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SAFEGUARDS FOR ATOMIC REACTORS

The following statement was made in the First Committee of the United Nations General Assembly by the Canadian Representative, General E.L.M. Burns, on November 2, 1965:

...There can surely be no misunderstanding about the general Canadian position on safeguards. Canada was one of the pioneers in the development of the safeguards system of the International Atomic Energy Agency. Since the founding of the Agency, Canada has persistently devoted much effort to developing the system. The revised safeguards system only came into effect recently. During the period when the Agency's safeguards did not extend to large reactors, Canada was among those countries leading the way to acceptance of safeguards by concluding a number of bilateral agreements embodying strict safeguards provisions. Now that large reactors can be covered by the IAEA system, we have started the process of transferring to the Agency the administration of safeguards under these bilaterals. The first such transfer (under our agreement with Japan) was announced at the IAEA Conference in Tokyo in September and there is reason to hope that others will follow soon.

This background should suffice to demonstrate an abiding Canadian concern about safeguards. This Committee may rest assured that the Canadian Government will not fail to meet its full responsibilities with respect to any of the bilateral atomic energy agreements it has entered into.

RAJASTHAN PACT

Something was said the other day about the 200-megawatt reactor being built with Canadian co-operation at Rajasthan in India, which will only be

operational in 1968 or 1969. In the first place, the agreement of December 1963 between Canada and India contains an unequivocal undertaking that the reactor will be used for peaceful purposes only. This agreement has been registered with the United Nations so that its terms are public knowledge and it has presumably been studied by the IAEA. Perhaps the matter will be clarified further if I read the essential portions of Article XIII...: "The two Governments agree that...to ensure that the provisions of this agreement are being observed..., whenever the designated technical representatives...so request, they shall thereupon be accorded access to all parts of the Rajasthan Atomic Power Station...; (and) to all other places where fuel or fissionable material used in or produced by the Station...is being used, stored or located..." In other words, Canadian inspectors may enter the Rajasthan Station forthwith upon request, at any time, and without prior notice. When the station is operational, they may also go anywhere else where the fissionable material is located in order to assure themselves that the plutonium produced in the reactor and processed in the separation plant is not diverted to military use. Moreover, Canadian inspectors may examine all the products of the reactor regardless of the source of the fuel. Inspectors from IAEA could do no more and would be no more rigorous in carrying out their duties.

NEGOTIATIONS WITH PAKISTAN

It is perhaps worth saying something further about the transfer of the administration of safeguards to the Agency. This policy objective is reflected in the fact that all Canadian agreements made since 1957 contemplate such a transfer, including the Rajasthan

CANADA-U.S. AUTOMOTIVE AGREEMENT

The following is a statement by Prime Minister Pearson on the occasion of the signing of the Automotive Products Trade Act by President Johnson:

In January of this year, President Johnson and I signed an agreement regarding the automotive trade between Canada and the United States. The Canadian part of this agreement was brought into operation immediately in order to enable Canadian industry to get ahead with production plans without delay. I welcome the action which has now been taken, with the strong support of President Johnson, to give effect to the United States part of the arrangements, with retroactive application.

This event demonstrates again the capacity of our two countries to make and carry out co-operative arrangements of great benefit to both of them. This is the positive and constructive way to deal with our problems and to make the most of our opportunities.

The automotive arrangements remove duties on the bulk of the trade in automobiles and parts between the two countries, and also ensure that the companies in Canada will bring about a very large expansion in sales at home and abroad. In so far as the general expansion might be accompanied by some production changes, the Canadian Government has made provision to assist workers, as well as parts producers, to adjust to the changed conditions and to take advantage of the growth opportunities.

MAJOR AGREEMENT

The agreement is one of the most important and imaginative trading arrangements ever made between the two countries. The automotive industries are a major sector of our economy, not only because of their own production and employment but also in terms of their impact on a wide array of industrial materials and service industries. The opportunities opened up by this far-reaching agreement, for Canadian motor vehicle and parts producers to sell in the vast United States market, will make a major contribution to Canadian economic growth and prosperity and bring lasting benefits for Canadians everywhere.

