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REPORT
on the
MONTHLY BULLETIN
of the
DEPARTMENT OF EXTERNAL AFFAIRS
March 25, 1970.

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Dept. of External Affairs
Min. des Affaires extérieures

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INTRODUCTION

Following preliminary discussions, Hopkins, Hedlin Limited was on March 5, 1970 retained by the Department of External Affairs to undertake:

"...a study of and recommendations regarding the editorial purpose, content, readership market and periodicity of the (External Affairs Monthly) Bulletin."

During the research phase of the study Consultants William Gold (project leader) and Dennis Hopkins conducted personal interviews with:

- . Senior personnel of the Department.
- . Officials of the Canadian Institute of International Affairs
- . Members of the academic community selected on the basis of demonstrated interest in Canadian external relations.
- . Certain senior mass media journalists.

Issues of the Bulletin itself, from its inception in 1948 to the present, were examined, as was additional periodical literature from the following sources:

- . Government of Canada
- . A wide variety of foreign countries, including specifically members of the Commonwealth, Western Europe, Southeast Asia, and the United States.

. The Canadian Institute of International Affairs.

The report which follows must be read in light of two considerations:

1. The study was a small one in terms both of budget and time available.
2. The terms of reference required analysis of the Monthly Bulletin in relative isolation from the overall Information objectives of the Department.

THE MONTHLY BULLETIN TODAY

General

The suspicion gradually dawns that the Monthly Bulletin never has had a clear sense of editorial purpose. Did the Department in the immediate postwar years, enjoying as it did greatly enhanced responsibility and prestige, not merely take unto itself one of the appurtenances of maturity -- a monthly publication -- more or less as designed in the United Kingdom and still prevalent in many parts of the Commonwealth?

If true, the diagnosis explains much. Regardless of the publisher's identity any periodical which begins without a clearly defined and articulated philosophy and mission is unlikely to acquire them during the subsequent mechanics of issue to issue production. And without them it is unlikely to be readable.

In any event the situation today is clear. Each year the Department expends slightly more than \$20,000 in money and more than two man-years in labor to consummate each month a union of empty space with uninteresting words.

To dwell on this at length would be unproductive. A few general observations will suffice:

- . No one interviewed actually read the Bulletin by choice, although a fraction use it occasionally for reference.
- . The material now published satisfies fully no specific definable need, and caters to no particular audience group that comes to mind.
- . The Bulletin does serve a definite reference function, albeit imperfectly.
- . There is widespread acceptance within the Department of two important, and valid, considerations. First the potential audience must be assumed to be that small percentage of informed Canadians which actively thinks about external relations. Second, the material now published does not in fact appeal to such an audience.
- . The organization infrastructure of the Monthly Bulletin, including an Editorial Committee composed of no fewer than 16 persons, is far too large and too cumbersome to yield clarity of purpose, and diffuses responsibility so broadly that no one individual can be called "editor" in the true sense of that term.
- . The publication as now constituted substantially under-employs the talent and competence both of those persons in the Information Division charged with direct technical production, and of the human resources available elsewhere in the Department.
- . The overall status and priority rating of the Monthly Bulletin is far too low within the Department to produce anything other than pedestrian material.
- . As a result of these and other factors an atmosphere of caution has attached itself so firmly to the publication as to guarantee inevitable descent to the lowest common denominator.

The First Decisions

There are three ways of solving the problem of a publication that is serving no useful purpose:

1. Kill it and do nothing.
2. Kill it and start a new one.
3. Redefine it and make it useful.

The first option must be squarely faced. If the debate is confined to the status quo and coupled with the cost restraint considerations of the Government generally and the Department specifically the temptation to cease publication forthwith would be strong.

If the Bulletin were simply to stop arriving in the mail it is doubtful that adverse reaction would be great. It might be manifest at two levels and at two time spans.

First: There would in all probability be a trickle of complaint from librarians and other persons concerned with information retrieval.

There is, unquestionably, validity in the basic record-keeping function of the Bulletin so far as it goes.

However, this complaint could be answered by the monthly issuance of a condensed, mimeographed or photo-offset newsletter solely for technical reference purposes at a fraction of the Bulletin's present cost.

Second: Somewhat later, after the significance of the cancellation dawned, that segment of the community articulate about foreign affairs would no doubt complain that the cancellation constituted a regressive step.

