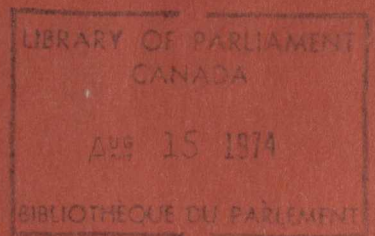




Report of the  
Standing Senate Committee on  
National Finance on

# INFORMATION CANADA



J  
103  
H7  
1973/74  
N3  
A12

Chairman  
The Honourable Douglas D. Everett

Deputy Chairman  
The Honourable Herbert O. Sparrow

Second Session  
Twenty-Ninth Parliament

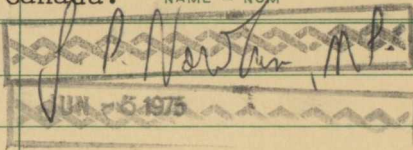
April 1974

Canada. Parliament.  
Senate. Standing  
Committee on National  
Finance, 1973/74.  
Report on Information

N3 DATE Canada. NAME - NOM

A12

2/10/75



J  
103  
H7  
1973/74  
N3  
A12



**Report of the  
Standing Senate Committee on  
National Finance on**

# **INFORMATION CANADA**

LIBRARY OF PARLIAMENT  
CANADA  
AUG 15 1974  
BIBLIOTHÈQUE DU PARLEMENT

**Chairman  
The Honourable Douglas D. Everett**  
**Deputy Chairman  
The Honourable Herbert O. Sparrow**  
**Second Session  
Twenty-Ninth Parliament**

**April 1974**

Available by mail from Information Canada, Ottawa, K1A 0S9  
and at the following Information Canada bookshops:

HALIFAX  
1683 Barrington Street

MONTREAL  
640 St. Catherine Street West

OTTAWA  
171 Slater Street

TORONTO  
221 Yonge Street

WINNIPEG  
393 Portage Avenue

VANCOUVER  
800 Granville Street

or through your bookseller

Price: \$1.50      Catalogue No. YC13-291/1-01

Price subject to change without notice

Information Canada  
Ottawa, 1974

---

© QUEEN'S PRINTER FOR CANADA  
OTTAWA, 1974

## ORDERS OF REFERENCE

On Wednesday, February 21st, 1973, the Senate resolved:

That the Standing Senate Committee on National Finance be authorized to examine and report upon the expenditures proposed by the Estimates laid before Parliament for the fiscal year ending the 31st March, 1974, in advance of bills based upon the said Estimates reaching the Senate.

On Thursday, March 15th, 1973, the Senate resolved:

That the Standing Senate Committee on National Finance be empowered to engage the services of such counsel and technical, clerical and other personnel as may be necessary for the purposes of its examination and consideration of such legislation and other matters as may be referred to it.

On Thursday, December 13th, 1973, the Senate resolved:

That the Standing Senate Committee on National Finance be authorized to publish and distribute its report on Information Canada as a supplement to its report on the Estimates laid before Parliament for the fiscal year ending 31st March 1974, adopted by the Senate on 26th June, 1973, as soon as it becomes available, even though the Senate may not then be sitting.

On Tuesday, March 19th 1974, the Senate resolved:

That the Standing Senate Committee on National Finance which was authorized in the 1st Session of the 29th Parliament on 21st February 1973, to examine and report upon the Estimates laid before Parliament for the fiscal year ending the 31st March 1974, and on 26th June 1973, to prepare and table a report on Information Canada as a supplement to its report on the said Estimates, be authorized to continue its examination of Information Canada and table its report thereon in the present Session.

## ORDER OF REFERENCE

The following reference is made to the report of the  
Committee on the Administration of the Government  
of the District of Columbia, dated and captioned  
as above, and to the report of the Committee on  
the Administration of the Government of the District  
of Columbia, dated and captioned as above.

The following reference is made to the report of the  
Committee on the Administration of the Government  
of the District of Columbia, dated and captioned  
as above, and to the report of the Committee on  
the Administration of the Government of the District  
of Columbia, dated and captioned as above.

The following reference is made to the report of the  
Committee on the Administration of the Government  
of the District of Columbia, dated and captioned  
as above, and to the report of the Committee on  
the Administration of the Government of the District  
of Columbia, dated and captioned as above.

The following reference is made to the report of the  
Committee on the Administration of the Government  
of the District of Columbia, dated and captioned  
as above, and to the report of the Committee on  
the Administration of the Government of the District  
of Columbia, dated and captioned as above.

Very truly yours,  
[Signature]

Members of the  
STANDING SENATE COMMITTEE ON  
NATIONAL FINANCE

(as at 1st April 1974)

The Honourable Douglas D. Everett, *Chairman*  
The Honourable Herbert O. Sparrow, *Deputy Chairman*  
and

The Honourable Senators:

|                      |                      |
|----------------------|----------------------|
| Benidickson, W. M.   | Langlois, Léopold    |
| Carter, Chesley W.   | Manning, Ernest C.   |
| Côté, Jean-Pierre    | * Martin, Paul       |
| Croll, David A.      | Neiman, Joan         |
| Desruisseaux, Paul   | Perrault, Raymond    |
| * Flynn, Jacques     | Phillips, Orville H. |
| Giguère, Louis de G. | Prowse, J. Harper    |
| Graham, B. Alasdair  | Robichaud, L. J.     |
| Grosart, Allister    | Welch, Frank C.      |
| Hicks, Henry D.      | Yuzyk, Paul          |

\* Ex officio Member





## TABLE OF CONTENTS

|  |      |
|--|------|
| Conclusions and Recommendations              | IX   |
| Introduction                                 | XIII |
| CHAPTER I                                    |      |
| Terms of Reference                           | 1    |
| CHAPTER II                                   |      |
| Regulation of Information Services           | 7    |
| CHAPTER III                                  |      |
| Guiding Principles                           | 11   |
| CHAPTER IV                                   |      |
| Costs of Information Services                | 15   |
| CHAPTER V                                    |      |
| Mobile Information Officers                  | 19   |
| CHAPTER VI                                   |      |
| Regional Offices                             | 23   |
| CHAPTER VII                                  |      |
| Enquiry Centres                              | 25   |
| CHAPTER VIII                                 |      |
| Communications Services                      | 31   |
| CHAPTER IX                                   |      |
| Evaluation of Private Agencies               | 33   |
| CHAPTER X                                    |      |
| Publishing                                   | 35   |
| CHAPTER XI                                   |      |
| Radio and Television, Personnel, Expositions | 39   |

## APPENDICES

### APPENDIX "A"

Zenith Service Projected Costs 43

### APPENDIX "B"

Comparative Costs of Zenith and INWATS Systems 46

### APPENDIX "C"

Costs of Combined Zenith and INWATS Systems 48

### APPENDIX "D"

Definitions 49

### APPENDIX "E"

Witnesses 51

## CONCLUSIONS AND RECOMMENDATIONS

- 1. Information Canada's role and terms of reference should be defined by an Act of Parliament which spells out Information Canada's authority and responsibilities. (Chapter I; Page 1)**
- 2. The Secretary of State should be given responsibility for all federal government information services and Information Canada should be the agency responsible to him for this purpose.**
  - a) Information Canada should not be a central information agency creating and disseminating all federal government information programs.**
  - b) The various departments of government should continue to operate and be responsible for their own information services, but the Secretary of State, through Information Canada, should regulate and co-ordinate the departmental information activities to achieve an effective overall information service to the Canadian public at the lowest possible cost. (Chapter II; Page 7)**
- 3. The major objective of Information Canada is to improve the quality and efficiency of federal government information services. It should be guided by the following principles:**
  - a) While Information Canada's main function is to regulate and co-ordinate departmental information activities to produce a comprehensive information system, it cannot avoid initiating its own information programs. However, it should keep this activity to a minimum.**
  - b) Information Canada should continually evaluate departmental information programs to ensure that they are employing the most effective techniques to fill the information needs of the public.**
  - c) Information Canada should continually evaluate the cost effectiveness of all information programs and should act to prevent waste and duplication.**
  - d) Factual and useful information on federal policies, programs and services, should be made easily available to the public. It is not the function of information services to cram information down people's throats.**
  - e) While it may be desirable to tailor information to individual, regional and special group needs, the cost of doing this can be disproportionate to the benefit. (Chapter III; Page 11)**

4. In the Blue Book of Estimates, the cost of information services should be fully and clearly shown for each program of each department and for all government agencies. Treasury Board should publish a definition so that departments will know what items should be included in information services. This definition should be developed for Treasury Board by Information Canada. (Chapter IV; Page 15)

5. Information Canada should act as the agent of the Treasury Board in screening the information budgets of all departments and agencies and advise Treasury Board regarding expenditures on information programs proposed by departments. (Chapter IV; Page 15)

6. The Mobile Information Officer program appears to the Committee to have developed into a social welfare service. As an information service it is extremely expensive on a per capita basis and as an information evaluation service it leaves a great deal to be desired. As it has a potential for excessive growth it should be discontinued. (Chapter V; Page 19)

7. The Regional Offices of Information Canada are useful when associated with bookstores and Enquiry Centres. Beyond this the function of the Regional Offices should be to evaluate the effectiveness of all departmental information programs in the various regions.

a) The number of Regional Offices should be limited to Halifax, Montreal, Toronto, Winnipeg and Vancouver.

b) The regional evaluation of departmental information programs should be largely carried out by survey and wherever possible private surveying firms' services should be utilized. (Chapter VI; Page 23)

8. One of the most successful functions undertaken by Information Canada is its Enquiry Service. This service should be improved by being based largely on telephone contact.

a) The number of Enquiry Centres should be limited to the six existing and the five planned. This would mean that there would be Enquiry Centres in each of the ten provinces with an additional Enquiry Centre in Ottawa.

b) The enquiry service should be organized so that a citizen may make a telephone enquiry to the appropriate Enquiry Centre at no charge to the citizen. The Enquiry Centre should be equipped with staff and material to give the citizen the answer to his question or refer him to the appropriate source. The telephone number should be advertised as widely as possible and should be included in a prominent place in every phone book and post office.

c) The news media should be invited to publicize, as a public service, the Information Canada Enquiry Centre in each province. (Chapter VII; Page 25)

**9. We endorse the activities of the Communications Services Branch and recommend that in developing information programs, Information Canada should not overlook the value of making use of the private sector especially if this results in costs savings through reducing the need for permanent personnel (Chapter VIII; Page 31)**

**10. Before private agencies are used by government departments, it should be necessary to have the approval of Information Canada which should develop a method for evaluating such agencies in relation to the service required of them. (Chapter IX; Page 33)**

**11. We generally endorse the activities of the Publishing Branch of Information Canada, but make the following observations:**

**a) The present six bookstores appear to be functioning well and should be continued. However, due to the high costs associated with these bookstores we endorse the decision not to open any more, but to market government publications through authorized agents.**

**b) We believe that the wide distribution of government publications is a highly important public service. Therefore Information Canada should continually monitor the authorized agents to ensure that they are making government publications easily available to the public.**

**c) We recommend that Information Canada publicize in the various media the availability of government publications through its bookstores, authorized agents and a highly efficient mail order system.**

**d) Information Canada's function of regulating departmental information services should extend to the make-up of government publications and their distribution to the public. Special attention should be given to the volume of publications which are now distributed free by government departments to recipients who, in many instances, have no interest in them. This practice should be drastically curtailed. (Chapter X; Page 35)**

**12. Government departments often tend to base their information on the printed word and to ignore the effectiveness of radio, television and audio-visual aids. Information Canada should become highly experienced in the latest audio-visual techniques and should advise departments on their use. (Chapter XI; Page 39)**

**13. Information Canada should not become a source of information personnel for government departments but should advise government departments on the qualifications required of information personnel and the methods of evaluating their performance. (Chapter XI; Page 40)**

**14. We endorse the activities of the Expositions Branch of Information Canada. (Chapter XI; Page 41)**

10. The Commission is of the opinion that the Government should take steps to ensure that the public interest is protected in the disposal of the assets of the Government.

