

STATEMENTS AND SPEECHES

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CANADA'S DEFENCE PROGRAMME

A Speech made in the House of Commons on
February 5, 1951, by the Minister of National
Defence, Mr. Brooke Claxton.

CONTENTS

Page

Factual Summary	1
Outline of programme	3
Canada's defence objectives	4
Civil defence	6
Support of the United Nations	6
North Atlantic Treaty Organization	7
Canada's participation in NATO	9
Plans and facilities for rapid mobilization	12
Equipment orders	12
Defence research	14
Construction	14
Manpower	14
Summary of programme	15
Estimated cost of programme	16

Factual Summary

This programme is intended to provide what is considered necessary at this time for the defence of Canada against attack and to carry out to the full Canada's undertakings under the Charter of the United Nations and the North Atlantic Treaty.

The object of Canadian foreign policy is to preserve peace and to build up broad foundations of security which are essential to the prosperity, the welfare and the happiness of our own and other people.

A continent of seven million square miles cannot be made impregnable to air attack; to meet this possibility

a single network of radar apparatus and communications is being developed in co-operation with the United States; about one quarter of this network will be in Canada.

To meet the possibility of attack by airborne troops, the Canadian Army has a specially trained airborne brigade group.

Ships and installations are being constructed to permit the Navy to discharge its role of protecting coastal sea-lanes and approaches, and the RCAF is building up a number of maritime squadrons for anti-submarine work.

Civil defence organizations have been set up by most of the provincial governments, and many municipalities are taking action; the first nationwide staff course in civil defence is now in progress in Hull, Quebec.

In support of United Nations action in Korea, Canada sent three destroyers, provided an air transport squadron to take part in the airlift to the Far East, and enlisted the Canadian Army Special Force, one unit of which is in Korea.

Western Europe is, in the view of this and other allied governments, the vital centre of our global defence.

Developments in the North Atlantic Treaty Organization have been rapid; the planning and administrative units of the Organization have been and are being simplified.

The training in Canada of army officers and aircrew from NATO countries has commenced, and a further offer to increase training facilities is being made; these facilities will provide training for over 3,000 aircrew, including Canadian, per year.

United Kingdom-type armament and ammunition for one division, offered to NATO, has been supplied to the Netherlands. The offer of the equipment for another division has been made.

Canada has supplied 25-pounder guns for an artillery regiment being raised in Luxembourg.

An order is being placed for 50,000 platoon walkie-talkie wireless sets, 45,000 of which are intended for other NATO countries.

If Parliament approves, it is proposed to place elements of the Canadian Army in the integrated Western European force.

It is Canada's plan to have in the integrated force an air division of eleven squadrons at full-fighting strength equipped with F-86E and Canuck aircraft.

The Royal Canadian Navy will participate with Britain and the United States in anti-submarine and escort work across the North Atlantic; plans provide for nearly a hundred ships, with double the Navy's present personnel, for these purposes.

In the nine-month period which ended December 31, 1950, 80,000 orders for defence equipment worth \$701 million were placed.

Defence research in Canada emphasizing particularly anti-submarine equipment, anti-tank weapons, and wireless equipment has been correspondingly increased.

Orders have been placed already this year for \$113 million worth of construction.

Personnel in the services and civilian personnel in defence work have increased by 67 per cent in the past three years; during the next three years the number of service personnel should be increased to about 115,000 and the number of civilian personnel in related activities to about 33,000.

Forty regular and reserve squadrons, including those destined for European service, with 3,000 aircraft additional to those Canada now has, are planned.

The three-year programme outlined will involve the expenditure in all matters of the defence of Canada and our participation in the common effort of over \$5 billions; next year about \$1,600 million will be required.

The programme and the plans outlined are all subject to change as the world situation changes.

.....