In this quarter the Bulletin as now published might find little support. Instead, criticism would attach to the potential of the Bulletin, if it were improved and reinvigorated.

Both criticisms would have merit, but the second is not so easily solved as the first. The Department, as its senior personnel are aware, has a responsibility to explain its activities to the public.

The killing of the Bulletin in itself could be defended on technical grounds. A decision not to replace it, particularly given the paucity of material available to Canadians and others in this field, would be more difficult to explain in light of that obligation.

By whatever yardstick, as a sophisticated nation, a DAC nation, as a middle power, as a NATO member, Canada is unique among its peers in its near-total lack of an informed non-government periodical press of the sort which in most other countries provides thoughtful examination of external policy concerns.

Even though a government publication can never fully duplicate, for a variety of obvious and proper reasons, the capacity of the private press to provoke debate and stimulate thought, the Canadian situation none the less imposes an additional moral obligation upon the Department.

Under the circumstances it would seem most improper to put to death one of the few publications concerned with external relations, regardless of its present deficiencies.

RECOMMENDATION 1: The Department of External Affairs should continue to produce a periodical publication.

That said, the question arises: Should the periodical be the Bulletin (leaving until later the matter of frequency of publication) or should it be something new and different?

On the one hand it has an established reputation for dullness which will be difficult and time-consuming to overcome. A reader conditioned to believe that the material in a particular publication is dull often will continue to think so even after the material undergoes substantial improvement.

On the other hand, though, this legacy is not a total curse. Dullness may not be enjoyable, but when it is at least accompanied by an enduring tradition of reliability and integrity it is by no means fatal.

The name, the format, the entire vehicle represented by the Monthly Bulletin today, has in its favor familiarity, an established readership, and its own sense of history.

Moreover, it can be improved on a cautious and experimental basis without drawing overt public attention to the fact that something "new" is going on.

In these circumstances creation of a new publication would be accompanied by certain drawbacks:

- . a climate of public expectation is also created; an expectation which may be difficult to fulfill initially and which makes more difficult a period of experimentation;
- . any new publication must be borne of a clarity of publishing purpose which the Department does not now appear to have and which it would be unlikely to attain without a period of experimentation.
- . a new publication, even if launched by a traditionally unostentatious department, should be accompanied by at least a modest, attention-getting promotional effort -- which entails direct expense of time and money during a period of cost restraint, not to mention the direct and indirect costs of designing the new format.

The answer is by no means automatic either way, but the drawbacks inherent in retention of the basic Monthly Bulletin vehicle (possibly with modifications) would appear to be of less consequence than the drawbacks inherent in an all-new publication.

RECOMMENDATION 2: The basic Monthly Bulletin vehicle should be retained. (again leaving frequency and design modifications aside for the moment).

One subsidiary question then arises. The name. Should "External Affairs" be retained with the added description "monthly bulletin"? The precision of the word "bulletin" under present circumstances has been questioned.

Recourse to the Oxford, Webster's and Random House dictionaries tends to support use of the word; retention of the name fulfills specifically the import of Recommendation 2; and the full title is in fact an explicit and descriptive evaluation of the contents, present and potential.

RECOMMENDATION 3: The title "External Affairs-Monthly Bulletin of the Department of External Affairs" should be retained.

EDITORIAL STATUS, PURPOSE & ORGANIZATION

The three points embodied in the Chapter heading are inseparably joined. Editorial purpose, unless it is one of calculated pedestrianism by deliberate executive order, is incapable of achievement if it does not have the highest status -- if it does not flow from the highest personnel levels on down. And the organizational structure itself must reflect that senior impetus.

In somewhat broader terms, this philosophy permeates the Report of the Task Force on Government Information. Quotations from that document are not reproduced here in the interests of brevity and in the knowledge that the Report has already been given careful study by the Department.

However, it should be noted that no Recommendation in this Report runs counter to the general theses of the Task Force or to Government policies stemming therefrom as announced to date.

Status

The direct and continuing involvement of senior personnel in the development of a more readable Bulletin is of transcendent importance.

RECOMMENDATION 4: The most senior officials of the Department from the Under-Secretary of State level on down must become personally seized of the challenge inherent in the production of a truly effective publication and must be directly involved in the search for solutions in order to achieve and maintain quality.