11. The Commission is of the opinion that the Government should take steps to ensure that the public interest is protected in the disposal of the assets of the Government.

12. The Commission is of the opinion that the Government should take steps to ensure that the public interest is protected in the disposal of the assets of the Government.

13. The Commission is of the opinion that the Government should take steps to ensure that the public interest is protected in the disposal of the assets of the Government.

14. The Commission is of the opinion that the Government should take steps to ensure that the public interest is protected in the disposal of the assets of the Government.

15. The Commission is of the opinion that the Government should take steps to ensure that the public interest is protected in the disposal of the assets of the Government.

16. The Commission is of the opinion that the Government should take steps to ensure that the public interest is protected in the disposal of the assets of the Government.

17. The Commission is of the opinion that the Government should take steps to ensure that the public interest is protected in the disposal of the assets of the Government.

18. The Commission is of the opinion that the Government should take steps to ensure that the public interest is protected in the disposal of the assets of the Government.

## INTRODUCTION

In May 1973, the Standing Senate Committee on National Finance, in the course of examining the 1973/74 Estimates, decided to examine in detail the appropriation of one department, and chose Information Canada for this purpose.

The original intention of the Committee was to complete this study in time to table a Report to the Senate in June 1973, along with the results of their examination of the Estimates as a whole. It became evident that in order to do full justice to the examination of Information Canada and table a fair and impartial Report, more time and investigation would be required and so it was decided to complete the examination of this department after the summer recess in October 1973.

Ensuring that the people of Canada receive information on the organization and actions of their federal government is a most important function and in this Report we attempt to show ways and means that will accomplish this task in a more effective and efficient manner.

We wish to express our appreciation to the witnesses who appeared before us, all of whom were forthright in answering our questions. In particular we are grateful for the co-operation and forbearance of Mr. Guy D'Avignon, the Director General, Information Canada, and his staff.

We would also like to thank Mr. J. H. M. Cocks our Director of Research and Administration; Dr. George Kerr, from the Parliamentary Library; Mr. Gerard Lemire, the Clerk of the Committee; and Mrs. Dorothy Durrett, Miss Hilda Baker and Mrs. Irene Hudson.

## INTRODUCTION

In May 1973, the Council of Economic Advisors (CEA) issued its report on the economy in the second half of 1972. The report, which was published in the second half of the year, dealt with the economy of the United States and the world. It was a comprehensive study of the economy and its performance.

The report focused on the economy of the United States and the world. It was a comprehensive study of the economy and its performance. The report was published in the second half of the year. It dealt with the economy of the United States and the world. It was a comprehensive study of the economy and its performance.

The report focused on the economy of the United States and the world. It was a comprehensive study of the economy and its performance. The report was published in the second half of the year. It dealt with the economy of the United States and the world. It was a comprehensive study of the economy and its performance.

The report focused on the economy of the United States and the world. It was a comprehensive study of the economy and its performance. The report was published in the second half of the year. It dealt with the economy of the United States and the world. It was a comprehensive study of the economy and its performance.

The report focused on the economy of the United States and the world. It was a comprehensive study of the economy and its performance. The report was published in the second half of the year. It dealt with the economy of the United States and the world. It was a comprehensive study of the economy and its performance.

The report focused on the economy of the United States and the world. It was a comprehensive study of the economy and its performance. The report was published in the second half of the year. It dealt with the economy of the United States and the world. It was a comprehensive study of the economy and its performance.

The report focused on the economy of the United States and the world. It was a comprehensive study of the economy and its performance. The report was published in the second half of the year. It dealt with the economy of the United States and the world. It was a comprehensive study of the economy and its performance.

The report focused on the economy of the United States and the world. It was a comprehensive study of the economy and its performance. The report was published in the second half of the year. It dealt with the economy of the United States and the world. It was a comprehensive study of the economy and its performance.



---

## CHAPTER I

---

### TERMS OF REFERENCE

#### *Conclusions and Recommendations*

**Information Canada's role and terms of reference should be defined by an Act of Parliament which spells out Information Canada's authority and responsibilities.**

Two of the more common clichés of modern life are that "information is increasing faster than man's ability to assimilate it" and that "government is becoming increasingly remote from the governed". In support of these clichés, others can be cited to the effect that "the pace of life is rapidly accelerating; that decision-making requires more rapid and complex calculation which can only be carried out by experts; that the onrushing development of technology makes our views of human society obsolete before they are even formulated". Implicit in all these statements is an unstable division of society into a cabalistic in-group of the informed and the expert—confirming the observation that knowledge is power—and the rest of society which, by definition, is dependent on experts for a share of their knowledge, and of their power.

It is vital, therefore, that the flow of information between Canadians and their government be maintained if participatory democracy is to become anything more than a trendy phrase. The federal government must carry out its obligation to the citizens of Canada to keep them fully informed of its plans and programs. We see this flow as mainly a one-way affair where Information Canada is concerned. Although Information Canada should be

constantly aware of its effectiveness in meeting public needs for information, this aspect of its function should not develop into a form of listening post. The agency's original concept of "information in"—a continuing assessment of public attitudes and opinions regarding government programs—is unworkable and may in addition represent a by-passing of existing political institutions. While Information Canada should, as a matter of course, remain aware of issues of public concern, it is felt that a formal structure to carry out this task is unnecessary.

Canada's governments are not inclined to throw a blanket of secrecy over their operations. In some vital areas, secrecy is necessary and justifiable, in others less so, and in many, completely unjustifiable. But the Canadian public, and the news media are very often subjected to a surfeit of governmental information. Barrages of departmental press releases, ministerial statements, and press conferences constitute a sensory overload for many observers of the political process in Ottawa, to say nothing of the provincial capitals and the municipalities. Even seasoned professionals in the information field often make heavy weather of it: for the layman it is all a "buzzing, blooming confusion". It is little wonder that enquiries concerning schools are addressed to some mythical Department of Education in the Parliament Buildings, or that a demand for a municipal tax rebate turns up in Consumer and Corporate Affairs. It is not volume of information which has been lacking in Ottawa, but rationalization and efficient dissemination.

In 1969, The Task Force on Government Information handed down its Report, stating that:

"The right of Canadians to full, objective and timely information and the obligation of the State to provide such information about its programs and policies be publicly declared and stand as the foundation for the development of new government policies in this field"

To this end, the Task Force made several recommendations regarding the establishment of Information Canada:

(a) "A Council of Directors of Public Affairs (formerly Information) Divisions, from departments and agencies, serviced by Information Canada, be set up to permit a better understanding of government policies affecting all or a particular group of them, to pool knowledge on current information plans thus developing a broader view of the context in which they operate"

(b) "A central resource and services organization, to be known as Information Canada, be established in an existing Ministry. This organization would facilitate and co-ordinate the technical and operational aspects of information activities in Canada and abroad; and would be responsible for certain activities that are currently not being carried out, or are receiving inadequate attention within departments. Through its personnel and production, Information Canada should ensure that the two official languages are used as equal instruments of creativity and communication."

(c) "Offices of Information Canada be set up in stages in each of the main regions to strengthen, facilitate and co-ordinate the exchange of public information on federal programs between the regions and Ottawa".

(d) "Canada's information programs abroad be developed by the interested departments in harmony with the policies administered by the Secretary of State

for External Affairs with the advice of a board drawing its membership from the public and private sectors; and that appropriate programs be serviced by a division of Information Canada”.

The government was not slow to act on these recommendations. The Prime Minister stated in the House on February 10, 1970 that:

“Information Canada will promote co-operation among federal information offices now operating in mutual isolation. The object will be to increase effectiveness as well as to save money by reducing duplication in the use of staff and equipment and by better joint use of the government’s information resources. A similar approach was recommended by the Glassco Royal Commission on Government Organization. We expect that co-ordination will result in more coherent information, clearer and more understandable to Canadians than it has been in the past”.

After mentioning the lack of machinery for dealing with governmental information of an interdepartmental nature, and the need for Information Canada to fill this gap, the Prime Minister outlined a third reason for the establishment of Information Canada:

“to be able to learn better the views of the Canadian people. The unit is therefore designed not merely as a vehicle for dissemination of information but to provide better systems for Canadians to make known their viewpoints to their governments”.

In his statement to the House, Mr. Trudeau indicated acceptance in principle of the bulk of the Task Force’s seventeen major recommendations.

Information Canada was formed on April 1, 1970, a date which was not without significance in the eyes of its critics. Its main functions were:

“to initiate information programs on broad subjects such as federalism, which affect the nation as a whole and go beyond the responsibilities of departmental information divisions: to promote co-operation among departmental and agency information offices in major information programs and, consequently, increase effectiveness and efficiency; to advise and service, on request, departments and agencies; and to help Canadians get across their viewpoints to Parliament and government”.

