their long-term sales of civil and military aircraft and aeronautical equipment to the three countries visited. To this end, Canadian trade commissioners in these areas have arranged meetings with top government, military and business leaders, discussions with whom will enable members of the mission to learn of existing and future aircraft requirements and aeronautical programmes in the three countries. Mission members will also be able to acquaint the persons they talk to with the product range and production capabilities of the Canadian aeronautical manufacturing industries.

Canada today is one of the leading aircraft producing countries in the world. Sales of Canadian aircraft from the Second World War until 1962, the latest year for which figures are available, amounted to over \$4 billion. In that year 82 Canadian aircraft manufacturing firms paid 28,000 employees \$134 million in salaries and wages and these figures only include companies whose major production is concerned with aircraft.

## AWARDS TO WEATHER WATCHERS

The names were announced recently of 25 co-operative weather observers across Canada who were being presented with an award of the Department of Transport for excellent weather reporting over a number of years.

There are over 2,200 weather stations in Canada. At those not staffed by full-time employees of the department, observations are taken by co-operative observers who perform their duties without payment. In the public interest, they take time each morning and evening to observe the weather and record their observations. At the end of each month, the co-operative observer mails his report to an office of the Transport Department.

### USE OF DATA

It was pointed out by Mr. Noble that the co-operative weather observers made a valuable contribution to the general knowledge of Canada's climate. The weather reports they submitted, he said, were used in the compilation of statistics for the various monthly reports published by the Meteorological Branch of the Department of Transport. After processing, the results of such weather observations are presented in forms suitable to the various users of weather data in agriculture, manufacturing, aviation and various government departments. Since weather affects so many activities in Canada, these data are being used to an increasing extent for long-range planning.

The recent awards were the tenth in a series of annual awards. Winners were chosen on the basis of faithful service and excellent weather reporting over at least five years. Some observers are keenly interested in the weather as a hobby, others make use of the observations to assist them in their business activities, some take the observations as a public service to their own communities and the country as a whole.

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## SASKATCHEWAN LAND IMPROVEMENT

Grazing-land expansion and improvement in the northern forest fringe of Saskatchewan will be undertaken under four Agricultural Rehabilitation and Development Act projects announced jointly by the federal Forestry Minister, Mr. Maurice Sauvé, and the Saskatchewan Agriculture Minister, Mr. I.C. Nolle. A fifth project also approved for Saskatchewan provides for a continuing drainage and flood-control programme.

The province's share of the total cost of \$304,000 will be \$165,000, and the Federal Government will pay about \$139,000. The four pasture-development programmes will enable some 240 farmers to expand their cattle raising and to put to profitable use about 7,600 acres of otherwise unproductive land.

The fifth ARDA project is a continuing drainage and flood control programme in the Moose Range farming area southwest of Carrot River. Four miles of ditching at a cost of \$21,800 will increase to some 8,000 acres the area so far protected by ditching in this project.

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## IMPORTS LAST YEAR

In 1963, for the third year in succession, the value of commodity imports into Canada from all countries showed an increase and, at \$6,558,800,000, set a new record, according to detailed returns released by the Dominion Bureau of Statistics. This total represented an advance of 4.8 per cent from the 1962 figure of \$6,257,800,000, with higher prices of imports accounting for most of the gain, though there was a small rise in volume. Arrivals from all main trading areas were greater in value, with the exception of those from Britain. Final import figures were slightly below the preliminary total released on February 5, so that the revised export-trade surplus for 1963 stands at approximately \$421,300,000.

The average level of import prices in 1963 was nearly 4 per cent above that in the preceding year, while the index of physical volume of imports rose by slightly less than 1 per cent. Approximately four-fifths of the advance in the value of 1963 imports thus appeared owing to increased prices, in Canadian currency, of imported commodities. About one-quarter of this increase in price might be ascribed to the lowered exchange value of the Canadian dollar, which has remained more or less steady since May 1962, when the new par was introduced. The remainder seems to be mainly owing to the rise in price of various imports, particularly agricultural products, such as fresh fruits and sugar.