In the end no publication -- mass media, specialized, or whatever, regardless of size, frequency and purpose -- is any better than its proprietor/publisher chooses to make it and chooses to keep it.

True at the best of times, this fact is doubly important when the issue at hand is so sensitive as external relations. In this context, readability equates with risk. To engage and hold the interest of the informed public it will be necessary for the Monthly Bulletin to seek topicality, analysis, and explanation in areas hitherto considered too delicate for the purposes of this periodical. If these areas are explored there will inevitably be repercussions, favorable and unfavorable. That is what the stimulation of thought and discussion is all about.

However, it is quite impossible to set this course of action in motion without genuine and visible continuing participation and leadership at the most senior levels. It is futile to discuss the injection of new spirit and

cogency into the Bulletin except on the premise that senior departmental officers will be directly involved in the planning and execution for the foreseeable future.

RECOMMENDATION 5: The most senior officials of the Department must continue their active participation in the revitalization of the publication into the foreseeable future.

Purpose

Questions of design, format, typography, illustration and frequency of publication are merely means to the end. The question of purpose is paramount.

Appendix I of this report "Monthly Bulletin -- Statement of Editorial Policy" of May 24, 1960 and July 27, 1964 -- and still operative, defines the statement which has appeared on the masthead of the Bulletin ever since its inception:

"It provides reference material on Canada's external relations and reports on the current work and activities of the Department." (at some point in time the second "on" was deleted and now does not appear.)

That definition admits of just about anything. It is much too broad. The production of a memorandum of guidance as that reproduced in Appendix I was clearly essential. Some limitations are imposed therein, such

as the specific injunctions against divergent opinion and signed articles, but the terms of reference as described in sub-sections (a) through (e) are still remarkably wide.

Equipped with these terms five different editors could produce five radically different publications and each could claim fidelity to his instructions.

This is not so much an indictment of the memo as it now stands, but rather a commentary on the relative futility of attempting to impart editorial purpose by memoranda. In the end any publication is an extension of the human impulse that guides and influences its periodic creation. The result is there for the reader to see. Internal, elaborate written explanations of purpose tend to become fetters rather than aids.

RECOMMENDATION 6: The statement of editorial purpose which now appears on the Monthly Bulletin masthead should be deleted and not replaced.

RECOMMENDATION 7: The "functions and objectives" section of the Statement of Editorial Policy should be deleted.

RECOMMENDATION 8: If an internal statement of policy is required it should be reduced to bare

simplicity and contain a definition of the intended audience.

At this point the basics are reached and considerations of purpose must be blended with those of audience. In the latter instance a greater measure of precision is needed. Reference has already been made to the desirability of reaching "informed Canadians". This, too, is very broad. While it has the obvious pitfalls of any arbitrary line of demarcation a stipulation of educational level provides some help. There are two alternatives valid in this context.

1. Secondary school graduates.
2. University entrants.

There is, of course, a considerable difference between the two. From the standpoint of an editor or writer attempting to envision the man or woman likely to be reading his material the second classification provides a clearer impression. It is also more in tune with the apparent realities of comprehension of external relations questions in this country.

RECOMMENDATION 9: The Monthly Bulletin should be aimed at the educational-level equivalency of the University entrant.

Today nearly half the circulation of the Bulletin is abroad. (See Appendix III and the Section, Distribution later in this report.) Also, a significant proportion of any given issue tends to be of an in-house nature with the "appointments, transfers and resignations" section the most obvious example.

The Department must decide what it will not attempt to achieve with this publication as well as what it will attempt to achieve.

RECOMMENDATION 10: The Monthly Bulletin should NOT:

- be a vehicle of communication within the Department. Any requirements in this regard now unserved should be dealt with separately.
- be aimed per se at foreign governments, foreign nationals, or Canadians abroad, even though it may be expected to continue to enjoy a substantial circulation outside Canada.

The numerous conversations with senior personnel of the Department, and with academics and journalists outside are not evaluated here as anything approaching a scientific survey, but two important points emerged:

1. There was fairly widespread commonality of interest in the Monthly Bulletin as a source of reference material, combined with the feeling that the reference function is not now being adequately served.

2. Opinions as to additional function, technique, style and contents lacked any measurable commonality whatsoever and in fact diverged sharply.