Specifically, these functions were to be discharged by:

- (a) The design, provision and administration of exhibits and displays on behalf of Federal Government departments and agencies.
- (b) The provision of publishing services for departments except:
  - (i) such publishing services as are already assigned by statute to the Queen’s Printer, and
  - (ii) the publication of the *Canada Gazette*, the official documents and instruments required to be published therein, and the reports, transcripts, bills and other documents sent to the Queen’s Printer for printing by the staff of the Senate and House of Commons of Canada,
- (c) The retail distribution system and bookstores associated, and to be associated therewith as formerly operated by the Queen’s Printer.
- (d) The supervision and control of the rights and obligations in respect of the Crown Copyright in any document or other work of any kind in which it subsists.
- (e) The organization, management and direction of the staff and other resources acquired and to be acquired in respect of the administration of the consolidated information service.

The question of whether or not Information Canada is carrying out the job as defined will be dealt with in succeeding chapters. At this point it would be instructive to note the authority under which Information Canada was established. It was, in effect, created through an Appropriations Act (June 26, 1970) giving approval to the program of Information Canada. It was designated a department by Order-in-Council on March 26, 1970 (PC 1970-559):

- (a) pursuant to Section 2 of the Financial Administration Act, to designate Information Canada as a department for the purpose of that Act;
- (b) pursuant to Appropriation Act No. 2 1970, to designate the Honourable Robert Stanbury as the member of the Queen's Privy Council of Canada under which the Director of Information Canada shall administer all matters assigned to the Director by the Minister of Supply and Services; and
- (c) pursuant to Section 2 of the Public Service Employment Act, to designate Information Canada as a department for the purpose of that Act.

To say that Information Canada's status in the governmental panoply of departments and agencies is unclear would not overstate the case. Promoting co-operation among government information offices, increasing effectiveness and efficiency of said offices, and advising and servicing them on request; all require a strong hand at the helm, or at the very least a strong sense of direction if the government's information vessel is not to founder on the shoals of unrestricted growth and irrelevant projects. At present, this is not the case. We would hasten to add that this is not because of any lack of competence in the senior personnel of Information Canada. We have found them, as a whole, to be competent and thoroughly dedicated to their difficult and very often thankless task. The fault lies, we repeat, in the vagueness of its establishing authority, and the difficulties inherent in operating under it.

Something more than a vote in the yearly Estimates is required. It is felt that Information Canada would be more appropriately established by the authority of an Act of Parliament. Such an Act would define the duties, activities and responsibilities of Information Canada as a government department, and establish its relationship to information services in other government departments, to Treasury Board and to Parliament.

The Standing Senate Committee on National Finance considers Information Canada's uncertain status to be a prime area for clarification, preferably by legislative enactment as mentioned above. Other areas will be considered in the course of this Report, and it will be shown that many of the criticisms of Information Canada made during the course of the Committee's hearings, and indeed in Press and Parliament, are due to the lack of clear guidelines.

Without clear terms of reference, no organization and in particular no governmental organization, can avoid straying into areas of activity where it does not belong, nor can it escape the bureaucratic snare of unregulated, unlimited growth. On both counts, Information Canada has been judged and found wanting by critics in the Press and in Parliament. The critics are not

to be blamed for their perception of Information Canada's faults, but the reason for the less-than-desirable by-products of Information Canada's development should be made clear in order to lend perspective to the situation. The Committee is fully aware of these faults, but is aware also of the handicaps under which Information Canada has laboured. To paraphrase Winston Churchill's comment on Bolshevism, the critics of Information Canada have maintained that it should have been strangled at birth. Whether or not bureaucratic infanticide should become a recommended method of governmental reorganization is not the issue here. Information Canada was thrust into the mainstream of political controversy from the outset, a burden which few government departments have suffered, and has been subject to intense internal and external pressures ever since.

While it is neither a bureaucratic ogre nor a boondoggle at the taxpayer's expense, it is felt that Information Canada's activities must be regularized and made subject to more stringent controls.



---

## CHAPTER II

---

### REGULATION OF INFORMATION SERVICES

#### *Conclusions and Recommendations*

**The Secretary of State should be given responsibility for all federal government information services and Information Canada should be the agency responsible to him for this purpose.**

- a) Information Canada should not be a central information agency creating and disseminating all federal government information programs.**
- b) The various departments of government should continue to operate and be responsible for their own information services, but the Secretary of State, through Information Canada, should regulate and co-ordinate the departmental information activities to achieve an effective overall information service to the Canadian public at the lowest possible cost.**

We have already indicated the confusion which arises from too much information from too many sources bombarding the individual who is hard put to absorb it all, much less make some evaluation of it. To say this is not to advocate some extreme on the opposite side, some central information agency which would provide information to the public on a pre-selected, pre-evaluated and pre-packaged basis. Where knowledge and information are the monopoly of the few, the conditions of modern society would ensure that political power would also be concentrated in the hands of the few. Under such circumstances, the majority is barred from effective participation in the organization and running of the State. It does not require the historian's unflinching 20/20 hindsight to realize the implications for Canadian society of such a monopoly.

While it is easy to reach for the club of totalitarianism in order to beat down government initiatives in the provision of information, the issue in Canada is more prosaic. A central information agency providing all kinds of information to all Canadians is less of a threat to the liberties of citizens than it is a threat to efficient dissemination of information.

As The Task Force on Government Information stressed, the characteristics of various political systems and the inter-relationships between government bodies and levels of government have enormous influence on the nature of social communications:

"The legislative, the governmental, the judicial and the administrative branches of government—through their separate natures, activities and inter-relationships—all determine certain types of the information flow. They condition the flow of information from other sources. The information flow in a federal system is clearly different from the one in a unitary state. In Canada, the open federal-provincial constitutional conference generates a type of information that, in a unitary state, could not exist.

States are becoming increasingly involved in social communications. It is worth remembering that however important the state becomes in this field, it remains one among many participants, and the other participants never stop influencing it".

(To Know and Be Known, II, 15)

Canada's open society leaves no room for an Orwellian Ministry of Truth, and despite the cries of the more extreme parliamentary and press critics, Information Canada is ill-suited to such a role. Until jackboots, torture chambers and the 2 a.m. knock on the door become everyday features of Canadian life, such a notion is absurd. But, as the above quotation indicates, information flows in all directions, from every conceivable source to every conceivable recipient. A central information agency, even for federal activities, would be more likely to produce an artificial and unnecessary bottleneck rather than a rational path to popular enlightenment.

That there is overlapping and waste in the overall information activities of government departments is irrefutable but this does not deny the necessity of having these information activities. Farmers, processors, wholesalers and retailers must know what the Department of Agriculture is up to. Veterans must be informed of the legislation affecting their benefits. All citizens must know how changes in tax policy affect them. One central information bureau may have the superficial virtue of being the ultimate in rationalization, but rationalization is not an automatic guarantee of efficiency. It is more likely that a central information agency would develop along the lines of early models of the universe, with cycles and epicycles of sub-agencies and bureaux established to deal with the multitude of information areas, with the inevitable creation of a ramshackle, unworkable bureaucratic monster.

It is far better, we think, that Information Canada refrain from taking over the public relations and information duties of such large departments as Agriculture or Industry, Trade and Commerce, and concentrate instead



on regulating and co-ordinating their activities, with a view to preventing waste of public money and government talent because of duplication of effort and lack of appreciation of the various means of communicating with the public. The departmental knowledge of specialists in the larger government departments is something which Information Canada cannot, and should not attempt to, emulate. Government policies which affect these departments should be explained by the departments themselves, not Information Canada. As the government's expert in the field of communicating information however, Information Canada should have a vital role in showing the departments of government how they may best pass the necessary information to the appropriate audience. It should be made clear to all departments that this is government policy and is not something which is to be left to the discretion of individual departments. At issue here is the question of good management of human and physical resources, rather than the acquisition of technical expertise. Departments are understandably reluctant to bow to the authority of outsiders and Information Canada is very often considered as such by departmental information personnel. If its role is properly defined, however, there would be no need for departmental suspicions about Information Canada. If it is clearly seen to be a co-ordinating and assisting body, rather than a supplanting or absorbing one, the overall information program of the federal government could be carried out with greater efficiency and economy.

To this end, Information Canada must be backed by the authority of a Minister of the Crown who is responsible for all federal government information services. We recommend that this Minister be the Secretary of State whose portfolio responsibilities already include several agencies in the broad areas of culture, education and information.

At the same time the problem of Information Canada's relations with the government of the day should not be minimized. To a certain extent, its independence from political interference is maintained by the hiring of its personnel through the Public Service Commission, and through the nature of its functions. It does not exist to criticize the government's policies, but to put out information about them and to provide citizens with information about federal matters affecting their lives. In this respect it is very different from, for example the Canadian Broadcasting Corporation, which is a Crown Corporation with an information function, but with complete autonomy to criticize the government when it sees fit. But even with a redefined authority as a regulating and co-ordinating body, Information Canada will always run the risk, as it has done in the past, of being regarded as a government propaganda machine. There is little likelihood of this attitude changing, save with time and an objective judgement on its day-to-day operations.

The following are the names of the members of the American Medical Association who have been elected to the office of President for the year 1917. The names are listed in alphabetical order of their surnames. The names are: [Faint text listing names]

The following are the names of the members of the American Medical Association who have been elected to the office of Secretary for the year 1917. The names are listed in alphabetical order of their surnames. The names are: [Faint text listing names]

20

---

## CHAPTER III

---

### GUIDING PRINCIPLES

#### *Conclusions and Recommendations*

The major objective of Information Canada is to improve the quality and efficiency of federal government information services. It should be guided by the following principles:

- a) While Information Canada's main function is to regulate and coordinate departmental information activities to produce a comprehensive information system, it cannot avoid initiating its own information programs. However, it should keep this activity to a minimum.
- b) Information Canada should continually evaluate departmental information programs to ensure that they are employing the most effective techniques to fill the information needs of the public.
- c) Information Canada should continually evaluate the cost effectiveness of all information programs and should act to prevent waste and duplication.
- d) Factual and useful information on federal policies, programs and services, should be made easily available to the public. It is not the function of information services to cram information down people's throats.
- e) While it may be desirable to tailor information to individual, regional and special group needs, the cost of doing this can be disproportionate to the benefit.