### MONTHLY INCREASES

During 1963, imports each month were greater in value than in the corresponding month of 1962, with the exceptions of February, March and May. Arrivals in December, at \$556,800,000, were 27.3 per cent above those in the previous December. There were consequently increases in each quarterly period, except the first one. Imports in the fourth quarter of 1963 were valued at \$1,795,100,000, a rise of 15 per cent from those in the same three months of the preceding year, and were the highest ever recorded for any quarter. The index of physical volume of imports was 10.4 per cent above that for the same quarter of 1962, indicating a considerably greater movement of goods, while the price-index increase of 4.2 per cent was approximately the same as the average for the year. Imports from the United States advanced by 12.9 per cent, to \$1,177,800,000, and, for the first time in two years, there was an up-turn in quarterly imports from Britain, which rose 10.4 per cent to \$144,600,000. Arrivals from other Commonwealth and preferential-rate countries increased by almost half to \$128,400,000, principally owing to the added value of sugar imports, and commodities from other countries advanced by 15.1 per cent, to \$344,400,000. In the latter total, more than half the gain was owing to added arrivals from Western Europe and the remainder mainly to increased imports from Asia and South America.

The proportions of imports provided by Canada's chief suppliers in 1963 showed some small variations from those of the previous year. There were declines in the shares sent by the United States, from 68.7 per cent in 1962 to 67.8 per cent in 1963, and by Britain, from 9 per cent to 8 per cent. The ratio from

other Commonwealth and preferential-rate countries rose from 5.1 per cent to 6.2 per cent for 1963 and, for other countries, from 17.2 per cent to 18 per cent. Included in the last figure, Western Europe supplied 7.2 per cent of all imports, South America 4.9 per cent, Central America 1.7 per cent and the Middle East 1.6 per cent, each a fractional gain over the preceding year. Asia's share of 2.2 per cent remained the same in both periods.

### PRINCIPAL IMPORTS

Among the principal imports during 1963, non-farm machinery, at \$675,100,000 remained the leading commodity, valued approximately the same as in 1962. Automobile parts followed and, at \$489,100,000, gained by nearly one-quarter. Crude-petroleum imports rose by nearly 10 per cent, to \$334,800,000, while electrical apparatus dropped 4.3 per cent, to \$311,500,000. Tractors and farm equipment increased substantially, the former advancing by 31 per cent, to \$183,700,000, and the latter by 23.6 per cent, to \$140,200,000. There was a considerable decrease in aircraft and parts, which dropped by nearly 40 per cent, to \$159,900,000, but this comparison was affected in part by the inclusion in 1962 of certain imports under special defence arrangements. Sugar imports in 1963, owing mostly to increased prices, more than doubled at \$127,100,000, while fresh fruits rose 3.2 per cent, to \$102,700,000. Automobiles fell by over a third, to \$116,600,000, though fourth-quarter imports rose sharply. There were sizable increases in the 1963 arrivals of scientific and educational equipment, steel plate, iron ore, engines and tools, and considerable advances in aluminum ores, coal, coffee and fuel oils, while cotton fabrics, raw cotton and apparel declined.

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## ART CONSERVATION LABORATORY

A National Conservation Research Laboratory was inaugurated on April 1 by the National Gallery of Canada. In his announcement of this important development, Dr. Charles F. Comfort, Director of the Gallery, said that the planning of the Laboratory had been going on for some time and that the basic professional staff and facilities required for its operation had already been acquired.

### MAIN ACTIVITIES

The chief project to be undertaken by this new section of the National Gallery is the conservation of the national art collection by the application of the highest international standards. In addition, studies will be carried out on the effect of environment on works of art, the durability of artists' materials and the scientific identification of artistic techniques.

The services of the NCRL, which is the counterpart of laboratories in Paris, London, Rome and Brussels, will be offered to government departments and art museums on a priority basis. They will be extended as more professional and technical staff is acquired over the next four years.

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The Laboratory is headed by Dr. Nathan Stolow as Director and Scientific Consultant. Dr. Stolow came to the National Gallery in 1957 from the Courtauld Institute of Art, University of London. He has since been engaged in the development of the NCRL.