Already this programme, and the measures adopted earlier by the Canadian Government, have begun to make beneficial effects. The action now being taken by the United States will increase these benefits.

LARGE EXPANSION PLANNED

To date, no fewer than 170 companies in the automotive field in Canada have expanded, or are planning to build or expand, production facilities as a direct result of the Government's initiative. This expansion of the industry includes assembly facilities for cars, production and assembly facilities for trucks and buses, technologically advanced engine plants, a large new trim plant, a new installation for commercial vehicle frames and many other products ranging from ball bearings to modern braking systems.

Most of these new and enlarged facilities are being designed to service not only the Canadian market but the world market as well. Expansions are also taking place in the materials supply and

service industries which rely upon the automotive industry as one of their major customers.

Production during the eight months since the new programme was introduced in Canada has totalled over 550,000 vehicles, an 18 per cent increase over the previous year's record-breaking level.

EMPLOYMENT AND EXPORTS INCREASED

Since special automotive measures were introduced, employment in these industries has increased by 20,000 jobs, or by a third over the 1963 level. More than 8,000 of these additional jobs are in the parts industry and much of the additional employment has occurred in smaller communities, where the additional employment in manufacturing has been particularly welcome.

Exports of Canadian automotive products to all countries amounted to \$156 million during the first half of 1965, an increase of more than 200 per cent over the same period in 1963, and exports to the United States expanded even more spectacularly, with a 400 per cent increase over the same period.

CONSUMER BENEFITS

The buying public is also already benefitting directly from the agreement. The prices recently announced by Canadian manufacturers, for the 1966 models, are lower than those of equivalent automobiles last year. The cuts in total mean savings to the customer in the next 12 months of about the same size as the \$50 million that has been estimated as the amount of customs duties foregone as a result of the agreement.

More benefits for consumers can be expected over the period ahead. As Mr. Drury, the Minister of Industry, has indicated, it can be expected that, when the full effects of the automotive programme are felt, the differential between Canadian and American car prices at the factory will progressively be removed. Prices for the 1966 model year indicate that, for the popular models, the differential has already been narrowed by a third to a half.

With President Johnson's signing of the U.S. legislation, I am confident that the benefits of the automotive agreement will continue to increase as its operation gains momentum.

* * * *

FASTER TECHNOLOGICAL CHANGES

"There is a strong possibility that technological change will take place at a pace significantly greater than that which has occurred even over the past decade," Dr. George V. Haythorne, Deputy Minister of Labour, said recently in Kingston, Ontario. He was speaking on the subject "Technology and Labour" at the annual public lecture series at Queen's University. The subject of this year's series is the "Role of Computers in Society."

Discussing technological innovations, Dr. Haythorne said:

"They bring with them problems and benefits, both of which have much significance and importance to those of us who work in the field of labour. Sometimes the problems appear so large, or are painted as such, that they overshadow the benefits realized by the economy, the workers, and by society as a whole. We must endeavour to see the problems in their proper perspective but we must also do our best to solve or minimize them so that the benefits may be greater for everyone.

"Our economy, like that of other industrialized nations, has experienced both the benefits and the problems which are the by-products of technical progress.

"On the one hand, the widespread application of technological change has been an important factor in Canada's economic growth and development over the past two decades and this, in turn, has led to steadily improving living standards and increased leisure time. On the other hand, innovation has left in its wake human hardship and casualties, especially when economic growth has been slow or when the consequent adjustments have had a widely uneven effect on workers and plants."

INCREASE IN COMPUTER USE

Dr. Haythorne noted that over the past five years the number of computers in use in Canada had increased almost tenfold - from 89 to 820 as of last June. Another 70 are on order. However, he observed, Canada was making considerably less use of computers than the United States. In May of this year there had been about 24,000 computers in use in the U.S., or more than 30 times as many as in Canada at the same time. "Our ability to produce more and more with less and less manual effort is an uncontested advantage, and we know that the machine represents an enormous extension of our powers to get things done", Dr. Haythorne said.