We have already expressed our opposition to a central information agency on the grounds that it is not an efficient means of getting information to the people. This, we feel, is not the proper role for Information Canada, although many of its critics claim that it is acting as a central information agency, with more independence than it actually possesses. The Committee considers that as a regulating and co-ordinating agency, Information Canada should de-emphasize its role as an initiator of information programs. An example of such programs was the heavily criticized Automated Information Monitoring Services (AIMS). Although the project never got off the ground, it was proposed that Information Canada create the electronic equivalent of a newspaper clipping service, supplying clients—for a fee—with news items concerning the federal government culled from 76 daily newspapers, eleven AM radio stations and 44 television stations, including the national networks. Quite apart from the fact that such a service would compete with similar businesses in the private sector, Information Canada was on dubious ethical grounds. As editorialists rightly pointed out, workers in communications media would not look favourably on the pirating of their creations by a government agency.

This kind of ambitious scheme really fills no felt need. The only result was to subject Information Canada to further criticism, in this case well merited. This does not mean to say that Information Canada should travel only in well-defined grooves. There are many and varied information needs not covered by existing programs, and they should be continually sought out and pinpointed. For example, changes in government policy with regard to native peoples in the North may have some effect on those in the southern part of Canada too, and Information Canada should be aware of such instances and should ensure that those affected by, or interested in such policy changes, may be fully informed of them by the department concerned. As examples of information of general application successfully furnished by Information Canada, we may cite the publicizing of the Local Initiatives Program which involved the successful co-ordination of the information efforts of approximately ten departments, and the publication of Citizens' Guides which give a capsuled account of subjects of current concern.

Such an approach to supplying information may be less spectacular than an AIMS program, but it is certainly less abrasive and more in line with the ideals of a regulating agency. Similarly there are many "grey areas" of government policy which are not the exclusive responsibility of any one department. External Affairs, Industry, Trade and Commerce, and National Defence may all be involved in some overseas trade negotiations, and Information Canada should work with their information services to produce the necessary information packages without the omissions and duplications which would result if each went its own way.

Very often, there arises a public need for certain kinds of information, to which a department may be slow to respond, or to which a number of

departments might respond. For example, public confusion over the energy crisis might have been mitigated by a co-ordinated clear statement from the Department of Energy, Mines and Resources on its implications at some early stage. We feel that Information Canada should be alert to this kind of need, by keeping its finger on the public's pulse. The nation's majority is not necessarily silent, but it does not usually speak with one voice; feedback from the public should be an important concern of Information Canada. Public opinion research is not exactly a primitive science, and Information Canada should employ its techniques and skilled practitioners both to gauge the effectiveness of government information programs and to determine, as far as is possible, the information needs of the public.

Such a professional approach to the public's need to know should enable Information Canada to acquire considerable expertise in the area of information techniques as applied to the Canadian scene, and enable it to build up a store of experience and knowledge of this highly technical field from which all government departments could benefit. At present the cost effectiveness of Information Canada's techniques in this area are extremely dubious. Until the position of Information Canada's role vis-à-vis that of government information services is clarified, the potential for waste, duplication and omission in all government departments remains serious.

With regard to the approach of certain information personnel to their jobs, the Committee was struck by the assumption that their mission was one of education or social service rather than information. This is most clearly seen in the case of the Mobile Officer Scheme which is being tested in Nova Scotia and Manitoba, and which will be dealt with more fully in a later Chapter. While it may be desirable to have direct contact between the Information Officer and his client, the notion that the government has a mandate to go out and thrust information upon people, whether they need it or not, whether they want it or not, is questionable in terms of both cost and communications effectiveness. While the missionary zeal of many Information Canada officers is admirable as an expression of social concern and their desire to communicate directly with the public, it is felt to be wasted effort insofar as the aims of a government *information* agency is concerned. Both the Committee and witnesses from Information Canada agreed that communicating on a person-to-person basis is the least cost efficient means of getting a message across. While there are well-defined groups or regions in the country to which information may be specifically directed, the notion that information must be tailored to suit every conceivable interest should be discouraged. When one considers the enormous variety of interests, opinions, and needs covered by such blanket terms as "youth", "the disadvantaged", "ethnic minorities", "urban dwellers" or "native peoples" it is obviously not realistic to shape information to fit ambiguously defined sub-groups and still keep down costs. Even with the most careful attention to defining such groups and assessing their specific needs, there is no guarantee that an information

program will be effective. The Committee feels that, depending upon the requirements of the situation, information programs should be aimed at the widest possible sections of the population.

The failure of Information Canada to cut down on the numbers of information personnel employed by government has been one of the major criticisms levelled at it from the beginning. We recognize the validity of this criticism. We recognize also that if Information Canada's role had been properly defined from the beginning such criticism might have been averted. Expense and proliferation of personnel have been prime concerns in the Committee's deliberations. Our recommendations and conclusions are directed towards the greater rationalization of Information Canada's services, especially in its role as a co-ordinating and monitoring agency. In this role, the Committee realizes that the successful implementation of Information Canada's programs may result in an expansion of the personnel complements of the various Government Departments. However, Information Canada should bring greater consistency to the whole spectrum of government information services and should ensure that any addition to their complements or budgets are fully warranted.

---

## CHAPTER IV

---

### COSTS OF INFORMATION SERVICES

#### *Conclusions and Recommendations*

**In the Blue Book of Estimates, the cost of information services should be fully and clearly shown for each program of each department and for all government agencies. Treasury Board should publish a definition so that departments will know what items should be included in information services. This definition should be developed for Treasury Board by Information Canada.**

**Information Canada should act as the agent of the Treasury Board in screening the information budgets of all departments and agencies and advise Treasury Board regarding expenditures on information programs proposed by departments.**

One of the more striking features of the testimony given in the course of the Committee hearings was that no one quite knew what information was, at least for accounting purposes. The Blue Book of Estimates for example, does not list information as a separate activity for many departments; in fact only six departments out of approximately thirty listed some form of information services including public relations in the Blue Book as a Program or an Activity supporting a Program, the rest having included information in their Administration Program or having combined it with other activities.

Estimating the costs of government information services has always been a difficult art, due at least partly to the evolving nature of our concepts of

information. To arrive at a definition of information which would suit both the accountant and the professional purveyor or theorizer of information would seem to be a hopeless task. This problem, like so many others, was touched on by the Task Force on Government Information:

"The main problem lies in the fact that Treasury Board has not required departments to record their information costs separately. Indeed there has been no definition by the Treasury Board of either information or information services; and the departments have, therefore, recorded information costs as they thought appropriate".

(To Know and Be Known, II, 141).

In attempting to find out the costs of information in the federal government, the Task Force issued a questionnaire asking the various departments to list all costs directly associated with their information processes. Many departments could not separate information costs from the total administration budget in which they were included. Some could not categorize their costs (e.g. advertising, public relations) as specified in the questionnaire.

The Committee understands how difficult it is to get at the true cost of government information. Nevertheless we have made an attempt, as follows, to *estimate* the total cost of information to the federal government using the Blue Book of Estimates.

For the Fiscal Year ending March 31, 1974, it is observed that Table 6 (The Budgetary Estimates for 1973/74 by Standard Objects of Expenditure) shows a total of \$60.3 million for information for all departments. It is further observed that only four departments in their Administration Programs have shown a separate activity which is purely for information.

Definitions of Activities and Objects of Expenditure can be found in Appendix "D".

The following Table shows the relationship between the information Activity and the Object of Expenditure for information in each of these four departments:

| <i>Department</i>                   | <i>Activity</i> | <i>Object of Expenditure</i> | <i>Difference</i> | <i>Approximate Percentage of Object of Expenditure Which Represents Difference</i> |
|-------------------------------------|-----------------|------------------------------|-------------------|--|
| Agriculture.....                    | \$1,871,000     | \$1,172,000                  | \$699,000         | 60%  |
| Consumer and Corporate Affairs..... | 1,737,000       | 955,000                      | 782,000           | 82%  |
| Manpower and Immigration.....       | 901,000         | 195,000                      | 706,000           | 362%   |
| Secretary of State.....             | 1,525,000       | 882,000                      | 643,000           | 73%  |



The differences shown between the Activities and Objects of Expenditure in the above Table represent the costs of Objects of Expenditure other than Information. As an example the \$699,000 shown against Agriculture would include the costs of one or all of the following applicable to Information Services:

- salaries and wages
- transportation and communications
- professional and special services
- rentals, purchases, repairs and upkeep
- utilities, materials and supplies
- all other expenditures

Excluding the large percentage for Manpower and Immigration the average of the other three departments shown in the Table is approximately 72%. The average percentage for all four departments is approximately 144%. Applying these percentages to the total of \$60.3 million shown for information under Objects of Expenditure in the Estimates, the resultant figures come to, in the former approximately \$104 million and in the latter \$147 million. It should also be borne in mind that these amounts do not include the cost of information services in a number of Crown Corporations not shown in the Blue Book of Estimates.

It is, therefore, concluded that the total cost of information within departments and agencies of the federal government shown in the Estimates, exceeds \$100 million and is more likely to be closer to \$150 million. If all Crown Corporations not shown in the Estimates were to be included it is our opinion that this figure could be as high as \$200 million.

Notwithstanding the difficulties involved in disentangling information costs from general departmental budgets, it is felt that the Task Force's approach is a logical method of identifying information for accounting purposes. The information process is divided into five main categories: advertising, audio-visual, press relations, public relations, publications. This may be rather arbitrary, but so is a financial statement. In any case, the aim is to define information for budgetary purposes. To give a more complete idea of the Task Force's breakdown of the information process, we cite the following:

**ADVERTISING** includes the preparation and insertion of ads in selected or general publications for promotion purposes; the production of spot T.V. and radio commercials.

**AUDIO-VISUAL** includes the preparation, production and distribution of radio tapes or T.V. clips (films covering news and feature material) of radio and T.V. shows; the production and distribution of documentary films, motion pictures, video-taped material, slide presentations; the production of transparencies, still photographs and posters; the production and presentation of exhibits and displays.

**PRESS RELATIONS** include the preparation and distribution of any material intended for the written press; news releases, news feature material, progress supplements; and the operation of a news wire service.

**PUBLIC RELATIONS** include speech-writing, the preparation of non-political meetings and conferences; the preparation and supervision of visits of foreign journalists or dignitaries.

**PUBLICATIONS** include the preparation, production and distribution of annual reports, of scientific and technical publications and of some regulatory or instructional publications for internal or external use.

**OTHER MEDIA** include salaries and all other direct costs which the departments and agencies were not able to allocate to the other headings.

In view of the amount of money involved in this important area, it is considered that the cost of information services be included separately in the Estimates for each department, and this can be done by showing it as a Program or an Activity supporting a Program.

It is also realised that before this can be done, it would be necessary that a definition of information services be prepared before departments could estimate their requirements in this area. It is considered that this definition should be developed for Treasury Board by Information Canada, using the Task Force's breakdown, mentioned in the penultimate paragraph as a guide.