Mr. Speaker, the Prime Minister (Mr. St. Laurent) and the Secretary of State for External Affairs (Mr. Pearson) have given us the government's view of the present situation and set out the objectives of our country and the prospects for peace. In their endeavours in this connection, as well as in their statements, I feel sure that I voice the views of all hon. members of this house, of all the people of this country as well as a great number of peoples of other countries, when I say that in all those endeavours they made to maintain and preserve peace they had our strong united support.

Our purpose is peace, and it is for this purpose only that the government think it right to recommend to this house and to the country these further measures to increase the state of preparedness of ourselves and our allies.

The Canadian government's defence programme put before you tonight results directly from the world situation. That programme is intended to provide, as Canada's part of an effective deterrent against aggression, what is considered necessary at this time for the defence of Canada against attack and to carry out Canada's undertakings under the charter of the United Nations and the North Atlantic Treaty to the full.

Put together, these plans are intended to provide for nearly one hundred ships in the navy, manned and equipped, forty regular and auxiliary squadrons in the air force, the equivalent of over a division in the army, and in all three services, administrative and training establishments and equipment and stores which with current production will enable us to meet the shock of mobilization, and all this in addition to furnishing our allies with hundreds of millions of dollars' worth of equipment to strengthen their forces in our common defence.

This is a three-year programme to involve the expenditure during that period of some \$5 billions.

Many times it has been said that war is not inevitable. Neither is peace certain. This large expenditure, almost four times as great as the expenditure voted last year, is felt to be justified as the increased premium to ensure peace. The Canadian government's view is that the chance of maintaining peace will increase as the forces opposed to aggression become stronger. That belief is shared by our eleven allies under the North Atlantic Treaty.

Since Parliament adjourned on September 15, a great deal has happened to affect the international climate. These developments have been dealt with by the Secretary of State for External Affairs. While no one can clearly penetrate the dark curtain of the uncertain future, most people assume that the risk of a general war is greater than it was when we last met five months ago.

Because of that view, all of the North Atlantic Treaty countries have separately and together re-examined the position of their defences.

Canada's defence objectives

While the situation has changed, the objectives of our foreign policy and of our defence programme remain the same.

The object of our foreign policy is to preserve peace and to build up the broad foundations of security which are essential to the prosperity, the welfare and the happiness of our own and other people. In dealing with foreign or defence policy it must never be forgotten that the ultimate object of all our efforts is human welfare. In so far as we can do so consistently with national and international security, we must press forward with everything that will build up the good society here and everywhere else.

The objectives of our national defence are simple and clear. They are: (1) the immediate defence of Canada and North America from direct attack; (2) the implementation of any undertakings made by Canada under the Charter of the United Nations, or under the North Atlantic Treaty or other agreement for collective security; (3) the organization to build up our strength in a total war.

Let us examine each of these in turn.

Defence of Canada against direct attack

As has been said many times, if a war should come, the government believes that the best place to defend Canada would be as far away from our shores as possible. Consequently, everything we do for the collective defence is done for the defence of Canada herself. But to make that possible, we must do what is feasible to make this continent secure from attack.

Russian medium bombers of the B-29 type could reach pretty well any part of North America on a one-way trip and, under certain conditions, reach some parts of North America and return. This being the case, it is quite likely that in a general war Russia would launch bombing attacks against North America either with atomic or conventional weapons.

There is no way of making a continent of seven million square miles impregnable or impenetrable with a kind of aerial Maginot line. Radar and fighters, combined in a heroic team, won the battle of Britain; but despite the heavy concentration of air defences in that small area, many enemy aircraft got through.

To meet the possibility of air attack, our services are working in close co-operation with the United States. A screen of stations with the latest and most powerful radar apparatus is being built, connected with a network of communications and backed up by squadrons of fighters. The American and Canadian chains will be linked together to form a single system, of which about one-quarter will be in Canada.