The Economic Council of Canada estimates the rate of labour-force growth at about 2.8 per cent for the period 1965 to 1970. This is a third above the average rate for the 1960-1965 period and will mean an unprecedented addition of over a million persons to the labour force during the second half of this decade. This high rate of increase is expected, moreover, to continue at least well into the 1970s. The Economic Council also estimates potential productivity growth at 2.4 per cent a year expressed in output *per capita* employed over the period 1963 to 1970.

"These two estimates taken together mean that the output of the Canadian economy must expand rapidly between now and 1970 if our growing labour force is to be employed both fully and efficiently", Dr. Haythorne said. "The real task is to ensure that the greater capability which technological change brings Canadians for satisfying their material wants is used in such a way as not to impose unreasonable costs and hardships on any one group in society."

EMPHASIS ON TRAINING

In outlining the Government's various policies and programmes to meet technological change, Dr.

Haythorne noted that, since April 1961, almost 700 new schools or additions to schools had federal-provincial agreements, at a cost of more than \$750 million, of which the Federal Government had contributed almost \$500 million. "Now," he continued, "greater emphasis must be placed on the training and retraining of adults within industry itself."

"The extent to which industry has, in the past, relied on immigration and informal on-the-job training is no longer adequate in the face of our labour-force growth and our urgent needs for trained manpower. Second, we face a situation today where advanced technology creates special problems for adult workers. It often radically changes the kind of work they must do and thus makes their skills inadequate or obsolete. When we consider this, along with the fact that in 1961 over 40 per cent of the adult labour force had eight years of schooling or less, you will appreciate the enormous difficulties confronting these workers."

GRANTS AND LOANS TO BE MADE

Dr. Haythorne also dealt in some detail with the need for increased labour mobility, both on a geographical and occupational basis linked with technological change. In describing a new capability being developed under the Government's manpower mobility programme, which applied to workers anywhere in Canada, he reported that free transportation would be provided to workers, their dependents and effects, where these workers had been unemployed for four or more months out of the last six, or had completed training courses or vocational rehabilitation programmes. For these workers, resettlement grants up to a maximum of \$1,000 would be provided in addition to free transportation.

AIR INDUSTRIES MISSION

An 11-man trade mission, representing Canada's aerospace industry, left Toronto recently for a four-week tour of Mexico, Venezuela, Brazil and Argentina. The mission, sponsored by the Department of Trade and Commerce, includes senior executives from seven of about 80 firms that manufacture aircraft, aircraft equipment and parts, and related electronic components and equipment, they are accompanied by representatives of the Canadian Armed Forces, the Department of Industry and the Department of Trade and Commerce.

More than half the products of Canada's air industry are exported, the bulk going to the United States. The mission to Latin America is part of a programme to strengthen the industry's position in other markets and to broaden the base of its export sales. In 1964, the first air industry mission sponsored by the Department of Trade and Commerce visited New Zealand, Australia and Japan.

TOP-LEVEL MEETINGS PLANNED

Mission members are meeting top civil and military authorities in each of the four countries to acquaint them with the wide range of air-industry products available from Canada and with current developments in the Canadian air industry. To assist them, the

Department of Trade and Commerce has prepared a special 40-page illustrated brochure in English, Spanish and Portuguese, outlining all the products available from the industry.

The air-industries mission is the last of a total of 14 trade missions to foreign countries sponsored by the Department in 1965, the most successful year to date for this method of export trade promotion.

PROVEN SUCCESS OF TRADE MISSIONS

The emphasis by the Department of Trade and Commerce on trade missions was prompted by the export-building successes achieved through this means of promotion. For example, a building supplies mission sent this year to explore the booming construction industry in Europe developed \$400,000 in new business, appointed 11 sales agents and is hopeful of achieving an additional \$1 million of exports annually.