The power of the purse being perhaps the most persuasive means of control over government activities, Treasury Board must loom large in any departmental reckoning of information expenditures. Once the cost of information services is broken out as a Program or an Activity supporting a Program, within the Estimates, a role which Information Canada should be given to assist it in its regulating and co-ordinating function of federal information services, would be to act as an agent of Treasury Board in screening these departmental information budgets before they go into the Estimates. This screening process would ensure that departments were not over-spending in hardware which was already available elsewhere, duplicating programs or projects, creating a group to perform a function which can be better handled by another department and/or Information Canada, and that Treasury Board would be advised by an independent and knowledgeable body on matters pertaining to information.

We would add that, as a further guarantee of fiscal responsibility, Supplementary Estimates should not be used unless some emergency initiative on the part of the government necessitates the launching of a particular information program.

---

## CHAPTER V

---

### MOBILE INFORMATION OFFICERS

#### *Conclusions and Recommendations*

**The Mobile Information Officer program appears to the Committee to have developed into a social welfare service. As an information service it is extremely expensive on a per capita basis and as an information evaluation service it leaves a great deal to be desired. As it has a potential for excessive growth it should be discontinued.**

At present, the Mobile Information Officer schemes, begun in Manitoba and Nova Scotia, are pilot projects designed to test the feasibility of extending the services of the enquiry centres beyond their centres of operations in the cities. This involves investigating the need for such services, and Information Canada has conducted extensive enquiries in those regions to that end. The Mobile Officers' functions, as Information Canada sees them, are to:

1. Act as referral points in the less-informed areas.
2. Convey departmental program information into these areas.
3. Create additional outlets for departments by tapping community resources and local media.
4. Support departments with offices in these areas.
5. Keep departments informed about developments in areas of interest to them.

6. Advise Information Canada senior Regional Officers about the area information needs.

These categories are not rigid; Information Canada admits that some departments may not use any of these services, while others may require services not listed. The aims of the Mobile Officer Scheme are summarized in another Information Canada document:

"The mobile officers are an attempt to make federal government information relevant to localized situations. There is no gimmickry, like expensive audio-visual equipment involved. It is face-to-face dialogue for the most part. On a larger scale, the mobile officers will help create links between federal departments and the communities/areas in which they work. They will try to identify community information needs. They will advise Information Canada regional staff on developments requiring special information programs. Lastly, they provide federal departments with information capability in areas previously by-passed. These officers, it is important to add, will be attempting to utilize and support existing community resources, such as libraries. Ultimately a local network should be formed and the mobile officer able to move on to a new area".

(Information Canada Regional Mobile Projects, 1973)

The program is certainly innovative and ambitious and has attracted some very dedicated and industrious people to the ranks of the Mobile Officers. Yet, if any aspect of Information Canada's operations aroused the concern of the Committee, this was it. The concern was profound and at the same time regretful. It was obvious that the Mobile Officers were sincere and hardworking, but it was felt that what they were doing was furnishing little information and performing instead social welfare tasks. This is not the purpose of Information Canada. We will resort once more to Information Canada's words. In an addendum to a report prepared by the Senior Regional Officer for the Atlantic Region, several items illustrating the activities of Mobile Officers were presented. A selection follows:

"Mobile Officers are frequently directed by municipal councillors to problem areas in their districts, as they feel the Mobile Officer is in a better position to answer questions than they are themselves".

"A Public Health nurse was overheard telling some people how valuable Information Canada is to her. She can now give more attention to medical problems, referring her clients' other problems to the mobile officer. This previously took a good deal of her time. The mobile officer frees her to devote more time to her specific area of responsibility, and also serves her clients better as he is able to speed up the process by which they receive CAS, UIC, Workmen's Compensation, Social Assistance, etc.".

"Mobile Officers are extremely active as liaison between citizens and various levels of government. For example, one mobile officer is currently involved in: setting up meeting between NFB producer interested in filming senior citizens in black community and a key person in such a community; setting up liaison between a funding agency and community needing funds; setting up meeting of school principal and Secretary of State".

*C'est magnifique, mais ce n'est pas l'information.* That there are real social needs to be met all over Canada is a truism, but the job of solving them is

not the responsibility of Information Canada. There seems to be, among the Mobile Officers, a great deal of confusion over their role, which is not that of counselling people about social problems, but only the furnishing of information. Some of this confusion may be due to the educational and occupational backgrounds of these officers. Most of those in Nova Scotia have a social service background, but the Manitoba officers have a greater proportion of people with experience in communications.

Nevertheless it was strongly felt by the Committee that Information Canada is treading on dangerous ground by undertaking this kind of job. Despite the protestations of Information Canada that the mobile officer's main task is the creation of information networks which can be used on a continuing basis, and that such a process would lead to the eventual liquidation of the Mobile Officers' position, the Committee considered that the likeliest outcome of the program would be a situation of permanent dependency of clients on the Mobile Officers, and an uncontrollable proliferation of the whole scheme. With the best intentions and the best personnel in the world, self-liquidating schemes rarely turn out that way, especially if financed by the inexhaustible "Horn of Plenty" which is the taxpayer's pocket. Even in the most hopeful forecast, that of Information Canada's Director General, the dangers of excessive growth are obvious:

"We operated the mobile units in Nova Scotia and Manitoba for about \$200,000—plus, I suppose, some support from the headquarters, which might increase this to \$250,000-\$260,000; and instead of twelve man-years perhaps fourteen to sixteen man-years, if we use the back-up. We feel that to operate in the whole of the Atlantic and Prairie regions, that is, seven provinces instead of two, including Labrador, would cost in the next fiscal year, because it will be a phased-in operation, in the neighbourhood of \$550,000 and about 40 man-years in actual usage of man-years. But by the end of the fiscal year, we would have 51 mobile officers and back-up people, and the yearly cost would be, at that time, about \$750,000—that is, to service seven provinces and Labrador".

(Proceedings, 9 : 7)

Costs could be kept under control only if the self-liquidating feature of the scheme could become a reality, and the Committee sees no likelihood of bureaucratic *hara-kiri* in this case. The Director of Regional Operations has himself said that disposing of the project will be difficult to do in some areas (Proceedings 9 : 23). Again, the objection was raised that this kind of one-on-one counselling service is an inherently expensive way to convey information (if counselling is regarded as an aspect of the information function). As a means of evaluating government information programs it is, to say the least, unscientific, being prone to all the emotional and cultural bias which is an inescapable feature of close involvement in the subject. To repeat, social service is not the function of Information Canada.

The response of community organizations to the Mobile Officer scheme was very favourable, however, and the Committee is of the opinion that Information Canada should encourage the use of local groups and facilities as

much as is consistent with the aims of an information agency. Community information centres, libraries, church groups, etc., should be repositories of government pamphlets and should be a source to which people can turn for initial information on government policies, programs and services, supplied regularly and routinely by Information Canada through the use of mail and/or telephone facilities. These local organizations should, in turn, be encouraged to make maximum use of the Enquiry Centre in their area.

---

## CHAPTER VI

---

### REGIONAL OFFICES

#### *Conclusions and Recommendations*

**The Regional Offices of Information Canada are useful when associated with book stores and Enquiry Centres. Beyond this the function of the Regional Offices should be to evaluate the effectiveness of all departmental information programs in the various regions.**

- a) The number of Regional Offices should be limited to Halifax, Montreal, Toronto, Winnipeg and Vancouver.**
- b) The regional evaluation of departmental information programs should be largely carried out by survey and wherever possible private surveying firms' services should be utilized.**

We have already dealt with the question of Mobile Officers, and we hasten to point out here that the Mobile Officers are just one part of Information Canada's Regional Operations, which includes both book stores and enquiry centres as well. These latter aspects will be dealt with later.

Regional Operations include also research into the information needs of the public in the various regions, and evaluation of government information programs. The Committee agrees that this work should continue, with the regional offices co-ordinating the work of the departmental information services in their respective areas. The regional offices, however, should not be allowed to proliferate but should be based in the cities of Halifax, Montreal, Toronto, Winnipeg and Vancouver.

In this way, the number of people required to run Information Canada's regional operations should remain relatively low, and their main function should be to evaluate the effectiveness of government information programs and make suggestions for improvements. The regional offices should employ survey techniques wherever possible to carry out this function (which would be periodic rather than continuous) and should make use of private surveying firms for this purpose, on the grounds that employment of regular staff for this purpose would be uneconomic.

It would be relevant at this point to emphasize that using Mobile Information Officers as a means of gauging citizens' feelings about government programs is not necessarily the most efficient way of performing this function, on the grounds that human biases would inevitably undercut whatever validity their objective observations contained, and that the sample of opinions obtained would be insufficient for any quantitative judgement: unless, of course, an enormous number of Mobile Officers were employed, in which case the cost would be prohibitive.



---

## CHAPTER VII

---

### ENQUIRY CENTRES

#### *Conclusions and Recommendations*

**One of the most successful functions undertaken by Information Canada is its Enquiry Service. This service should be improved by being based largely on telephone contact.**

- a) The number of Enquiry Centres should be limited to the six existing and the five planned. This would mean that there would be Enquiry Centres in each of the ten provinces with an additional Enquiry Centre in Ottawa.**
- b) The enquiry service should be organized so that a citizen may make a telephone enquiry to the appropriate Enquiry Centre at no charge to the citizen. The Enquiry Centres should be equipped with staff and material to give the citizen the answer to his question or refer him to the appropriate source. The telephone number should be advertised as widely as possible and should be included in a prominent place in every phone book and post office.**
- c) The news media should be invited to publicize, as a public service, the Information Canada Enquiry Centre in each province.**

The Committee considers the enquiry service to be among the most valuable and potentially the most significant aspect of Information Canada's operations, from the point of view of effective contact between Canadians and the federal government. A brief look at the most significant statistics

of the Enquiry Centres' operations will reveal the importance of the operation.