If the question is asked why this radar and fighter defence is not already fully operational, it is because the radar, the type of communications selected and the aircraft - the F-86 Sabre and the CF-100 Canuck - have only recently been developed and have not yet been produced in the numbers required. As fast as aircraft can be produced, regular and auxiliary fighter squadrons will be manned and equipped to war strength. In the interim, the R.C.A.F. has mobile radar sets and Vampire and Mustang fighters.

To supplement these air defences the army has a large stock of heavy anti-aircraft guns to be manned by active and reserve force personnel.

In addition to attack by air, it might be possible for an enemy to land airborne troops by a surprise attack on an airfield or by parachute. To meet this possibility the Canadian army has a specially-trained airborne brigade group. For much the same purpose the United States has similar but larger formations. It is noteworthy that none of these formations was moved to Korea because they were specially trained and earmarked for this particular type of continental defence.

In support of the regular forces and to take action to prevent sabotage are the reserve forces as well as the R.C.M.P. and other police.

In continental defence the navy is responsible for the protection of coastal sea lanes and shipping against enemy action, including mines, and for the vital task of keeping our harbours and approaches open. Ships and

installations are being constructed to discharge this role. The R.C.A.F. is building up a number of maritime squadrons for anti-submarine work.

Civil Defence

Because of the possibility of direct attack, it is necessary for us to take precautions for civil defence. Military defence has as its objective the defeat of the enemy and the defence of the country against direct attack. The object of civil defence is to reduce the consequences of enemy action upon civilian population and property.

Because of the immense area of Canada and because of its constitutional structure, civil defence is a matter calling for the close co-operation of federal, provincial and municipal authorities. A large part of civil defence is the result of organizing the manpower and material resources already existing in each community. In the very nature of things the agency for action in civil defence, here as in other countries, must be the local municipal authority. That position was agreed to by the representatives of all the provinces at a conference held here last September.

Following that conference a pamphlet on civil defence organization was issued. It incorporates the main conclusions of our discussions as well as suggestions made by provincial representatives. Civil defence organizations have been set up by most of the provincial governments and many municipalities are taking action. The first staff course is now in progress in Hull. That is a nation-wide staff course attended by representatives of all ten provinces. We are arranging for co-ordination of civil defence activities with the United States. Orders are being placed for equipment of various types.

One question of concern is the division of financial responsibility for this special equipment and to deal with this and other matters relating to civil defence co-ordination, the representatives of the provincial governments have been asked to meet here on February 20 if that date is convenient to them.

The support of the United Nations and North Atlantic Treaty

This is the second objective of our national defence.

Action taken by the Canadian armed forces to carry out the objectives of the Charter of the United Nations and the North Atlantic Treaty must be regarded as action taken for the defence of Canada.

To assist the United Nations forces in Korea Canada sent three destroyers and they have given a good account of themselves. They are being successively replaced by other destroyers.

The 426 heavy transport squadron gave great assistance in the arduous airlift to the Far East.

The Canadian army enlisted 10,000 men for an eighteen months term for the special purpose of carrying out any undertaking by Canada under the Charter of the United Nations and the North Atlantic Treaty. With 900 men

posted from the regular active force they form the Canadian Army Special Force. Appropriate arrangements will be made for officers and men who wish to do so to become part of the regular force.

One unit of the special force, the second battalion of the Princess Patricia's, is in Korea.

The remainder of the special force is continuing its training at Fort Lewis and will be available for service where required.

Western Europe

Without minimizing the significance of the character of the fighting in Korea, it is the view of this and the other allied governments that the vital centre of our global defence is in Western Europe. It was in recognition of this strategic necessity that the North Atlantic Treaty was entered into by twelve nations less than two years ago.

North Atlantic Treaty Organization

Because of its importance to Canada, it is necessary to deal for a few minutes with the development of the North Atlantic Treaty Organization.