A mission of livestock buyers from Chile resulted directly in the sale of \$200,000 worth of Hereford cattle, the largest shipment of Canadian cattle ever made to Latin America and the first to Chile.

Outstanding successes from this year's programme include the California Gift Show, where Canadian firms wrote \$200,000 in on-the-spot business, the Western Metal and Tools Exposition (Los Angeles), which resulted in firm orders for \$432,000, and the London Engineering Show, where seven Canadian companies sold \$200,000 worth of machinery and equipment during the show with anticipated follow-up orders of several million dollars.

The Department of Trade and Commerce will shortly be announcing details of its trade fairs and trade missions programme for 1966 and early 1967.

SAFEGUARDS FOR ATOMIC REACTORS

(Continued from P. 1)

agreement with India just cited. We hope and expect that all our various bilateral partners will co-operate with us and the Agency to this end. Certainly the intentions of Canada and Pakistan are clear on this score in connection with the Karachi nuclear-power project, regarding which negotiations are proceeding between our two countries. It was agreed in principle, nearly a year ago, that IAEA safeguards would apply to this project. As those negotiations approach completion, our two countries have an opportunity to reinforce the position of the Agency's safeguards system and to set an example for other countries to follow.

CANADA-INDIA REACTOR

This brings me to the experimental reactor known as the CIR. I should like to recall that the agreement to provide this reactor to India under the Colombo Plan was made prior to the date when the IAEA came into existence and at a time when the conception of safeguards was much less highly developed than it is

today. The Indian Government, nevertheless, gave an unconditional undertaking to use the reactor for peaceful purposes only. This undertaking has been reaffirmed and publicly acknowledged in statements by Indian ministers during the past year. Moreover, on June 14, in a communiqué issued by the Prime Minister of Canada and Prime Minister Shastri during the latter's visit to Canada, the Prime Minister of Canada expressed particular satisfaction at India's decision not to use nuclear energy for other than peaceful purposes, despite India's technical capability to produce nuclear weapons. The Canadian Government has been pleased to note that, only a few weeks ago, Prime Minister Shastri again declared that his Government was not planning to manufacture nuclear weapons.

Finally, I should like to say that it is Canada's conviction that production of truly cheap atomic power will be a great boon to all mankind and not least to the developing countries. Since every peaceful release of atomic energy produces also the material for weapons production, surely the dictates of reason and the interest of their own survival require all countries to give their full support to the IAEA safeguards system.

INCREASED CONSTRUCTION

According to the Dominion Bureau of Statistics, building permits issued in Canada in June covered construction estimated at \$437,765,000, a sharp rise (51.5 per cent) from the June 1964 total of \$288,995,000. The value of residential construction increased 35.3 per cent, to \$203,125,000 from \$150,157,000 a year earlier, and of non-residential construction 69.0 per cent, to \$234,640,000 from \$138,838,000.

January-to-June issuances were valued at \$1,733,704,000, higher by 29.0 per cent than the corresponding 1964 total of \$1,343,550,000. Half-year issuances for residential construction advanced 17.0 per cent, to \$799,405,000 from \$683,470,000 a year ago, and non-residential construction 41.5 per cent, to \$934,299,000 from \$660,080,000.

PROVINCIAL FIGURES

The values of permits issued by the provinces in June were (in thousands): Newfoundland \$3,464 (\$2,020 in June 1964); Prince Edward Island \$332 (\$391); Nova Scotia \$14,853 (\$4,343); New Brunswick \$5,580 (\$7,761); Quebec \$132,912 (\$58,145); Ontario \$172,368 (\$141,701); Manitoba \$14,849 (\$8,800); Saskatchewan \$13,975 (\$17,480); Alberta \$31,630 (\$17,474); and British Columbia \$47,802 (\$30,880).