According to Information Canada's report for the fiscal year ending March 31, 1973, the Book Stores and Enquiry Centres handled 355,080 requests for information. The average time required to answer a telephone enquiry was 8.9 minutes, while the response to written enquiries took an average of 7 days. Forty-nine percent of these queries could be answered in two minutes or less. The Committee was informed by Information Canada that of the 355,080 enquiries, 196,193 were handled by Enquiry Centres alone during the period 1972-73, broken down as follows:

| <i>Centre</i>  | <i>Telephone</i> | <i>Letters</i> | <i>Walk-Ins</i> | <i>Total</i> |
|----------------|------------------|----------------|-----------------|--------------|
| Halifax.....   | 1,350            | 120            | 320             | 1,770        |
| Montreal.....  | 45,026           | 629            | 1,033           | 46,688       |
| Ottawa.....    | 38,838           | 29,488         | 3,620           | 71,946       |
| Toronto.....   | 31,158           | 424            | 3,789           | 35,371       |
| Winnipeg.....  | 22,473           | 714            | 2,794           | 25,981       |
| Vancouver..... | 14,437           | —              | —               | 14,437       |
| Total.....     | 153,282*         | 31,375         | 11,536          | 196,193      |

\* The majority of these telephone enquiries were local calls since neither the Zenith nor the INWATS Systems were in operation—see pages 27 to 28.

It is evident that public response to the Enquiry Centres is highly favourable. What is most notable about the public's use of the centres is the very high proportion of telephone enquiries. The Committee considers this proportion of extreme significance and strongly endorses the development of this particular means of informing the public. Information Canada will add five new centres in Alberta, Saskatchewan, New Brunswick, Prince Edward Island and Newfoundland, a move which the Committee considers favourably, as extending rational use of Information Canada's facilities to each of the ten provinces. The Enquiry Centres should be encouraged to maintain liaison with the provinces so that enquiries concerning provincial matters may be suitably re-directed.

The research staff of the Committee tested the Enquiry Centres by telephoning queries to the six Centres. The enquirers did not reveal their identity. Some of the questions were simple and required brief answers. Others were more complex and required a little more initiative on the part of the Enquiry Centre personnel. In almost every case, the calls were handled in a helpful and pleasant manner and the answers were, in the majority

of cases, correct. The few exceptions, it was felt, could have been the result of inexperience or lack of training, and these are easily corrected faults.

Prior to the installation of the Enquiry Centres, the citizen had to find his own way through the maze of federal departments and agencies. The Enquiry Centres are a most efficient and logical way out of this maze and their use should be encouraged to the maximum.

As a corollary to its approval of the Enquiry Centres' function, the Committee looks with favour on the adoption of some form of telephone service to make Information Canada's facilities even more widely available. In this conclusion, we were encouraged by the experience of Revenue Canada, Taxation, which made use of Zenith facilities during the 1973 tax return filing period. Revenue Canada began making the arrangements to employ the system in June 1972, and it went into operation throughout Canada on January 2 of the following year. The Government Telecommunications Agency acted as Revenue Canada's intermediary with the Trans-Canada System. Revenue Canada considers the Zenith service to be worthwhile, as indicated by the decrease in errors on 1972 tax returns, and is continuing the service.

Going by the experience of Revenue Canada, the operation of the system is not complicated. A caller simply dials the nearest long-distance Operator and asks for the Zenith number. The Operator completes the call by dialing the number designated for that particular Enquiry Centre. The caller is then connected with an enquiry officer assigned to the Zenith position.

All accounts for Zenith service, listings and toll charges, are sent to Trans-Canada Telephone System in Ottawa, which bills the Government Telecommunications Agency, which in turn would bill Information Canada, adding an overhead fee which finances continuing activity to minimize the cost per call and ensure adequate access lines are available.

The Government Telecommunications Agency supplied the Committee with figures on the estimated cost of a Zenith service for Information Canada. These will be found in Appendix "A" to this report. Taking the estimated yearly cost of a Zenith system for the whole of Canada, approximately \$360,000 (Appendix "A"), and adding to this the cost of 36 enquiry officers to handle the local telephone lines required (Appendix "A" page 44) which would amount to an estimated annual cost of \$310,000, the total would come to \$670,000. This may be compared with the Director General, Information Canada's estimate of the yearly cost of a Mobile Officer Scheme in seven provinces and Labrador: \$750,000.

We also received from the Government Telecommunications Agency figures showing the advantage of using another system called INWATS in provinces where this service is available, because it can be more economical. INWATS is a one-way incoming type of long distance service allowing a customer to receive calls from designated areas at no charge to the originating caller. Most INWATS will be dialed by the calling party but where Direct

Distance Dialing is not available, calls to INWATS may be placed through an operator. The cost of a Zenith system increases with the increase in the number of calls and the length and distance of each call. At a certain point this cost will usually exceed that of a full time INWATS circuit which has a maximum cost for an unlimited number of calls for an unlimited time within the capacity of that circuit.

Appendix "B" gives a comparison of costs between province-wide Zenith service and province-wide INWATS service, where offered, using the present estimate of the number of calls per month and also showing the comparative costs when the number of calls are expanded by 200 and 300 percent. In Appendix "C" it is shown that a combination of Zenith and INWATS installed across Canada would cost approximately \$309,000, which added to an estimated cost of 38 enquiry officers amounting to \$325,000 would total \$634,000. This combination we recommend.

It is acknowledged that the costs of whatever system is installed will increase, partly due to the growth of population and the inevitable toll of inflation, but mostly as a result of the use made of the system by Canadian citizens which would be tied directly to the public's need for information.

While the use of a telephone system will almost inevitably have its teething troubles, run-away costs will not be one of them. There will be, of course, a one time initial cost for facilities to accommodate the additional enquiry officers to handle this system, which would not be excessive. At some point in the future when the volume of traffic warrants it the possibility of a flat rate for unlimited calling should be looked into.

Information Canada would receive from the Government Telecommunications Agency advice regarding which system is more economically feasible in any given situation, as well as continuing financial and technical management of the service.

We would recommend that the Information Canada telephone number be printed in the front of every telephone book. To many people the prospect of writing a letter to officialdom is uninviting, and presenting oneself to a bureaucrat in order to obtain information is even more intimidating. Seeking information by telephone is an anonymous process, it is faster, and it is much less inhibiting to those whose standards of literacy make written communication difficult. We would add, however, that the training of Enquiry Officers should emphasize both sympathetic handling of genuine calls for government information, and firmness in turning away frivolous enquiries.

It may take a little time for the people to become completely acquainted with the idea of telephoning long-distance for government information, but because of its costs being more directly attributable to the public's needs and the nation-wide coverage possible, the Committee feels that this is the most economical way of reaching the majority of citizens outside the major metropolitan centres, without becoming involved in social welfare work. The

fact that having a combined Zenith and INWATS system which will require different numbers in various provinces is a relatively minor disadvantage compared with the savings in cost. We expect the system to be given wide publicity through telephone directories and through the print and broadcast media, which should be invited to publicize frequently the local Enquiry Centre address and telephone number, as a public service.

To maintain the efficiency of the Enquiry Centres it follows that their back-up service should continue to be developed to cope with the increasing public demand for information. Indexing and cataloguing of published government information material should continue, in accordance with the needs of the Enquiry Centres to convey available information to citizens in the most attractive and efficient manner possible.

the first part of the century, the country was a vast, unbroken plain, with a few scattered settlements. The population was small, and the land was fertile. The climate was mild, and the soil was rich. The people were simple and hardworking. They lived in small villages and worked the land with their hands. The land was divided into small plots, and each family worked its own plot. The people were poor, but they were content. They had no money, but they had their land and their families. They lived in simple huts made of mud and straw. They wore simple clothes made of wool. They ate simple food made of bread and meat. They were happy and satisfied with their lives. They had no ambitions, no dreams, no hopes. They were content with what they had. They were simple and unambitious. They were the people of the past.

As the century progressed, the country began to change. The population grew, and the land was cultivated more intensively. The climate became more severe, and the soil became poorer. The people became more sophisticated and ambitious. They began to trade with each other, and they began to accumulate wealth. They built larger and more elaborate houses. They wore finer clothes. They ate more luxurious food. They had ambitions, dreams, and hopes. They wanted more. They wanted to be rich and powerful. They wanted to live in comfort and luxury. They were no longer simple and unambitious. They were the people of the present.

The changes that were taking place in the country were not without their dangers. The growing population led to a shortage of land, and the soil became exhausted. The climate became more unpredictable, and the people suffered from drought and famine. The growing wealth led to social inequality, and the rich became richer while the poor became poorer. The people became more selfish and greedy. They cared only for themselves and their families. They no longer cared for their neighbors or their country. They were the people of the future.

---

## CHAPTER VIII

---

### COMMUNICATIONS SERVICES

#### *Conclusions and Recommendations*

**We endorse the activities of the Communications Services Branch and recommend that in developing information programs, Information Canada should not overlook the value of making use of the private sector especially if this results in costs savings through reducing the need for permanent personnel.**

The Communications Services Branch of Information Canada has a busy and very helpful schedule of activities. In the Annual Report for 1972-73, Information Canada described the Branch's activities in general terms as:

“ . . . providing personnel and resource assistance on request to other government departments and agencies and to other sectors of Information Canada, to help them develop or implement information programs; co-ordinating the information aspect of programs involving more than one department; and initiating original projects designed to increase citizens knowledge of federal programs and services”.

In the area of professional assistance to other departments of government, Information Canada helped to prepare for the Commonwealth Heads of Government Meeting in Ottawa in August 1973, by supervising the initial design requirements for publications and other printed materials for distribution to delegates and media representatives, and co-ordinated the installation of an enquiries kiosk, an Information Canada book store and film-viewing facilities in the media centre. Other projects included the preparation of a campaign to advertise the federal government's official languages policy, and assisting the Chief Electoral Officer to inform the public about its rights and obligations under the Canada Elections Act before the federal election of October 1972.

These projects involved departments without information facilities of their own. Other projects required Information Canada to provide additional assistance and expertise to those departments which already had information services. Treasury Board requested and received help with the preparation of background material for the 1972 budget and with the design of the 1973/74 booklet "How Your Tax Dollar Is Spent"; the Secretary of State's "Summer '72" program for Canadian youth was materially aided by Information Canada officers and the Department of External Affairs requested a comprehensive list of all sources of scientific and technical information in Canada, both private and governmental, for the Agence de Cooperation Culturelle et Technique.

The Branch was also involved in projects which crossed departmental lines, including the co-ordination of information programs for the 23rd Congress of the Permanent International Association of Navigational Congresses in Ottawa in July 1973, and the Federal Identity Program which introduced the "bar and leaf" symbol identifying federal government departments, agencies and crown corporations.

The Communications Branch is, therefore, a very worthwhile part of Information Canada's overall activities and provides a working example of what we mean by regulating and co-ordinating departmental information activities as described in Chapter III. It is this kind of activity rather than the initiation of projects which should be Information Canada's main *raison d'être*.