People are apt to overlook how rapid has been the acceleration that has taken place in the march of events. It was only at the meeting of the council of the North Atlantic Treaty Organization, held at New York as recently as last September, that the United States gave great leadership in suggesting the establishment in Western Europe of an integrated force under a supreme commander. The United States representatives stated that if such a force were created the United States would add substantially to the number of American troops in Europe. This proposal for the first time created the possibility of having in Europe forces strong enough to deter aggression. That was barely five months ago.

You will remember that in the treaty the member nations agreed that an act of aggression against any of them would be an act of aggression against all, to be resisted by all. To effect co-ordination under the treaty there was the Council of Foreign Ministers. There were also set up a committee of defence ministers, a committee of finance ministers, a military production and supply board, with numerous subordinate committees, and a committee of deputies of the council. This organization was elaborate enough on the civilian side but it was duplicated on the military side by the military committee of the chiefs of staff of all twelve nations with an executive standing group representing the chiefs of staff of Britain, France and the United States. In addition, there were five regional groups each with corresponding military set-ups. It is not surprising that there has been criticism of this organization as over-elaborate, but progress is being made in its simplification.

NATO Progress

At its September meeting the council approved the American suggestions and referred them to the defence ministers.

At Washington in October the defence committee approved a plan for the defence of the five regions of NATO. These are the western European, northern European, southern European, north Atlantic ocean and Canada-United States regions.

The defence plan for the first time set out particulars of the requirements for defence; it showed to what extent those requirements could be met; it also showed the allocations of forces that might be contributed by each of the member nations.

At that meeting agreement was not reached as to the participation of western Germany and this question as well as the creation of the integrated force and the appointment of a supreme commander which were considered to be in part dependent upon it were left to be decided by the defence committee when it reconvened.

Meanwhile, at the request of the defence committee, the rearmament of western Germany was considered by the deputies of the council and the military committee of chiefs of staff at their meeting in London.

These London meetings resulted in agreement, which was approved by the defence committee at a meeting held in Brussels on Monday, December 18. This was followed by a joint meeting of the defence committee and council, and the next day by a meeting of the council. It was a privilege to attend these meetings in a dual capacity, both as Minister of Defence and as representing my colleague, the Secretary of State for External Affairs (Mr. Pearson).

At the Brussels meeting Canada again raised proposals for streamlining the organization of NATO. The defence production board was set up with more definite terms of reference to replace the military supply and production board and several other committees.

The terms of reference of the standing group were clarified. There was also established a committee of military representatives of the chiefs of staff of all twelve nations to permit continuous consultation between the standing group and representatives of the chiefs of staff of all the NATO countries.

Canada's remaining proposal that the three ministerial committees be consolidated into a single council, in which the appropriate ministers will represent their governments, is being actively considered.

When criticism is expressed of the organization of NATO it should be remembered that the first meetings to organize the twelve countries for joint defence took place just fifteen months ago.

The accomplishments of the North Atlantic Treaty Organization to date have been substantial:

(1) The twelve nations have agreed to act together in their common defence; (2) They have set up the organization necessary to combine their common efforts; (3) They have set up an integrated force; (4) They have appointed a supreme commander, who has already visited all the twelve countries, as well as Western Germany. Our meeting here a week ago was

most satisfactory with that great leader, General Eisenhower, who is now one-twelfth our general; (5) They have prepared plans of joint defence and also requirements of men and materials have been estimated and resources examined; (6) Each country has indicated what it will do towards meeting these requirements.

Canada's participation in NATO

Against this background of the organization established under the North Atlantic Treaty, let us look at what Canada is doing.

Following the meeting of the defence committee at Paris in November, 1949, a Canadian offer to train army officers and aircrew for their forces of the other NATO countries was well received and arrangements were worked out under which army officers and aircrew for Belgium, France, Italy, the Netherlands and Norway are now being trained in Canada. Later the United Kingdom expressed a need for such assistance and vacancies having been made available the first British trainees arrived in Canada last month.

A further offering is being made through NATO to increase training facilities considerably.