January-to-June provincial totals (in thousands) were: Newfoundland \$22,522 (\$8,601 a year ago); Prince Edward Island \$1,797 (\$5,986); Nova Scotia \$44,358 (\$20,115); New Brunswick \$21,400 (\$19,806); Quebec \$428,269 (\$308,736); Ontario \$751,285 (\$586,516); Manitoba \$61,374 (\$51,976); Saskatchewan \$52,148 (\$50,850); Alberta \$139,100 (\$117,880); and British Columbia \$211,451 (\$173,084).

GOVERNMENT AND POVERTY

Mr. Maurice Sauvé, the Minister of Forestry, recently addressed the Founding Conference, University of Toronto Centre for Industrial Relations, in Toronto. The following is a partial text of his remarks:

During the rise to affluence of our society, we have developed programmes which might be called social-insurance or social-security programmes (and one could name a dozen or so categories) which ensure that all, or nearly all, of the population will have at least a minimum of the basic necessities — food, clothing, shelter and elementary medical care. Therefore, it would be possible to deny that poverty exists in Canada because, by traditional definition, the condition of poverty consists of lacking basic necessities.

However, according to the standards of this society, people may be considered poor even though their income provides much more than the basic necessities. If, for any reason, people are prevented from enjoying a reasonable level of security, comfort and amenities, they are considered poor. And since our society is generally humane as well as affluent, poverty has become a matter of political significance.

It is not, I think, that the poor generally recognize their condition to be a direct responsibility of the society, we are too steeped in the philosophy of individual free enterprise for that. It is that their champions recognize that the condition of the poor is now, in this era of automation, attributable to maladjustment of socio-economic organizations. It is these theorists, these disturbers of the traditional concepts, who function as the conscience of society and thus place the onus on the politician in an increasingly direct and forthright way....

...I should like to describe poverty in real, substantive terms as it exists in rural Canada in 1965. Earlier this year, the Department of Forestry, through its ARDA Administration, commissioned a study on rural poverty. The study was done by the Canadian Welfare Council and included actual case studies of poverty in four regions of Canada — one in Nova Scotia, one in Quebec, one in Ontario and one in Manitoba. This was a pilot study, and not a particularly large and elaborate one, but it was done by competent people and we may assume that their descriptions of what they found are objective. I shall attempt, in as concise a way as possible, to acquaint you with the findings of this study — to sketch poverty as it actually is, here and now, in Canada.

A POOR CANADIAN FAMILY

The typical poor family in these four rural areas consists of parents and five children. The father works at a combination of self-employment — it may be a bit of farming, fishing or woodwork — and part-time wage employment. The income is, in many instances, supplemented by welfare payments or unemployment insurance in addition to the family allowance. Even with this, the *per capita* monthly income is \$28. We might note that the assumption

underlying the minimum wage is that about \$50 is a necessary monthly *per capita* income.

The housing conditions of these families are described as poor in the majority of cases. Many of them lack running water and have no inside toilet facilities; foundations, if they exist, are faulty; windows are broken or lacking, the roof leaks, there is no insulation. One not unusual illustration describes a house, built in 1964, of used planks and old wood retrieved by the head of the household from the dump. Everybody — and there are eight children in addition to their parents — sleeps in one furnished room.

The life chances of the children in these families are poor. Medical care is either expensive, too far away or the facilities are inadequate. And the opportunity to participate fully in the educational process is hampered by such seeming trivialities as lack of clothing, no place to do homework, no books at home, and fatigue associated with poor food. Occupational opportunities are limited partly by inadequate education and training and partly because jobs are not available. Parents see little or no future for their children in their home areas. Such jobs as are available are often seasonal and the wages are low. The capital requirements of modern farming are prohibitive for persons whose expenditures in seven out of ten cases exceeds their incomes.

These families exhibit a courage one must admire in facing conditions which they see no possibility of changing. It is not that they do not wish to change, but they perceive no realistic possibility of doing so. Some have tried and it hasn't worked — their skills, their orientation toward how things should be done, their lack of experience in coping with urban industrial situations — all these trap them in a socio-economic dead end....