In many areas, however, we would recommend that the private sector be enlisted in the interests of keeping both costs and staff at a minimum. For example, if it were found that a certain government program was failing to reach a particular segment of the population for some reason, it would obviously be uneconomic to assemble an investigative force to find out that reason, and then disband it when the problem is solved. Better by far to contract with suitable agencies in the private sector to handle such contingencies as they arise, rather than encourage empire building at public expense.

To a certain extent, Information Canada has farmed out some of its tasks where a local organization was already in place to carry them out, and has provided financial and back-up assistance.

There are many situations which call for government action in the information field, but we say again: when there is no obvious need for a permanent government presence, where the problem is of a short-term, specific or purely local nature, then common sense, as well as fiscal responsibility, dictates the use of short-term or localized means.

We would extend this recommendation to include all departmental information services; where it makes economic sense, the use of private agencies should be given the most careful consideration.



---

## CHAPTER IX

---

### EVALUATION OF PRIVATE AGENCIES

#### *Conclusions and Recommendations*

**Before private agencies are used by government departments, it should be necessary to have the approval of Information Canada which should develop a method for evaluating such agencies in relation to the service required of them.**

The Committee has indicated that there are many occasions and circumstances in which use of private sector facilities may be justified on the grounds that better, or more economical service may be rendered by private agencies than by a government department. Resort to private sector facilities, however, carries the danger of political abuse and Information Canada must be constantly aware of this. Firms engaged in such fields as advertising and public opinion surveys often have links with governments and political parties. To forestall accusation of political patronage or favouritism, as many agencies as possible should be used, consistent with government requirements regarding suitability and competence. In utilizing the private sector, Information Canada should clearly define specific objectives, and request from the private sector concrete proposals for attaining the stated goals, together with firm cost estimates. Criteria for evaluation should be disclosed and made known at the time presentations are invited.

A survey quoted by The Task Force on Government Information has not lost its validity in the past few years:

"Patronage is the main basis of selecting advertising agencies to work for government departments and agencies . . . . It is based on returning a favour for

a favour. Advertising agencies help a political party and some of its leading figures during election time. If the party is returned to office, the agencies concerned are given a share of the advertising business of the government. Some advertising agencies which have large government accounts do not quite approve of this system, preferring to be chosen on a merit basis rather than getting the business via the proverbial pork barrel."

The government still comes in for criticism when its departments contract with private agencies without evaluation of their presentations, and justifiably so. The taint of patronage still clings to such arrangements, no matter what the probity of the Minister involved. It would seem to be in the best interest of all concerned if Information Canada were given the job of assessing the suitability of private agencies for particular departmental needs, and evaluating the service they provide. It is an area of activity which should bring Information Canada's co-ordinating role to the fore, provided it is done professionally, rationally and with visible integrity.

---

## CHAPTER X

---

### PUBLISHING

#### *Conclusions and Recommendations*

We generally endorse the activities of the Publishing Branch of Information Canada, but make the following observations:

- a) The present six bookstores appear to be functioning well and should be continued. However, due to the high costs associated with these bookstores we endorse the decision not to open any more, but to market government publications through authorized agents.
- b) We believe that the wide distribution of government publications is a highly important public service. Therefore Information Canada should continually monitor the authorized agents to ensure that they are making government publications easily available to the public.
- c) We recommend that Information Canada publicize in the various media the availability of government publications through its bookstores, authorized agents and a highly efficient mail order system.
- d) Information Canada's function of regulating departmental information services should extend to the make-up of government publications and their distribution to the public. Special attention should be given to the volume of publications which are now distributed free by government departments to recipients who, in many instances, have no interest in them. This practice should be drastically curtailed.

The bookstores run by Information Canada in Halifax, Montreal, Ottawa, Toronto, Vancouver and Winnipeg are a popular and essential feature of its Publishing Branch operations. Recognizing this to be so, the Committee approves their continuation. We approve equally the decision to call a halt to the opening of additional bookstores, the costs of renting facilities in prime locations having proven prohibitive. We would interject here a suggestion that in the interests of watching costs, the leases on these facilities should be re-assessed when they expire. Apart from the six Information Canada bookstores in existence, marketing of publications is being done through authorized agents. These are private commercial book sellers who are given a discount for government publications in return for displaying them as part of their regular bookstore program. According to the 1972-73 Annual Report, 50 book sellers had signed contracts with Information Canada, and it is expected that about 125 will have signed up by the end of March 1974. Book sellers who are not authorized agents are also encouraged to sell Information Canada publications through the use of discounts on orders (although smaller than the discounts offered to authorized agents). The books are sold to all dealers, rather than consigned, which means that financial losses through failure to sell effectively to the public are absorbed by the dealer not Information Canada.

At present, receipts from Information Canada are destined for the Consolidated Revenue Fund. From April 1, 1974, Information Canada hopes its publishing and distribution activities will be placed on a cost-recovery basis using a revolving fund. This will make this activity virtually self-supporting and more business-like as it will be operating on a commercial basis, thereby better identifying all costs and inherently having to be more efficient in order not to show a loss in its operation.

In the fiscal year 1972/73, government publications generated some \$4 million in revenues. This represents a healthy demand on the part of the public for information for which it doesn't mind paying. Whether the publisher is a private firm or Information Canada, books and pamphlets of interest to Canadians are saleable items and it is refreshing to see the taxpayer voluntarily hand over a few dollars to the government for services rendered. The fact that said taxpayer is making a choice and receiving something material for his money may have more than a little to do with it. At any rate, Information Canada is obliged to see that this particular service is performed as fully and efficiently as possible. The Committee recommends that authorized agents and book sellers carrying government publications should be monitored to ensure that they are adequately promoting these publications and that they have current items in stock at all times. This has not always been the case, and it is felt that Information Canada has not been sufficiently aggressive in promoting its publishing wares.

Information Canada could materially aid in promoting its publications by broad-spectrum advertising. This could take the form of regular adver-

tising slots listing current government best sellers, e.g., tax laws, economic advice to farmers, items of cultural interest. Such advertising should stress the availability of these items, naming the book stores and authorized agents and also indicating how they may be purchased through mail order and by credit card. Needless to say, in this kind of direct dealing with the public, speed and efficiency should be the keywords of the operation. Information Canada has improved considerably in this area in recent months with the help of outside consultants, and we expect such improvements to continue as the organization becomes more thoroughly professional. We would add, however, that Information Canada should avoid special campaigns for the promotion of individual books, as this can often involve unwarranted expense.

This professionalization, we feel, should extend also to the physical make-up of government publications. The Task Force on Government Information reporting in 1969 commented on the:

“ . . . . lack of any design concept among government information divisions; the use of too many type styles within one publication; unjustified use of a great range of formats; inconsistent use of departmental credit lines; uneven printing; improper choice of paper; plain ‘poor layout’, the use of colour and photographs for mere decoration rather than communication; and a chronically unimaginative approach to solving the problems of communication.”

(To Know and Be Known, I, 22)

There has been some improvement since then, the Task Force Report TO KNOW AND BE KNOWN being itself a rather exuberant marriage of lively style and sober, logical format. Information Canada should be in a position to bring expertise in this area to government publications, helping them to prepare reports and surveys in a readable, logical style, cutting out frills in the use of expensive papers, colour photographs, excessively ornate covers, etc., and should assist in the distribution of these publications to their appropriate readership.

We commend the current practice of free distribution of selected government publications to libraries. This is a relatively inexpensive and logical means of reaching the public without forcing unwanted material on it.

Certain publications of general application, of vital necessity to the public understanding should continue to be distributed free to the public by government departments, especially in the areas of emergency legislation, public health and personal taxes; it is the public which pays ultimately, one way or the other.

Communications between government and customers for information have come a long way since the briefing and press release. This is a development which is often little appreciated by government departments. Complaints are still heard about the massive quantities of government verbiage dumped indiscriminately on the desks of Senators, Members of the House of Commons, editors, officials and other individuals who have not the faintest

interest in the subject matter treated. To pass unread documents from government department to customer to scrap paper collection centre may represent the ultimate in recycling, but that is not why so many information officers are put to work in producing government information. We feel the current practice of some agencies of sending out, at regular intervals, check lists of new government publications, arranged according to subject matter should be given universal application as it would be more sensible and economical. The onus then would be on the recipient to order publications of interest to him.

---

## CHAPTER XI

---

### RADIO AND TELEVISION, PERSONNEL, EXPOSITIONS

#### RADIO AND TELEVISION

##### *Conclusions and Recommendations*

Government departments often tend to base their information on the printed word and to ignore the effectiveness of radio, television and audio-visual aids. Information Canada should become highly experienced in the latest audio-visual techniques and should advise departments on their use.

More extensive use should be made of the techniques spawned by the electronic age. Information Canada should encourage the departments to put across their message by sight and sound, as well as on paper. The idea was expressed succinctly by The Task Force on Government Information:

"One of the sadder difficulties that have afflicted the federal information services is that departmentalization has applied to their efforts not only in the obvious sense of the loyalties in the assorted government departments but also in a rigid mental separation of the tools of communication. The answer lies in some new sort of administrative machine to bring about an integrated approach to dealing with the Canadian publics of our time."

(To Know and Be Known I, 31, 32)

The Report might have been defining a role for Information Canada, which has already shown an appreciable grasp of the importance of visual and aural aids to communication through its Expositions Branch. Several witnesses at the Committee hearings testified that the departments often turned to Information Canada for advice and facilities in connection with audio-visual displays at fairs and exhibitions. With regard to such presentations,

these can involve the National Film Board as well as Information Canada and the department concerned. We feel that this is one more co-ordinating role. We should even go beyond this and say that as a service to departments of government, Information Canada should become the repository of expertise and equipment in the audio-visual field and should maintain both its personnel and its hardware at the highest possible level of efficiency. We add the cautionary proviso that Information Canada should not go on an electronic binge at the taxpayer's expense. As provincial governments and educational institutions have discovered, in recent years, an enthusiastic embracing of the latest in audio-visual technology is both expensive and useless if no one knows how to operate it efficiently and its potential audience does not understand the message being put across.

It is, however, an area in which Information Canada should come to be acknowledged as a leading authority, and the recognized source of audio-visual expertise for the entire range of government information services.

## **PERSONNEL**

### *Conclusions and Recommendations*

**Information Canada should not become a source of information personnel for government departments but should advise government departments on the qualifications required of information personnel and the methods of evaluating their performance.**

The Committee feels that Information Canada should not be a training ground or apprenticeship course for government information personnel. We stated in an earlier Chapter that Information Canada must avoid like the plague the role of a central information agency. Such a role would lend credence to the taunts of "Propaganda Canada" which critics have too often delighted in hurling at it. Its personnel role should be more strictly limited to advising government departments of the necessary qualifications and standards required of information officers in particular positions.