These facilities, together with those for training our own aircrew, will provide training for over 3,000 aircrew per year.

This operation will require the opening of additional air stations and recommencing the manufacture in Canada of large numbers of Harvard trainer aircraft and the production of aeroplane engines in this country.

The expense of training aircrew for North Atlantic Treaty nations during the fiscal year 1951-52 is estimated at \$64,500,000, to apply against the mutual aid appropriation made at the special session.

In addition to training aircrew officers in the numbers mentioned, we have here, now, attending the various staff colleges and other courses in this country officers from Australia, Belgium, France, India, Italy, the Netherlands, Pakistan, Portugal, the United Kingdom and the United States.

Last August Canada offered to NATO the armament and ammunition of U.K. type for a division. In November we were advised by NATO that this equipment should be supplied to the Netherlands. The equipment was overhauled, reconditioned, crated, shipped and delivered before the middle of December.

Negotiations with the United States for the purchase of corresponding American equipment have been completed and we have now offered the equipment for another division in Western Europe.

The Canadian army - and I do not think this is realized - has in store or on issue most of the equipment for four divisions, even more of some weapons, and as arrangements are completed for replacement, we propose to offer successively the equipment for several more divisions.

Since there are men trained in Europe waiting for equipment, each division's equipment sent to Europe virtually adds a division's strength of equipped forces to the common deterrent force.

When he was here, General Eisenhower asked if we had 25 pounders we could put in the hands of the Luxembourg artillery regiment which was being raised. The following day the cabinet authorized the offer and by Monday evening arrangements had been completed both with Luxembourg and the North Atlantic Treaty Organization and the guns are waiting for shipment - when we receive direction as to shipment.

Speaking to an informal meeting of Congress concerning the result of his tour, General Eisenhower said:

In little Luxembourg I had an unusual experience. I think you would like to hear about it as illustrating the readiness of the nations today to try to co-operate. They are very small. There are only 300,000 people there. But they set their jaws and said: "We will have universal military service, with no exemptions." They said, "We are very badly handicapped. We have equipment for one battalion only. What we particularly need is more artillery equipment."

And then General Eisenhower went on to say:

When I stopped in Ottawa I told the Canadians about this trouble, and the Canadians said, "Why, we have some artillery; we can ship it tomorrow." When I got to West Point a few hours later I was greeted with the information that the Canadian Government had approved of the transfer, and just left the red tape to me and my staff to look after.

Apparently on this occasion we did not have any red tape here - or at least we gave him that impression.

We are placing an order here in Canada for 50,000 platoon walkie talkie wireless sets designed in Canada to specifications agreed upon with the United Kingdom and United States and likely to be adopted as standard for all North Atlantic Treaty nations. This would be the first article of standard equipment to be so adopted for all twelve nations. The Canadian forces plan to use 5,000, the other 45,000 sets being supplied to the other nations.

Canada is also manufacturing a large number of radar sets for supply to our allies. We expect to be making 155 mm. guns of U.S. pattern. We are at work today on the 3-inch 50 calibre U.S. pattern guns for the U.S. and Canadian navies.

In his statement last week General Eisenhower stressed the importance of equipment. He said this, in his broadcast:

For this purpose the most immediate need of Europe is munitions and equipment.

Every one of the continental nations I visited can rapidly and markedly increase its resistance power if it can be promptly furnished additional

supplies of this kind. To fill this need, our loyal neighbour, Canada, with Britain and others, is shouldering part of the load.

We feel, however, that equipment without men is even less useful than men without equipment. For obvious reasons, it is important that all the countries concerned in our collective defence should contribute men as well as equipment to the defence of western Europe. Accordingly we propose, if Parliament approves, to place in the integrated force elements of the Canadian army.

The force we propose to send will initially be a brigade group or regimental combat team, and we hope that it may arrive at about the same time as the additional U.S. forces, but this may depend on events in Korea.