We face a most peculiar conundrum. It is politically safe — even politically desirable — to wage a massive frontal attack on poverty. We have the productive capacity — the financial means — of doing so. Almost no skilled men are unemployed. We have an able and responsible civil service, both at federal and provincial levels. The census of Canada, the great surveys of natural resources, and thousands of individual research programmes, both rural and urban, provide us with nearly all the information we need. Why in this situation does poverty persist?...

WHY POVERTY PERSISTS

There is no simple answer to this question. In fact, we all know there are many answers. But I feel bound to try and identify the weakness which I said I had sensed in government programmes. And I know as I do this that there is a risk of appearing to oversimplify.

The actual organization and structure of the civil service has evolved as a group of many hundreds of individual agencies, and each agency has limited, specialized functions. Thus each agency can relate its activities to only a limited facet of the life of

any given citizen. Each agency seeks to make citizens conscious of its function, and to do this it may publish information in various forms, and make personal contact with citizens. But let me stress again that the individual agency of modern government deals with only a small facet of the day-to-day life of any citizen. This means simply that if a citizen is to have maximum benefit from government programmes, he must be familiar to some degree at least with a considerable of programmes.

Now this is not an impossible task for the well-educated, alert and well-informed middle class — particularly since their direct needs from government are quite limited. But what about the poor people of the country? They need a great deal from numerous government agencies; yet most of them are not in a position to establish a functioning relationship with these agencies. The reasons vary — illiteracy, physical isolation, social isolation, language barriers — there are a vast number of reasons why the poor cannot easily enter into a significant relationship with government agencies.

And there is another more general reason also. The government agencies are oriented to commodities, to sectors of economic activity. They are oriented to increasing productivity, and if they spend too much of their time trying to help people who cannot produce for one reason or another, the agency may look inefficient. Let me give you an example. The job of the agricultural representative is to help increase farm production. Two hours spent with a well-equipped, well-capitalized farmer may help that farmer increase his production by several hundred dollars a year. On the other hand, two hours spent with a poor, ill-equipped farmer may have little or no effect, because the basic means of production are deficient. Which farmer then, is an "ag. rep." likely to pay most attention to — the man who can apply his advice easily or the man who can apply it only with great difficulty? The answer is obvious, and it illustrates what I am saying.

It would be easy enough to cite many instances if one examined all the programmes of the federal and provincial governments. And this, in my opinion, is the basic weakness of our government organizations when they seek to enable the poor to enter the productive economic life of our nation.

BRIDGING THE GAP IN COMMUNICATION

The fact is...that communication between the governments and the poor is difficult in the extreme. Somehow, there must be a bridge built — a communications bridge — between those who are in need and those who have the power to help them. Without such a bridge, the complex condition of poverty cannot be grappled with effectively by the kind of administrative structure we have developed in this country.

What kind of a communications bridge should we develop? Once again, there are many avenues — many roads to the kingdom. One could say that improved formal education would be a useful part of the structure. One could say that improved public information methods of government agencies would be useful — and who can deny that there is room for clear and lucid statements which can be easily

understood by most of the people. The number and capability of field men could be improved, no doubt. But it is doubtful that even if we very greatly improved all that we now do, this would, in fact, establish the required inter-action between governments and low-income people.

Let me elaborate on this for a moment. In order to become successful in our society, the poor must change — and most of them wish to change. But change in people and their social institutions can occur only through actual involvement and experience. What we are faced with is this: that while some kinds of change can be brought about by edict of government, lasting and constructive social change cannot be brought about by edict. Change in individuals and social institutions emerges from a consensus of new expectations. New expectations are not very tangible, however. They are rooted in people's minds as beliefs or ideas concerning what should be. While new expectations may be suggested by administrative programmes, they become actual only when they become accepted in the minds of people generally, and thus come to constitute working parts of people's attitudes and opinions. Such changes are brought about, as we are increasingly aware, not by imposition of government programmes, not by edict, but through the direct experience and involvement of the people.

What I am saying in effect is this: that both government programmes and the involvement of local low-income people are necessary if the challenge of poverty is to be met. Where programmes to eliminate poverty have failed, or not been fully successful, the failure can be traced to this crucial fact.