The second point is of particular importance relative to Recommendations 4 and 5 under the heading of "Status". If the senior officials of the Department are to provide impetus for the Bulletin, as they must if it is to take on renewed meaning, then they must be able to agree upon a common purpose and the time is clearly not yet ripe for the postulation of a specific bold new concept, to be accepted here and now, and implemented forthwith. Indeed, the sensitivities of external relations issues themselves preclude the invocation of drama and dogma by the outsider.

The most productive course would appear to be a period of deliberate experimentation within the framework already suggested, directly and indirectly, so far.

RECOMMENDATION 11: The purpose of the Monthly Bulletin (see No. 8) should be to provide people within Canada (see No. 9) with two types of material:

- a) continuing, prosaic reference material for the scholarly, business and "deep-interest" category of reader;

b) general interest articles which, while furthering the reference aim, would attract a wider spectrum of readership, and be susceptible to reproduction and circulation to wider audiences than the Bulletin alone.

Part a) should be developed in conjunction with the present readership of the Bulletin. They are, after all, the people who must use it.

RECOMMENDATION 12: A questionnaire referring specifically to reference material should be sent to existing subscribers, with a special follow-up planned for the academic, librarian and student segment of the mailing list. Information required, indexing, and information retrieval should be particularly mentioned.

Part b) requires a positive rather than passive editorial initiative. A series of articles of specific, general, periodical interest should be planned. During the past year these would have included:

- . an article discussing WHY Canada has entered discussions with China.
- . an article reviewing our position vis-a-vis NATO.
- . an article explaining the overall review of external relations now nearing completion.

- . an article reviewing our relations with France.
- . an article reviewing constitutional aspects within Canada of external relations.

These matters have in the past been touched upon, but not in most cases directly. Instead, speeches and extracts from statements written and intended for other audiences have been reprinted in full or in part -- which is for the reader unsatisfying journalism.

In general, unless a speech clearly stands on its own as a written as well as a verbal statement, speeches and related material should either be avoided or reworked in favor of articles prepared directly for the Bulletin reader so that the Bulletin may communicate directly with its audience and not be relegated to a mere vehicle of third party material.

RECOMMENDATION 13: Material in the Bulletin should for the most part be prepared directly for the Bulletin.

This, of course, raises questions of policy. Is the Bulletin to itself be a vehicle of policy, or is it to be a neutral mirror of policy fragments from elsewhere? Clearly, it has to date been the latter.

RECOMMENDATION 14: The Bulletin should become an active rather than passive vehicle of the external

relations policy of the Government of Canada as implemented by the Department.

This, of course, raises the problems of all manner of clearance procedures, editing difficulties, etc. There is no gainsaying this; it will be difficult. It is also necessary if the publication is to combine genuine reader interest with genuine public service.

The review of external policy soon to be published provides a challenge.

RECOMMENDATION 15: The review of external policy, together with its related regional papers, should be utilized as a device for the re-orientation of the Bulletin through the preparation of a series of first class articles acquainting the reader with the major considerations involved and conclusions reached.

There is no reason why this or other material could not be prepared by outsiders under commission so long as the departmental right of editorship is in no way ceded.

RECOMMENDATION 16: Outside writers may be engaged, but only on the basis of clear instructions and retention of full editing rights by the department.

The question of signed articles by officers of the Department arises. In one sense it is a matter of Departmental policy upon which your consultants are incompetent to advise. However, journalistically, if the publication is aimed at the public and not at an ingroup audience, the question is not of transcendent importance. People seldom remember bylines.

What is important is that the considerable talents uniquely available to the Department -- the ability to report detail and to organize thoughts on paper -- be invoked at other than junior levels.

RECOMMENDATION 17: The preponderance of material should be prepared within the Department by competent, relevant officials.

RECOMMENDATION 18: The question of signed Departmental articles should be left open to future policy determination -- but it should NOT be resolved in favor of "travelogue" type articles under the author's name.

Finally, in this section, there is the question of controversy. It ought not, in a publication of this type, to be contrived. It must be remembered that publication of articles of the type already discussed will themselves be controversial, because the basic policy is controversial.

RECOMMENDATION 19: The Monthly Bulletin should not specifically solicit dissent. The vehicles of criticism of government outnumber the vehicles of explanation by government. The public interest will best be served by adequate fulfillment of the latter purpose.