Material considerations alone might suggest that there might be greater military value in spending the same amount on equipment for forces already on the spot rather than on Canadian ground forces; but we and our allies believe that the fact of participation by the Canadian army will show more emphatically than any amount of equipment, welcome though that may be, that we stand together with our allies.

It is hoped that arrangements under discussion will permit us to rotate the men serving abroad at reasonable intervals. It is also planned to keep the numbers of supporting personnel as small as possible. How the tail often outgrows the body is well known to everyone with military experience.

In addition to whatever army forces we have in Europe, our army role in NATO is to provide a strategic reserve.

Canada's most substantial contribution to the planned force in being will be our air force participation. Air power is especially needed. One squadron is already undergoing operational training in England. This squadron is to be joined by two others to form a wing and these squadrons will be made available to the supreme commander.

We plan to have in the integrated force an air division of eleven squadrons at full fighting strength, equipped with F-86E and Canuck aircraft. To support them there will have to be a supply line of reserve aircraft, depots, training establishments, and so on. You can see that the air force participation in the integrated force will require a very large portion of our total defence budget.

The Royal Canadian Navy has an important role in the North Atlantic Treaty defence plans. In addition to the defence of our harbours and coasts, the R.C.N. will participate with Britain and the United States in anti-submarine and escort work across the North Atlantic. Plans for the navy will provide the necessary ships of the latest types now under construction or those that we now have in commission or reserve, all rearmed, refitted and recommissioned. In this way we expect to be able to carry out our allotted share of North Atlantic defence with nearly 100 ships equipped and manned.

NATO Prospects

The role of Canada in the North Atlantic Treaty Organization has now been determined in consultation with the other eleven nations. Canada intends to do everything necessary to carry out that role. The programme put forward here includes everything necessary to do that.

We are approaching this common effort in the same spirit as our other partners. We believe that if we all do as much as we can we will be able to build up the strength necessary to deter aggression or defeat an enemy. In ground forces or in the air this strength has still to be built up, but there are other important factors which count in the balance when nations come to weigh their chances, including the atomic bomb and the ability to deliver it.

General Eisenhower had this to say:

In military potential, the free nations have everything they need - natural resources, industrial genius, productive capacity, and great reservoirs of leadership ability. Given the ingredient of morale - the determination to combine for mutual protection - the military strength necessary will be produced at a speedy pace. With every increase in strength, there will be an upward thrust in morale, an ever mounting spiral of confidence and security.

Plans and facilities for rapid mobilization

The third objective of our defence efforts is to have the administrative staff, the training establishments, the nucleus of trained officers and n.c.o.'s, the supply depots and everything else needed for mobilization.

Because this has been set down as one of the objectives of our national defence, there have been references to what others have called "the nuclear theory of defence". There isn't any such theory. In every country, the full potential fighting strength of the nation is developed only if war begins.

The Canadian forces have today mobilization plans and administrative and training staffs, supply depots, arms and a good many of the things needed for rapid mobilization.

Equipment

This report indicates something of the size of the equipment programme now under way and gaining momentum from day to day.

To meet these requirements a new department of the government, the Department of Defence Production, is being proposed. In the first nine months of the present fiscal year, which ended on December 31, 1950, 80,000 orders were actually placed with industry. During this period orders have been placed with the Department of Trade and Commerce for the sum of \$701 million.

The main items are:

Aircraft, \$331 million; ships, \$96 million; radar and wireless, \$50 million; clothing and textiles, \$35 million;

motor vehicles, \$50 million; armament, \$26 million; construction, \$113 million.

In the year before the Second World War the Department of National Defence spent \$34,432,839, and even during 1939-40 only \$125 million. It has been suggested that the position of defence industry today corresponds to what it was about two years after the beginning of the last war but with much greater potential capacity.

Additional orders are being placed for ships, seaward defences, electronic devices and wireless, for army equipment of U.S. pattern, for aircraft, including Harvard trainers and engines.

