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No. 51/29 NATIONAL DEFENCE PLANNING

An address by the Minister of National Defence,
Mr. Brooke Claxton, delivered before the Kiwanis
Club of Ottawa, on June 26, 1951.

...I would like to discuss defence planning in terms of men, material and money to meet the objectives which we have set.

It is not a military secret that you cannot use men, materials or money twice. We cannot do everything we want for our defence and the same is true in every country. Defence planning involves deciding on the way to use the resources that are put at the disposition of national defence and the three armed services in the best way we can. Defence planning is always a question of calculating risks and of using our resources to the greatest advantage to meet those risks.

In defence planning we work together closely with the member nations of the United Nations, the Commonwealth, the United States and the North Atlantic Treaty Organization, so as to arrive at an overall and balanced programme of collective security. Our object is, through united strength, to prevent aggression; our object is peace and not war.

The objectives of our national defence are; first, the defence of our homeland against direct attack; second, to carry out steps that we may agree to under the United Nations and the North Atlantic Treaty Organization; and third, to maintain and build up the administrative and training establishments and the mobilization stores to enable us to do an all-out job in the event of an all-out war.

With the assistance of the map, let us first look at the problem of local defence.

It is conceived to be very unlikely that at the outset of a general war the only possible aggressor would make a major attack on the North American continent with a view to its permanent occupation. But it is considered that an attack might be made by air or by submarines. There are two avenues of air attack which are considered most likely.

The first might be from the northwest - from Siberia - swinging across Alaska, either to the east of the Rockies into the industrial centres or to the west coast cities.

The second approach might be from northern Europe across Iceland, the tip of Greenland, Labrador, the Gulf of St. Lawrence and down to the industrial centres.

It is believed that the Russians are making atomic bombs. If this is so, they may have 25, or they may have more.

They have four-engine aeroplanes of the B-29 type, as developed in 1942, with modifications. These aircraft could bring atomic bombs to any part of North America on a one-way trip.

With refueling in the air or on the ground, they might make a two-way trip.

It is not believed that they have enough bombers to put on saturation raids like those made during the Battle of Britain or, even more, by us on Germany.

In view of this, the number of targets in North America considered important enough to justify the use of aircraft carrying the atomic bomb is relatively small. It has been said in the United States that the number is 30, and in our House it was said that the number of likely targets in Canada may be 7. Neither of these figures is official, but you can see by these figures that the number of vital targets in Canada is not very great. In a general war the enemy would have a lot of things to do.

However, in a general war, we believe that we would be the object of air attack and we must prepare ourselves accordingly.

You see, pilots given targets in the United States would probably be given alternative targets if they could not reach their primary target. It does not make much difference to a bombed city whether it is bombed as a primary or alternative target. After an atomic attack, whether it is one or the other, the question is rather academic.

To defend ourselves against this type of attack, we have worked out with the United States a master plan of radar protection, communications and fighter interceptors. This is being built up as fast as it can be done.

It is obviously impossible to render a continent of 7 million square miles impregnable against air attack. It cannot be done the same way it was in Britain during the Second World War.

Radar works in straight lines. You cannot bend a radar wave. The range of radar is some 150 to 200 miles at an altitude of about 10,000 feet. After an enemy aircraft is detected, it takes about 20 to 30 minutes to communicate with the control centre and get the fighters into the air. This requires highly trained personnel to work radar, communications and fighters as a single team.

We are therefore working with our American friends to build the radar network, the communications system and the fighter strength required.

As the map shows it is almost certain that any attack on the United States would be made through Canada. We work very closely together for our common defence. Every cent we spend on this in Canada helps the United States. It is only reasonable that they should assist in that defence.

So far Canada has paid for all the defence equipment we have purchased from the United States and we shall continue to do that as long as the equipment is for the defence of Canada here or abroad; but where it is used for the defence of all of North America, of which the United States is a pretty large part, we shall work together.

To meet air attack, we must not only have air defence but also airborne troops. We have in our special striking force well trained paratroopers specially skilled in arctic warfare. We decided to keep these in Canada to meet any emergency that might arise. In this again we are working very closely with the United States. They have airborne troops trained for the same purpose. It is interesting to note that neither ours nor the corresponding American airborne troops have been sent to Korea.

The Navy's job in the defence of Canada is to meet attack on our harbours, our coasts and the shipping of our allies and ourselves.