In the experimentation period already recommended the Department should be governed by basic journalistic criteria -- what will interest the reader. To this end an underlying but by no means inflexible triple-compartmentalization may serve as a guide.

RECOMMENDATION 20: As an experiment the Bulletin should contain at least:

1. A "popular" lead article on a topical question of external relations.
2. A second major background article (i.e. the series on the Review; an explanation of a specific internal question such as reorganization of the department; the functions of an ambassador in the modern world, etc.)
3. A reference section composed of standard items, such as conferences, treaties, visits by foreign notables, travels of Canadian notables, Parliamentary activity, lists of related documents, etc.

RECOMMENDATION 21: Pending results of the Reference Questionnaire certain changes should be made in this section:

1. Condense visits and such events to simple "Notes".
2. Describe future events in greater detail, including some explanation of the purpose of conferences as was done in the Bulletin some years ago.
3. Delete transfers, resignations, etc.
4. Summarize past, continuing activity, U.N., etc., very briefly.
5. Reduce all Parliamentary references, except those which give rise to specific articles, to simple Hansard references.
6. Resume the practice of publishing, with catalogue numbers where relevant, a list of department press releases, speeches, etc., during the preceding period.
7. Generally strive to provide, in the Reference section, a key (but not necessarily the substance) to all current sources of external affairs information.
8. Give consideration to the issuance of a more detailed index more often.

Organization

The editorial committee now is too large, (See Appendix II) too junior, and excessively diffuses the responsibility of editorship.

RECOMMENDATION 22: That a new editorial committee of no more than five persons be assembled; the members to be head of division rank or above.

RECOMMENDATION 23: That an Editor of the Monthly Bulletin be appointed and charged with the specific responsibility of editing material, suggesting articles to the committee, planning future editions, etc. This would be, at least, a senior IS3 classification.

RECOMMENDATION 24: That clearance of articles, at whatever level necessary when considerations of national policy are involved, be the specific responsibility of the relevant editorial committee member.

RECOMMENDATION 25: That preparation of material for the Monthly Bulletin be assigned a senior work schedule priority, by direction of the Under-Secretary, if necessary.

RECOMMENDATION 26: That, in recognition of the fact that the policy concerns of an author and the journalistic concerns of the Editor may differ, and that there may, as well, be differences in rank, an automatic arbitration procedure involving, at least, an assistant under-secretary be established should the mediation efforts of the head of the information division be unsuccessful.

RECOMMENDATION 27: That the basic duty of the editorial committee should be before-the-event planning and evaluation, to ensure that galley-proof editing is kept to a minimum.

RECOMMENDATION 28: That editorial deadlines, once established, be strictly adhered to. If deadlines are permitted to drift, erosion of the publication's quality and importance sets in forthwith.

FREQUENCY, DESIGN & DISTRIBUTION

Frequency

The servicing of the reference function combined with the deliberate search for topicality and explanation of policy eliminates almost automatically the idea of a quarterly. The C.I.I.A. Quarterly should be allowed to stand unchallenged. A weekly would be quite impractical.

Monthly publication suggests itself compellingly, with one important modification. Recommendation 28, with its insistence on deadline adherence, removes some convenience and slack from the operation. It would seem desirable to restore some freedom of manoeuvre in a different way.

RECOMMENDATION 29: The monthly designation and concept should be retained but the actual number of issues should be reduced to:

a) 11, with a combined June-July issue;

or

b) 10, with combined June-July and December-January issues.

This approach has a number of advantages:

1. It provides flexibility for periods of vacation, etc.
2. It coincides with periods of traditionally-low reader interest.

3. It allows breathing spells to re-examine one's editorial purpose and progress which will be important during the experimental phase.
4. It would allow eventually, time for the preparation of larger than usual size, special editions to commemorate events of exceptional importance or complexity.
5. It would produce a modest production-cost economy.

Design

The present format imposes sharp limitations on flexibility of design, typographical innovation, and is a particularly poor vehicle for conventional photographs. However, it is clean, simple, easy to read, and need devour very little expert time in its month-to-month make-up. In addition, it enjoys the sanction of more than 20 years' reader identification. The paper stocks are good.

RECOMMENDATION 30: The present format and paper stocks be retained subject to specific review after a period of one year's experimentation with content.

Typographically the publication is excellent, although we would suggest a switch from italic to roman headline type, and slightly larger point size for headlines. This is not of enough consequence to serve as a formal recommendation.