COMMUNITY DEVELOPMENT

Is there a general solution to this problem — a solution which is compatible with the fairly rigid administrative structures we have evolved; a solution which is philosophically acceptable to a democratic free enterprise society? I feel that there may be a solution and that this solution may be found in a social process which is relatively new, but which has been developed with success in many communities in many areas of the world — both underdeveloped and developed areas. The name given to this process is "community development". This name has come to have a reasonably precise meaning when it is used by the specialists who have come to understand and apply community development as a social process. There is a well-known working definition of the term "community development", which has been adopted by many international agencies. The term "community development" has, in international usage, come to connote "the processes by which efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress". The definition then points out that the essential element of this complex process is the participation of the people themselves, in the provision of services in ways which will encourage initiative, self-help and mutual help.

...There are certain positive steps which we can begin taking — those of us who seek to build the bridge between the Canadian institutions and the Canadian poor. First, we have to recognize that effective contact is not being made with this segment of the people. Secondly, we must recognize that contact is essential before useful development can occur. Thirdly, we must recognize that, until the low-income groups are assisted in arriving at some consensus, and of more or less formalizing their demands, we can do little.

A fourth point is that governments, both federal and provincial, should seriously consider taking a bold step in actually committing substantial resources to this new community development approach. Community development is admittedly new and it is admittedly relatively untried in Canada — and the community development approach is certainly not an easy one for the government administrator to build his action programmes around. Yet the community development approach may prove to be the only way to develop successful anti-poverty programmes, and, for this reason, I feel it is urgent that it be given the understanding and support of governments....

ARDA PROGRAMME

...Now I should like to return briefly to the programme which is a particular responsibility of mine — the Agricultural Rehabilitation and Development Act. ...The ARDA legislation was passed in 1961 to expand the area of opportunity available to the very considerable segment of the rural population who have been unable to benefit from the general growth of the economy, and who have, in hundreds of thousands of instances, sunk lower in the economic and social scale of this country. The ARDA legislation implied the assumption of federal responsibility for rural income levels — but it did not imply that this responsibility carried with it the prerogative of federal intrusion into provincial planning and implementation in the management of natural resources or in the social and economic development of rural areas. ARDA is a federal-provincial programme, in which the provinces initiate, implement and administer projects and programmes. The role of the Federal Government is to share costs, provide some forms of technical assistance when required, and do some research. An important but not clearly defined role of the Federal Government is to function as a clearing house for information and to work toward improving co-ordination among the scores of participating agencies — federal, provincial and non-governmental.

...The point I do wish to make about ARDA is this: that the ARDA concept and programme is unique in Canada in that it seeks, by practical programmes and other measures, to overcome the weaknesses inherent in our institutional setup — to which I have alluded at some length earlier. The approach of the ARDA programme might be described as "wholistic". ARDA is a programme whereby the fragmentation of government agency effort can, to some degree, be compensated for by positive measures for improved co-ordination. It is a programme which,

unlike most others, can be geared to the problem of the whole human being in his rural environment — not to merely one facet of the individual's life or one limited sector of his environment.

A THRIVING EXAMPLE

A number of examples could be mentioned, of various areas in Canada where ARDA programmes are developing according to this broad, "global" concept of socio-economic development. May I briefly refer to the programme in one region — the Lower St. Lawrence and Magdalen Islands. The Gaspé Peninsula makes up most of this area, and the Gaspé has depended on mainly forestry, fisheries and agriculture for its economy. Incomes are now extremely low.

...Under the ARDA programme, the Eastern Quebec Planning Bureau — *le Bureau d'Aménagement de l'Est du Québec* — was incorporated in 1963 as a non-profit organization. It is financed in equal proportions by the Federal and Provincial Governments under the ARDA programme. This organization, which we refer to as the BAEQ, is concerned with research and planning of development programmes. The research programme is very comprehensive and it is intended that the programmes and projects will be equally comprehensive.