This is a brief description of what is involved in the defence of Canada itself.

But as I have said, it is part of a joint operation with the United States and must be dealt with in a way to fit North America -- the United States and Canada -- into the North Atlantic Treaty Organization. We constitute one of the groups working under NATO.

That brings me to our second role, support of the United Nations and of NATO. We have now in Korea a trained brigade which is giving a fine account of themselves. They constitute with the British, Australian and New Zealand forces, part of the first United Nations (Commonwealth) Division. They wear on their shoulders a patch showing their origin, Canada, and their purpose, support of the United Nations. They will also wear a patch showing that they form part of the Commonwealth Division.

At the present time, the Canadians in Korea constitute the third largest western force, and our first object and obligation is to maintain that force at full fighting strength. Toward that end we have enough reserves in training to look after replacements for a period in excess of six months.

In Korea we have maintained a flotilla of three destroyers, by the rotation system. Five destroyers have taken part and have done very well too.

We have had a squadron of 12 North Stars carrying on the air lift to the Far East. These aircraft have been flying 13,000 miles on each trip. They left McChord Field in the State of Washington, cut across the Aleutians, through the Kurile Islands and down to Tokyo. They returned by way of Honolulu, to have the benefit of the winds and enable returning wounded to receive medical attention in the service hospitals in Hawaii. This operation was augmented by three North Stars rented from the Canadian Pacific Airways.

With regard to our commitments to the North Atlantic Treaty Organization, we have promised a brigade group. For this purpose the 27th Canadian Infantry Brigade has been raised with the help of 42 reserve army units. Recruiting for this brigade has been going on for some six weeks, and over 8,000 officers and men have been enlisted. It is expected that this unit will go to Europe, and that single men will serve a term of two years overseas and married men a term of one year.

We need large numbers of tradesmen in the armed forces and we are training most of them. Generally speaking, we are taking untrained men from civilian life and we shall be returning them trained, and better equipped for civilian life.

We have offered an air division of 11 squadrons to the North Atlantic Treaty Organization, for western Europe. The first of these squadrons is at the present time undergoing advanced training in England. We expect to send two other squadrons over to Europe later this year or early next year.

This part of the operation is very expensive since these squadrons are to be equipped with jet aircraft made in Canada. Most of these will be of the F-86E type, which is the most powerful fighter yet produced.

These aircraft are fitted with our engine and cost about \$400,000 each. They travel up to the rate of sound and have a very fast rate of climb.

Not long ago the F-86E made a flight from Minneapolis to Toronto, a distance of 715 miles, in one hour and five minutes, which must be some kind of record.

The CF-100, the Canuck, a two jet engine aircraft, using our own Canadian designed and made Orenda jet engine, is being made by Avro in Toronto. The Orenda is believed to be the most powerful engine in production, although other engines are being developed which will improve upon it.

We are standardizing the equipment used by our three services with our neighbours to the south. We have sent the arms and ammunition for one division to Belgium, for another to the Netherlands and we expect to send that for a third to Italy in the near future.

We are replacing this with U.S. type equipment. We have begun the systematic change of all our equipment so as to be inter-changeable with that of the Americans.

As this equipment is replaced, we shall send more equipment to NATO countries.

In addition, we are making available to the North Atlantic Treaty Organization countries radar equipment, wireless sets, walkie-talkie sets, anti-aircraft guns, ammunition and equipment to a total of \$361,000,000 as so far planned.

We are reopening seven more wartime airfields to enable us to train more pilots and navigators for NATO countries. These are all in the Prairie provinces, in order to take advantage of the good flying weather and to distribute the defence effort as much as possible across Canada.

Our third objective is to build up the staffs, training facilities and stores to enable us to make an all-out effort in the shortest time. Our aim is to have enough equipment and supplies to see us through the first year of a general war.

This means having 100 ships in the R.C.N., expanding the Army and Air Force for the defence of Canada, maintaining and supplying our force in Korea, and building up the Army and air units in Europe to play our part under the North Atlantic Treaty Organization. It involves the establishment of 40 squadrons of aircraft, requiring 3,300 new aircraft.