As hon. members who visit the plant at Canadair Limited will see tomorrow, new aircraft are beginning to roll off the production lines.

These large expenditures on equipment are brought about by the staggering cost of modern equipment. Some figures about these costs have already been made public.

A new anti-submarine vessel costs over \$8 million; a two-engine fighter, \$750,000; a single engine jet interceptor, over \$400,000; a new airfield with runways, buildings and equipment, \$20 million; a radar station with buildings and equipment, from \$3 million to \$6 million.

Reference has been made to the equipment we are producing and the men we are training for the North Atlantic Treaty nations out of the appropriation of \$300 million voted last year. Most of this appropriation has either been already committed or is covered by orders for equipment and plans for services now being arranged for.

Part of our equipment programme will be to replace the equipment we are sending to Europe by equipment of U.S. pattern.

Canada has had greater reason than any country to feel strongly about the need for standardization. One obstacle was the large quantities of U.K. type equipment we already have on issue or in mobilization stores - most of the armament for four divisions.

This equipment was of the kind needed to strengthen the defences of Europe, where there were trained men with empty hands.

It occurred to us that Canada could make a very substantial contribution to collective defence by shipping this equipment to them. This also was the only practical way for us to standardize on U.S. pattern. As related above, the armament for a division has already been shipped. Our offer of 25 pounders to Luxembourg has been accepted. Our offer of another division's equipment is under consideration. The rest will be supplied, including probably a large number of anti-aircraft guns, as arrangements are made to replace the equipment by purchase in the United States or production in Canada.

By this means we hope to first, strengthen the defences of Europe immediately; second, help to keep these forces standardized on U.K.-type equipment; third, expedite

standardization of our own forces on U.S. type and, finally, tool up Canadian industry for the production of further equipment of U.S. pattern.

This in itself will do much to co-ordinate our defence production with the United States. We expect, however, that there will be further development of this character all along the line.

Defence Research

Defence research activity is to be correspondingly increased both to meet the increased needs of the forces and to expedite programmes which had been planned for a longer period.

Like all our defence activities, defence research and development is planned and carried out in close co-operation with our allies, including particularly Britain and the United States. Except in so far as it may be required by actual operations, there is no duplication between the work done in the three countries.

Defence research in Canada gives particular emphasis to anti-submarine equipment, anti-tank weapons, wireless equipment and similar fields in which Canada made a notable contribution during the second world war and in which Canadian scientists and industry have special qualifications.

Construction

We have already placed orders this year for \$113 million worth of construction.

Next year the figure will be more than twice as much, made necessary both for additional operational buildings and living accommodation for the expanding forces.

Today the accommodation for men living in barracks is full to overflowing at every place where accommodation is needed. For every man joining the forces today, additional construction is required. That means about \$2,000 per man for construction.

Manpower

Turning to the vital question of manpower, and womanpower too, three years ago there were in the department and services working full time either as service or civilian personnel a total of 54,000. Today that figure is just short of 90,000, an increase of 67 per cent.

To carry through these plans during the next three years the strengths of the three services should be increased to about 115,000 full-time active service personnel and about 33,000 civilians, the civilians being largely employed in work in the dockyards and shops and on construction. This will be an increase of about the same amount, about 67 per cent above present strength.

Because of the large requirements of the R.C.A.F. not only in building up to its total of 40 regular and auxiliary squadrons, but also in the training services, the R.C.A.F. will, we expect, have more men than the army has

today and will be spending nearly as much as the other two services put together.

The strength of the navy will be doubled.

The army will show substantial increases.

During the last six months of 1950 the active forces enlisted, including the special force, a total of 17,772 officers and men. Through retirement and discharge there was a total of 2,879, making a net increase of 14,893, an average of 2,482 per month.

During the month of January 1951, officers and men joining totalled 3,354; there was a decrease by retirement or discharges of 830, making a net increase of 2,524.