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CONFEDERATION NEEDS MORE THAN LIP SERVICE

(Continued from P. 2)

invite the provinces to let us have their views on trade policy, particularly in relation to the forthcoming "Kennedy round" of tariff negotiations.

In the field of trade promotion, the situation is very different. Here there is no clear division of responsibility. As the Federal Minister, I recognized that the Federal Government has a responsibility to provide leadership. I welcomed the activities of the provincial governments. The more people promoting trade, the better for all concerned. I put the facilities of my department, at home and abroad, at the disposal of the provinces. I went further, I offered the facilities of my department to help train their officials both in Ottawa and abroad. My only plea was for co-ordination of effort so as to avoid waste and to achieve best results.

This is a relatively minor example of the application of the principles of co-operative federalism and I refer to it only because it happens to be one with which I am personally familiar. In the fields of labour, of industry, of agriculture, of taxation, for example, and most of all perhaps in the field of health and welfare, the need for co-ordination and consultation between federal and provincial authorities grows from year to year and requires new forms of co-operative action....

A CHANGING QUEBEC

The second characteristic of the present phase of important change is, of course, the vigour with which Quebec is asserting its constitutional authority and its special place in Confederation. There is undoubtedly a small but articulate minority in Quebec who favour separation. The purpose of French Canadians generally, I am convinced, is not to separate but simply to maintain what they regard as their rights under the British North America Act and to exercise those rights as a means of invigorating their social, economic, political and cultural life. So far as I am aware, there is no serious challenge to federal authority from the Province of Quebec. Some confusion on this point seems to have arisen as a result of the misbegotten phrase "contracting-out". Indeed some people seem to have got the impression that Quebec is trying to "contract-out" of Confederation. This is absurd. "Contracting-out" applies to a very limited area, namely to those federal

programmes in areas of joint occupancy or provincial jurisdiction, such as contributory old-age pensions. The Province of Quebec has said in effect: "We have the authority to legislate on old-age pensions, and would prefer to have our own plan rather than a national pension plan."

This may or may not be a wise decision, but it is certainly open to Quebec as well as to any other province. It was not by any stretch of the imagination, in my opinion, designed to split the country or to frustrate national policy. There is good reason to believe that Quebec will be prepared to co-operate closely with the rest of the country in the formation of their plans.

So, too, with the so-called shared-cost programmes. These originated as an effort on the part of the Federal Government to induce the provinces and to help them to raise the level of certain of their health and welfare services....

SHARED-COST SCHEMES

To my way of thinking, it is a legitimate aim of Canadian policy to raise the level of health and welfare services, and all other services. No Canadian should be indifferent to what goes on in any part of Canada. We all have an interest in better education for all Canadians, just as much as we have an interest in seeing that all Canadians are employed. In some provinces these Canadian objectives can best be promoted in co-operation with the provinces by shared-cost programmes, in others by a different form of financial arrangement. The ends, not the means, are important.

Canada is a difficult country to govern; it always has been and always will be. We have had to be ingenious and flexible and seldom have we been able, because of our own peculiar problems, to move directly from A to B in a straight line.

I see no reason therefore to be discouraged or dismayed by what faces us today.

Re-thinking is required. New techniques of co-operation between the federal and provincial governments will have to be developed. We shall have to abandon some old concepts and fashion new ones in their place. The difficulties are very great but, when one looks around the world at what is happening in some other countries, we should be thankful that we in Canada have, relatively speaking, so little to worry about.

The task will be so much easier if we proceed on the assumption, which I properly believe to be justified, that an overwhelming proportion of the Canadian people in all parts of our country, French-speaking and English-speaking, desire to remain united and to work together for the advancement of Canada. If we approach the difficulties that now face us in that spirit, trusting one another, confident that we can find mutually satisfactory solutions, we cannot fail to succeed....

CORRIGENDUM:

Volume 19, No. 16, April 15, 1964, Page 6, "Progress at Douglas Point", line 8: "20,000", should read "200,000".

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