This is going to be a big effort, especially from the point of view of manpower. We have today in the Canadian Navy 12,000 men, in the Army, 43,000, and in the Air Force 25,000 men, making a total of 80,000. In addition, there are 31,000 civil servants in the Department of National Defence. They are employed in dockyards, ordnance depots, as drivers and clerks, thus relieving the members of the armed forces. With the civil servants, the total personnel of our armed forces is 111,000. In the full time armed services alone we have taken on 32,000 men in the last twelve months. The rate of intake has been what is required to meet all requirements.

We had on March 1, 1948, a total of 34,000 in the armed forces, compared to 80,000 today, or two and a half times as large. To meet by 1954 all requirements now foreseen we should have in the three armed services and in the Civil Service of the department more than 150,000 full time personnel. From every indication it looks as if we can meet that target a good deal before the set date. It will be met just as soon as possible.

Each year 110,000 young men attain the age of 18 years. Of these, possibly 75 per cent will be physically fit. Entries into the universities amount to about 15,000. From now on we shall be taking quite a considerable proportion of these into the armed forces.

Turning to materials, let me give one or two figures to show what is involved.

In 1949-50 we spent \$244,000 on defence equipment, construction and supplies. In 1950-51 orders were placed for \$800,000,000 represented by 112,000 contracts. We have placed or shall be placing in 1951-52 orders for a total of \$1,500,000,000, representing about 75 per cent of the defence budget. This can be assessed by comparing the amount of contracts let for equipment, construction and supplies during the first six months of the Second World War, of \$136,120,000, with the corresponding figure for the last 6 months of the last fiscal year. That figure was \$520,266,000 or nearly four times as much as in the first six months of the Second World War.

I have dealt with men and materials, then there is the question of money. Available for Defence in 1951-52 is \$1,879,000,000, representing 47.5 per cent of the national budget, 11.6 per cent of the national income, 9.4 per cent of the gross national production. At the peak of the Second World War, we spent about 45 per cent to 50 per cent of our national income on war. Today we are spending approximately

12 per cent of the national income on defence. That is about one quarter the peak rate of expenditure in World War II. From the financial point of view what we are doing today can be described as 25 per cent of an all-out war effort.

This is a very large job. To achieve it will require the co-operation not only of the three services - the Navy, Army and Air Force - but also of civilian industry and of the whole civilian population.

The government believes that this can be achieved and that at the same time we can maintain our economy.

But it cannot be done without a great effort, in money and work and production, and it cannot be done without giving up some of the goods we would like to have.

Your own experience will confirm what I have said. It must be evident that any further increases in defence requirements for men, materials or money will have very much more serious consequences on the whole economy.

All we hope is that it may be possible to achieve the results we want without imposing a system of general controls, rationing and price and wage fixing. We believe that that course is not yet justified. We hope it will not become necessary. To avoid it requires co-operation and support from you as from all other elements of the population.

What is involved in defence today can be appreciated by another figure. Included in the budget of the federal government are items which are really beyond the control of any government. Such items are payments for debt services, subsidies to provinces, social security, transfers between government departments, etc. If these amounts are deducted from the national budget it leaves a total of \$531 millions available for all activities of all government departments apart from defence.

That is a large figure, but it isn't large if compared with the cost of government in comparable countries. The proportion of the total population employed by the central government in the United Kingdom is 1.333 in Australia, 1.478, in France 2.286, in the United States 1.395, but in Canada it is 1.126.

This year we are making available for defence expenditure three and a half times as much money as is available to meet all other ordinary expenditures of government and within its control. The government and the Department of National Defence is out to see that everything possible is done to get the utmost value for the defence dollar.

I welcome this and every opportunity to come before you, as before other groups of businessmen and others across Canada, to explain what we are doing.

Defence expenditures must be regarded as peace insurance premiums and just as it is hard to evaluate other insurance premiums until loss occurs, so it is difficult to evaluate defence activities in terms of positive results until war occurs.

We naturally compare our forces from the point of view of efficiency, state of equipment and training with those of other countries and with those of our own country at previous periods.

Last year 45 per cent of the Navy was at sea, a very high proportion indeed, higher than we had during the Second World War.

Today in the Canadian Army we have the equipment in operational formations of well over a division. That constitutes a very good proportion of the total, particularly when it is considered that we have to maintain the administrative, training and communications staffs to serve a country of our size.

In the Air Force, a test is the number of hours or miles flown per aircraft or per man and there again the performance stacks up well.

This is a very large-scale operation.

To all of us it is the most important operation we are engaged on. It aims at the preservation of peace and freedom through the united strength of the freedom-loving nations.