With a rate anything like that the over-all requirements of this programme should be met by the planned dates with men provided to man the ships, the guns and the aircraft as these are produced.

However, there will be some shortages, which will call for great efforts to overcome.

Meeting these manpower requirements is going to require a big effort and the whole-hearted support of all sections of the population.

Summary of Programme

Now let me draw together in the most summary form what this programme is for each of the three services.

The programme envisaged by the government calls for its completion within three years but the job is intended to be carried through just as fast as it can be done.

The programme has fifteen main points.

In the navy. -

1. Nearly 100 ships and many small craft, either new or refitted and newly armed.

2. Permanent seaward defences of vital harbours.

3. The shipbuilding industry geared to produce additional ships rapidly.

4. Administrative and training staffs, depots and stores, for all-out mobilization.

In the army. -

5. An airborne striking force, anti-aircraft artillery and other units for the defence of Canada against direct attack.

6. Part of the active army with integrated force under General Eisenhower.

7. Part of the Canadian forces continuing in the Far East as long as that is necessary.

8. The administrative staff, training establishments, depots, stores, clothing and equipment to provide for rapid mobilization in a total effort.

9. Replacement of equipment on issue to active or reserve forces, or in stores, by latest type United States equipment purchased from the United States or made in Canada and our industry in Canada tooled up to make a considerable part of this equipment.

In the air force. -

10. Forty regular and reserve squadrons with more than 3,000 aircraft additional to those we now have of the types suitable for the purposes intended.

11. Radar equipment manned and located to provide radar defence integrated with a corresponding United States chain of stations, connected by the necessary communication system and backed by fighters.

12. In Europe an air division of 11 fighters squadrons (included in the 40).

13. Airfields, men and equipment to train large numbers of aircrew for ourselves and other countries.

14. Industry in a position to produce large numbers of the latest types of aircraft needed by the forces of ourselves and others.

15. Production of quantities of equipment for NATO and training of large numbers of officers to strengthen our common defence by assisting our allies.

This whole programme involves an increase in the number of service and civilian personnel employed full time on defence from the present figure of about 90,000 to a total of about 148,000.

That is the programme, a large one for a country of 14 million people still involved in developing its natural resources and also facing the task of maintaining essential services over an area of $3\frac{1}{2}$ million square miles.

Should it be required, there will be the capacity to expand further rapidly because of the emphasis on training establishments, depots and other essential services.

The Cost

It is not usual under our system to announce the figures of any estimates before the estimates are tabled by the Minister of Finance, which is usually done after the conclusion of the debate on the address.

But this is not a usual time.

Defence expenditures four years ago were \$194 million. This year we appropriated in the original estimate \$425 million, and then added in the supplementary estimates \$142,200,000, making a total appropriated this year of \$567 million, which we expect to spend. Then there was in addition part of the \$300 million voted for mutual aid.

Next year defence, including mutual aid, will require about \$1,600 million.

The three-year programme outlined will involve the expenditure, in all matters of the defence of Canada, and our participation in the common effort, of over \$5 billions.

One point I want to emphasize. The programme and the plans I have outlined are all subject to change as the world situation changes.

We in Canada cannot control that situation; all the nations of the free world cannot control it. We cannot hope to have security unless we are free to adapt our plans and our programmes to meet new situations which can - and may - be created at any time by the potential aggressor.

Korea created a new situation and we changed our plans to meet it. It is of vital importance to keep our minds free to make further changes and different plans whenever they are needed.

This report of the government's programme should make it clear to every one of the Canadian people that its accomplishment is not going to be an easy task. It means a greatly increased call, indeed a demand, on the armed services themselves and on all the human and material resources of the country. But Canada has always met every challenge, and the confident determination to meet the threat of Communist expansion will be, and here I am sure I express the feeling of everyone in this house, the dominant feeling of the Canadian people.

S/A