The problem of illustration is more difficult. The format does not lend itself effectively to other than full page photographs, and almost without exception the pictures used in the copies reviewed were flat, badly composed, lacking in interest, and of rather poor technical quality.

RECOMMENDATION 31: Much more extensive use should be made of maps and, where possible, line drawings. Photographs of people shaking hands, signing documents, etc., should be avoided. Head and shoulder shots of individuals as half-column insets would be effective. Cropped pictures are particularly effective in this format.

RECOMMENDATION 32: The editor should feel no compulsion to use photographs for their own sake or as a device to break up type. This format lends itself well to an absence of illustration for that purpose.

This report does not quarrel with the cover design other than to suggest that only two or at most three items of greatest importance be listed on the cover. To use more than three is merely to repeat the table of contents on the first page.

Distribution

Every attempt should be made to increase the circulation of the Monthly Bulletin in Canada. A number of steps may be involved.

RECOMMENDATION 33: The existing mailing list should be carefully analysed. It is possible that many copies are now being wasted.

RECOMMENDATION 34: While the initial period of content experimentation should be undertaken without fanfare, plans for a certain amount of promotion should be considered before the end of 1970. It may be that the development of Information Canada will be able to assist the Department in this regard.

RECOMMENDATION 35: Consideration should be given to sending the Bulletin to all 3,000 members of the Canadian Institute of International Affairs (after a reconciliation of mailing lists).

RECOMMENDATION 36: A minimum domestic target of 5,000 circulation (2,000 of it paid) by the end of 1972 should be set as a spur both to the improvement of editorial quality and to promotional enterprise.

It must be remembered that some material could, and should, extend to an audience far larger than the Bulletin's subscription list alone. Special issues of the Bulletin could be overprinted and sent out to relevant audiences with lists provided by other departments or Information Canada. Also, special articles could themselves be reprinted for distribution to school systems and other selected audiences.

A series of articles, once published separately, could be gathered together into a special publication aimed at a broad audience.

RECOMMENDATION 37: The editor of the Bulletin should be constantly watchful for opportunities to disseminate his material to wider audiences, either through over-runs of the Bulletin or reprints of particular articles.

COST

Every attempt has been made herein to provide recommendations that will not result in substantial additional direct cost to the Department.

It is hoped that even the appointment of an editor might be achieved without specific addition to departmental strength -- through a rearrangement of responsibilities now divided.

Longer press runs, reprints, etc., would involve marginally greater production costs -- but they would at least be the costs of success.

Outside material, if commissioned, would have to be paid for, of course. Top rates enable the purchaser to dictate commensurate quality. However, even if an outside article were used every issue (10) the absolute maximum expenditure would only be a very few thousand dollars.

But the forgoing costs are in money.

Implicit throughout this Report is another and probably more painful cost -- that of time; the time of senior personnel. In this area the price of a first-rate Bulletin which will adequately serve the curiosity of informed Canadians, and the obligation of the Department to explain its activities, will be high.

We can only submit that it is a price which must be paid if a fundamental duty is to be discharged -- and light shed on the workings of a vitally important but historically neglected Department.

OTHER PUBLICATIONS

The absence of reference to the publications of other countries in this Report is deliberate. A great many documents were examined in the course of this study, as supplied by the Department and as located by us, and the basic conclusion was that none were really germane to the problems of the Bulletin.

Certain ideas from them have no doubt crept in by osmosis, but basically there appears to be no other national model to which to point, and that is probably, in the end, a good thing.

Canada is unique in more ways than the absence, already noted, of a periodical private press. It is our hope that the Bulletin will reflect this condition without recourse to models elsewhere.

One exception is the Monthly Newsletter of the C.I.I.A. As the Reference component of the Bulletin is strengthened, care should be taken to ensure that duplication of Newsletter material is avoided. It may be that consultations with the C.I.I.A. would result in the latter's withdrawal from some areas if the Bulletin were about to serve the purpose.

In any event, the narrative style of the Newsletter should be avoided by the Bulletin.

BILINGUALISM

The entire report is based on an assumed mutual understanding of the bilingual nature of the Department, its bilingual responsibilities, and the policies of the Government of Canada in this connection.

A small percentage of the Bulletin now originates in the French language. It would be reasonable to anticipate both an increase in that percentage, and the devotion of greater space in the Bulletin to Francophone external relations.

