

classes of food should be developed as quickly as possible and that an intensive campaign should be undertaken to acquaint consumers with the meaning of the grades;

(c) that manufacturers of consumer products should be required to modify their packaging techniques so that, where applicable, the weights or contents are expressed in terms which minimize the difficulties of calculating and comparing prices.

#### Recommendations:

(a) That a Department of Consumer Affairs headed by a Minister be established.

(b) That immediate steps be taken to promote standardization and simplification of grades, nomenclature and packaging for commonly purchased consumer items.

#### 7. The Promotion of Retail Sales

Your committee noted, with interest, the variety of promotional schemes which had been introduced by the major retail chains to encourage customer loyalty. One senior executive of a corporate chain expressed the view:

"A lot of people are anxious to play games and have these contests. It is all part of their present-day life to engage in these adventurous things. It is a challenge... Have you ever considered how dull it would be for a housewife to go into a store and see nothing but price tickets and a display of produce."

The competitive significance of promotional devices was emphasized by another chain store executive when he said, "If stamps are in fashion, then you had better be in style yourself."

The impact of stamps, premiums, games and contests on the retail price level is difficult to assess and clear differences of opinion were expressed by responsible officials of the chain and other stores. Your committee did not have sufficient evidence at this time to reach any final conclusions about the effect of promotional devices on prices but it did conclude that the different forms of promotion should be used with restraint. Its opinion was that competition not based on price should not be allowed to diminish unduly the healthy effects of vigorous price competition at the retail level. It is your committee's intention to conduct further investigations for the purpose of making final recommendations on promo-

tional devices such as trading stamps, games and contests.

Your committee, however, saw at least one example of a technique of price competition which it considered to be objectionable. This was the system, evidently sponsored by manufacturers or processors, of labelling packages to imply that the product was being sold below the regular retail price. The use of the so-called "cents-off" labels seems to be of fairly recent origin and now to be quite common for such classes of commodities as detergents and processed foods. Your committee feels that this device tends to create uncertainty about what the regular retail price is, particularly in a period of change. Cents-off labels therefore, confuse the consumer and lead to abuses. Anything which smacks of deception in advertising and merchandising is unacceptable. Competition or promotion on the basis of price or quality is a desirable goal but competitive methods which create doubt or confusion should be prohibited.

Your committee learned much about the methods used by chain stores to attract customers. On the other hand, it observed some actions by food retailers which were poor from the viewpoint of their public relations. Your committee's attention was repeatedly drawn to the practice of re-marking goods on the shelves with a new and higher price without removing the old price. Whatever the reason for this practice, your committee's view was that some adjustment in the method of inventory management and more care in marking prices on containers would eliminate this irritant to consumers.

#### Recommendations:

(a) That non-price competition by retail food outlets should not be allowed to become sufficiently important to outweigh price competition.

(b) That cents-off labels, in view of their tendency to cause confusion and to distort price relationships, should be prohibited.

(c) That the Minister to be responsible for consumer affairs undertake a review of the effectiveness of the investigation and prosecution procedures under existing statutes relating to misleading advertising.

(d) That more care should be used in re-marking the prices of goods in the inventories of retail food stores.

#### 8. Public Disclosure

In times of both depression and prosperity, Canada has in the past resorted to a series of