But the most original part of this major experiment in regional development is seen in the way in which the BAEQ and the people of the region are making contact, are communicating with each other. This process could be called community development within the definition I gave earlier. Locally, in the Lower St. Lawrence region, it is called *l'animation sociale*. During 1965 about 225 local committees were formed so that participants might express their views about the problems of their localities and the solutions to these problems. "L'animation sociale" in this region can be given credit already for worthwhile work. To name only one accomplishment there has been outstanding success in getting adults interested in further schooling. Five thousand adults have registered for instruction in 235 adult education classes, and some local groups are continuing their study. One must recognize that there are many difficulties yet to be solved, in research, planning and developing worth-while programmes for this region. However, the successes to date, here and in several other regions of Canada, indicate that the community development process can indeed produce results....

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SKIING STUDY PLANNED

Mr. Arthur Laing, Minister of Northern Affairs and National Resources, announced recently that a firm of Toronto engineering consultants would study for the Federal Government, the skiing potential of the Marmot Basin area of Jasper National Park, Alberta.

The results of the study will help in planning the long-range development of the Marmot Basin area, which may become one of Canada's leading skiing resorts.

"This is in line with our winter recreation policy for the national parks announced last March," said Mr. Laing. "Skiing in these parks is going to be more and more important."

Last winter about 17,000 skiers used the new T-bar lift, installed to serve an expected 4,000 people to Marmot Basin's upper slopes. This year a second lift will be operated by the same company.

COMPARE AND DEVELOP

The study will include a physical analysis of skiing sites, recommendations for lifts, ski-runs, lodge requirements and other related facilities, which will be compared with skiing trends in Western Canada, after which a plan for new developments will be prepared.

Elsewhere in the national parks, intensive skiing developments are under way at Banff, Alberta, a contender for the 1972 Winter Olympics. There are other skiing developments in Mount Revelstoke National Park, British Columbia, and in Riding Mountain National Park, Manitoba.

LOUISBOURG FORTRESS RESTORED

Work is beginning on another major phase in the restoration of the Fortress of Louisbourg on Cape Breton Island, Nova Scotia. A Montreal construction firm will restore the shell of the massive Chateau Saint Louis, where the French governor and most of his men had their living quarters. Mr. Arthur Laing, the Minister of Northern Affairs and National Resources, recently announced the award of the contract for \$675,000. He said it was expected that a major part of the Chateau would be completed in time for Canada's 1967 centennial celebrations.

Louisbourg was one of the great hinges of Canada's history. Captured by New England troops

in 1745, it was returned to the French and captured again by the British in 1758. This was a prelude to the fall of Quebec, which changed the course of Canada's history.

ENVIRONS RECONSTRUCTED

The Government is undertaking only a partial restoration of Louisbourg, the Chateau being the centre-piece. The reconstruction of the part known as the King's Bastion, as well as the foundation of the Chateau Saint Louis itself, is well under way. The remainder of Louisbourg - which was completely razed in 1760 - will be restored to show the streets, a few houses and the outline of the razed buildings to enable the public to appreciate the size and historical significance of the port and fortress that was once inhabited by about 3,000 persons, and played such a significant part in the history of Canada, Newfoundland, Acadia and New England.

The two-storey chateau, which was 360 feet long and 52 feet wide, contained 52 rooms and a large attic dormitory for troops. It was built mainly of rubblestone, with some cut stone and brick. The governor's pavilion, officers' barracks and a chapel were in the south wing and the intendant's pavilion and soldiers' barracks were housed in the north wing.

SPECIAL BUILDING MATERIALS

Two hundred and fifty thousand special bricks of the same type used in the original building, are being produced in New Glasgow, N.S., and personnel of the Canadian Historic Sites Division are cutting sandstone and making wrought iron hardware fittings at the Louisbourg site. They will also supply roof slate and hewn timber framing for the building.

The contract includes concealed modern heating for the chateau, as well as lighting and other facilities for the building staff and public.