The question of differences between the French and English language editions must be considered. While there might be some juggling of material -- for instance an article with special appeal to French readers might be used as the lead in the French edition and as number two in the English -- and vice versa -- we would be reluctant to differentiate further.

In a reference-oriented publication the use of additional, contracted or expanded material which appears in one edition but not the other could cause both technical confusion and undesirable imputations of political motive.

However, both in the reference questionnaire and in any promotional efforts which may be undertaken,

special attention should be paid to the needs of French
Canada.

Finally, and obviously, language quality control is
especially important when translation is involved.

MAIN RECOMMENDATIONS

In conclusion the main Recommendations in this Report could be briefly summarized as follows:

1. A reference section should be created in direct consultation with those persons in the community concerned with information retrieval.
2. Each issue should begin with a topical, well written, major lead article, illuminating some aspect of international affairs in straightforward terms.
3. Each issue should have a second major background article, perhaps one of a series, casting further light on internal or external considerations.
4. The above material should be prepared directly for readers of the Bulletin, with journalistic considerations of readability, topicality and impact in mind.
5. The Bulletin should become the definitive public reference for explanations of external policy, controversial or otherwise.
6. None of the forgoing can be achieved without the active participation of senior department personnel.

March 25, 1970.

MONTHLY BULLETIN - STATEMENT OF EDITORIAL POLICY

Purpose

The Monthly Bulletin External Affairs is an official publication of the Department of External Affairs with the primary purpose of providing the public of Canada, and abroad, with information on Canada's external relations and on the work of the Department.

Functions and Objectives

As an official publication of the Department, the Monthly Bulletin is intended to reflect Canadian Government policies on external affairs. The Bulletin cannot provide a forum for the expression of divergent points of view. The emphasis should be on factual statements and explanations of Government policies and on special background information from Departmental sources which otherwise would not be available to the general public. To this end the Bulletin will include:

- (a) a current and factual record of the policies and actions of the Canadian Government in external affairs;
- (b) accounts of the proceedings of international conferences and international organizations;
- (c) special articles on matters of interest to Canada in the field of international affairs;
- (d) special articles on the structure and procedures of the Department;
- (e) reference material.

In the interest of variety and readability, however, articles of a more general interest and less directly related to Canadian policy can be used. Examples of such subjects of past issues are: Conference on the Antarctic, a tour of Indian villages, the new map of India, Canadian films honoured abroad, schemes for union in Western and Equatorial Africa, the Sino-Indian border dispute.

Sources

Articles will be prepared in the Department, at posts abroad or in other Government departments but will not be sought outside the government service. Important government statements and speeches pertaining to external affairs should be included.

Editorial Committee

Policy supervision of the Bulletin is exercised by the Head of the Information Division and by the Editorial Committee consisting of an Assistant Under-Secretary, the Heads of the Information Division, the Historical Division, U.S.A. Division, Commonwealth Division, D.L. (1) Division, Economic Division, European Division, Far Eastern Division, Legal Division, African and Middle Eastern Division, Consular Division, Latin-American Division, Disarmament Division, and United Nations Division. Representation by other Divisions is not excluded,

and D.L. (2) and Personnel Divisions will be included in the regular distribution of minutes and agenda. The Editorial Committee is responsible for editorial policy, format, distribution, finance and other policy matters; and for suggesting articles and planning the content of each issue. The Secretary is provided by the Information Division.

Production

The Information Division is responsible for implementing the decisions of the Editorial Committee and producing the Bulletin (securing contributions, selecting photographs and deciding on the lay-out of each issue, etc.). The content as a whole must be carefully edited in order to ensure that the literary quality of the Bulletin is maintained, special articles are properly prepared and a balance is achieved between reference features and informative articles. Editorial changes necessitated by considerations of style may be made and material may be excluded or held over in order to meet deadlines, or for considerations of policy or for technical reasons.

Preparation of Articles

All submissions should be double spaced and in three copies. The primary responsibility for ensuring that the content of an article comes up to standard rests with the Head of the Division in which the article is prepared. Where considerations of policy are involved, the Head of Division will be responsible for clearing an article with the Assistant Under-Secretary concerned.

Style

Since the Bulletin is an official publication of the Department, it must be accurate and written to appeal to its audience. For example, many articles are of course prepared from Departmental sources and care must be exercised in avoiding unduly terms, "officialize" and the style and terseness of memoranda. It must also be remembered that the Bulletin is prepared for the general public and all readers will not have expert knowledge or easy access to reference material. Explanations and background information should therefore be included in the substance of an article.

Illustrations

It is desirable to lighten the text by the judicious use of maps, graphs and pictures. In the use of pictures, and in general presentations, care should be taken to ensure that the Bulletin does not lay the Department open to charges of running a "house organ". As a general rule, photographs of External Affairs personnel, including Heads of Mission, will not be used. Exceptions to this general rule may be made in cases where Canadian representatives are attending international conferences or other occasions where the inclusion of a suitable photograph (e.g. a Delegation Meeting, the visit of a Head of State or Foreign Minister to Canada) provides a simple way of catching the reader's eye and telling the story.

Signed Articles

The anonymity traditional in the Department will be maintained for articles prepared within the Department. Accounts of personal experience will normally be used only very rarely; however, a footnote may then be included saying that the article has been prepared by a member of the Department, but no name should be given.

Obituaries

Normally, obituaries should be limited to a simple notice of the death of a serving member of the Department. In special cases where, in the opinion of the Editorial Committee, the contribution of the deceased to the Department is of outstanding importance, a fuller obituary may be published. Such cases may include retired officers.

Retirement Notices

The Bulletin is an inappropriate medium for summarizing the careers of retiring personnel. Retirements and resignations should normally be simply noted under "Postings, appointments and resignations in the Canadian Diplomatic Service".

Personnel of other Departments

The section entitled "Postings, appointments and resignations in the Canadian Diplomatic Service" will be confined to officers of the Department of External Affairs.

EXTERNAL AFFAIRS MONTHLY BULLETIN
RESPONSIBILITIES OF COMMITTEE MEMBERS

Divisional representatives who serve as members of the Editorial Committee of the External Affairs monthly bulletin are expected to assist Information Division in planning the publication of a regular supply of articles. They should be on the lookout for suitable topics for inclusion in the bulletin and be prepared to see that they are provided for publication.

In summary, their duties are the following:

- (1) Attend monthly meetings prepared to suggest, discuss, confirm or substitute articles that should be prepared by their division.
- (2) Offer new articles.
- (3) Suggest articles from other divisions.
- (4) If unable to attend meetings, delegate another officer who has been briefed on proceedings.
- (5) If in doubt about the possibility of an article that has been suggested at the meeting, call the secretary as soon as possible after checking with the appropriate officer.
- (6) Canvass their divisions regularly for subjects that might be suitable for articles and follow up any possibilities.
- (7) Canvass their divisions for dates of forthcoming conferences and, when additions or changes are known, complete the list appended to the meeting agenda and return it to the secretary.

- (8) Check with appropriate officer for any material suitable for inclusion in "External Affairs in Parliament" and notify the secretary of appropriate excerpts from Hansard on or before the first of the month. (Material in this section covers the previous month.)
- (9) Remind drafting officers a few days before the 15th of the month (deadline for receipt of copy) that articles, introductions to articles and captions should be received in Information Division (care of the secretary) on time (or as soon as possible after the 15th), in three copies, double-spaced. Photo Section (26820) will obtain photos, if available.
- (10) Representatives are responsible for ensuring that promised articles are submitted to Information Division on time, complete and in the above-stated format. If an article is expected to be late, or postponed or cancelled, the secretary (2-6312) should be informed as soon as possible.

EXTERNAL AFFAIRS BULLETIN DISTRIBUTION

ENGLISH

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Depository libraries 60

Queen's Printer free list 670

- libraries
- universities
- federal departments
- embassies (Ottawa)
- schools
- newspapers
- QP book stores (for sale)

About 75 recipients outside Canada

External Affairs free list 2,000

- Department (Ottawa)
- posts abroad
- military posts
- newspapers
- libraries
- universities

About 350 addresses in Canada -
the great majority overseas

Sold by QP subscription 894

Total 3,624

FRENCH

Depository libraries 25

QP free list 226

External Affairs free list 516

QP sales 101

868

COSTS

Per issue English and French

1967-68	\$20,758	1721.50
1968-69	20,377	1698
196970 to date	9,459.70	1576.61
	(six issues)	

February 10, 1970.

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