As a corollary to this, Information Canada should also develop means and procedures for evaluating the performance of information personnel, with a view to improving the quality of the information emanating from the government. Quantity we already have, and it is in many cases self-defeating as too often the message is buried in the tedium. With all the resources and opportunities at its disposal, government can surely afford and attract a high calibre of information officer. It should be Information Canada's job to maintain that calibre.



## **EXPOSITIONS**

### *Conclusions and Recommendations*

**We endorse the activities of the Expositions Branch of Information Canada.**

The Expositions Branch is performing a very valuable service in creating and presenting exhibits, both in Canada and abroad, according to the needs and specifications of government departments and agencies. In the fiscal year 1972-73, the Expositions Branch created 153 exhibits, three-fifths of them domestic, the remainder international, and won several awards for posters, graphic and exhibit designs. Major overseas exhibitions to which Information Canada contributed were the Canadian Trade Exposition in Peking and the Third Annual Asian Fair in New Delhi; while at home, Information Canada personnel worked on the exhibits for the RCMP Centennial celebrations.

The Phototheque Service of the Expositions Branch maintains a collection of over 300,000 still photographs and aids government departments with photographic assignments. In addition, a photostory service—Fotomedia—is used by newspapers and magazines at home, and many stories are sent abroad by the Department of External Affairs.

We might point out that Information Canada did the Canadian public a valuable service in virtually rescuing much of Canada's pictorial heritage from limbo, cataloguing it and making copies of photographs available to both the public and the private sector.



## APPENDIX "A"

### ZENITH SERVICE — PROJECTED COSTS

#### SUMMARY

|                          |   |
|--------------------------|---|
| Proposal                 | Provide a nation-wide Zenith Service arrangement for Information Canada purposes. |
| Total Monthly Costs..... | Local telephone facilities.....\$ 625.00  |
|                          | Estimated Zenith call costs..... 24,465.00  |
|                          | Directory costs..... 4,850.00   |
|                          | <hr/>   |
|                          | Total per month.....\$ 29,940.00  |
|                          | Non-recurring costs (Est.).....\$ 500.00  |
| Total Yearly Costs.....  | \$29,940.00 × 12.. .....\$ 359,280.00   |
|                          | (Rounded to \$ 360,000.00)  |

NOTE 1—Separate local telephones are needed to answer incoming Zenith calls to the extent indicated on page 44. Costs for related staff to handle calls to these telephones would be in addition to costs shown above.

NOTE 2—Directory costs shown include \$1,700 per month for a second bilingual listing.

## MONTHLY COST DETAILS AND ASSOCIATED ASSUMPTIONS

| Place                          | Estimated Monthly No. of Zenith Calls | Local Telephone Lines Needed to handle Zenith Calls <sup>1</sup> | Monthly Cost for Local Lines <sup>2</sup> | Estimated Costs for Zenith Calls <sup>3</sup> | Monthly Costs |
|--------------------------------|---------------------------------------|--|---|---|---------------|
| To St. Johns.....              | 203                                   | 2  | \$ 50.00                                  | \$ 746.03                                     | \$ 796.03     |
| To Charlottetown.....          | 45                                    | 1  | 22.50                                     | 165.38  | 187.88        |
| To Halifax.....                | 289                                   | 3  | 45.95(G)                                  | 1,062.08                                      | 1,108.03      |
| To Moncton.....                | 290                                   | 3  | 48.75(G)                                  | 1,065.75                                      | 1,114.50      |
| To Montreal.....               | 1,636                                 | 6  | 108.75(G)                                 | 6,012.30                                      | 6,121.05      |
| To Toronto <sup>4</sup> .....  | 1,639                                 | 6  | 108.60(G)                                 | 6,023.33                                      | 6,131.93      |
| To Winnipeg.....               | 223                                   | 2  | 29.60(G)                                  | 819.53  | 849.13        |
| To Saskatoon.....              | 390                                   | 3  | 35.65                                     | 1,433.25                                      | 1,468.90      |
| To Edmonton.....               | 607 <sup>5</sup>                      | 3  | 47.80(G)                                  | 2,267.48                                      | 2,315.28      |
| To Vancouver.....              | 632 <sup>6</sup>                      | 3  | 61.15(G)                                  | 2,285.85                                      | 2,347.00      |
| To Ottawa <sup>4</sup> .....   | 703                                   | 4  | 65.75(G)                                  | 2,583.53                                      | 2,649.28      |
| Zenith Directory Listings..... |                                       |  |   |   | 4,850.00      |
| Totals.....                    |                                       |  | \$624.50                                  | \$24,464.51                                   | \$29,939.01   |

<sup>1</sup> Assumes same average call holding time, i.e. 9 minutes as for local enquiry calls.

<sup>2</sup> Includes 25% for auxiliary gear and where amount is suffixed by (G) includes GTA local shared costs.

<sup>3</sup> Assumes average estimated cost per call of \$3.50 based on average holding time and number of offices concerned.

<sup>4</sup> Ontario Zenith calls assumed at 70% to Toronto and 30% to Ottawa.

<sup>5</sup> Includes NWT Zenith calls.

<sup>6</sup> Includes Yukon Zenith calls.

## DEVELOPMENT OF ZENITH CALL VOLUME ESTIMATES

| Provincial Population* | Population in Free Calling Area | Zenith Population | Estimated Monthly No. of Zenith Calls |
|------------------------|---------------------------------|-------------------|---------------------------------------|
| Nfld.....              | 541,000                         | 135,028           | 405,972                               |
| P.E.I.....             | 115,000                         | 25,869            | 89,131                                |
| N.S.....               | 805,000                         | 227,642           | 577,358                               |
| N.B.....               | 652,000                         | 73,022            | 578,978                               |
| P.Q.....               | 6,081,000                       | 2,809,045         | 3,271,955                             |
| Ont.....               | 7,939,000                       | 3,255,374         | 4,683,626                             |
| Man.....               | 998,000                         | 553,434           | 444,566                               |
| Sask.....              | 908,000                         | 129,532           | 778,468                               |
| Alta.....              | 1,683,000                       | 507,788           | 1,175,212                             |
| B.C.....               | 2,351,000                       | 1,108,329         | 1,242,671                             |
| Yukon.....             | 20,000                          | —                 | 20,000                                |
| N.W.T.....             | 38,000                          | —                 | 38,000                                |

NOTE: From an existing no charge national info service it has become apparent that for local calls the density of calls per unit of population is five times that of Zenith calls.

This calling ratio of 1 per 520 population on local calls would translate into 1 per 2,600 population for Zenith calls. We have chosen 1 per 2,000 to be conservative on this estimate.

\*Per Miss Rooney, Statistics Canada January 16, 1974.

DEVELOPMENT OF THE NUMBER OF CALLS EXPECTED FROM  
A UNIT OF POPULATION

|   | <i>Population<br/>1973 Projection<br/>(Plus 2.438%<br/>over '71) <sup>1</sup></i> | <i>Recorded Average<br/>Local Calls<br/>Per Month Apl.<br/>to Nov. 73 <sup>2</sup><br/>(according to<br/>Information<br/>Canada Records)</i> | <i>Projected and<br/>Recorded Average<br/>Local Calls<br/>Per Month 1973</i> |
|---|---|--|--|
| St. Johns.....  | 135,028   | N/A  | 260  |
| Charlottetown.....  | 25,869  | N/A  | 50   |
| Halifax.....  | 227,642   | 413  | 413  |
| Moncton.....  | 73,022  | N/A  | 141  |
| Montreal.....   | 2,809,045   | 4,230  | 4,230  |
| Toronto.....  | 2,791,116   | 2,376  | 2,376  |
| Winnipeg.....   | 553,434   | 2,443  | 2,443  |
| Saskatoon.....  | 129,532   | N/A  | 250  |
| Edmonton.....   | 507,788   | N/A  | 977  |
| Vancouver.....  | 1,108,329   | 2,551  | 2,551  |
| Ottawa.....   | 464,258   | 3,312  | 3,312  |
| Average population unit per local call on<br>the basis of existing records = $\frac{\text{Population 7,953,824}}{\text{Local Calls 15,325}}$ = 1 local call per<br>population unit of 520 |   |  |  |

<sup>1</sup> Per Miss Rooney, Statistics Canada January 16, 1974.

<sup>2</sup> Holding time on local calls is 8.9 minutes.

N/A Not available as Enquiry Centre was not in existence.

## APPENDIX "B"

## COMPARATIVE COSTS OF ZENITH AND INWATS SYSTEM

| <i>Inquiry Centre</i>            | <i>Estimated Monthly Number of Calls</i> | <i>Local Telephone Lines Needed to Handle Zenith Calls<sup>1</sup></i> | <i>Monthly Cost for Zenith Local Lines<sup>2</sup></i> | <i>Estimated Costs for Zenith Calls<sup>3</sup></i> | <i>Total Monthly Zenith Costs</i> | <i>No. of INWATS Circuits</i> | <i>Total Monthly Cost of INWATS</i> |
|----------------------------------|--|--|--|---|-----------------------------------|-------------------------------|-------------------------------------|
| St. John's <sup>6</sup> .....    | 203                                      | 2  | \$ 50.00   | \$ 746.03   | \$ 796.03                         |                               |                                     |
|                                  | 406                                      | 3  | 75.00  | 1,492.05  | 1,567.05                          |                               |                                     |
|                                  | 609                                      | 4  | 100.00   | 2,238.08  | 2,338.08                          |                               |                                     |
| Charlottetown <sup>6</sup> ..... | 45                                       | 1  | 22.50  | 165.38  | 187.88                            |                               |                                     |
|                                  | 90                                       | 2  | 45.00  | 330.75  | 375.75                            |                               |                                     |
|                                  | 135                                      | 2  | 45.00  | 496.13  | 541.13                            |                               |                                     |
| Halifax <sup>6</sup> .....       | 289                                      | 3  | 45.95(G)   | 1,062.08  | 1,108.03                          |                               |                                     |
|                                  | 578                                      | 4  | 61.28(G)   | 2,124.15  | 2,185.43                          |                               |                                     |
|                                  | 867                                      | 4  | 61.28(G)   | 3,186.23  | 3,247.51                          |                               |                                     |
| Moncton.....                     | 290                                      | 3  | 48.75(G)   | 1,065.75  | 1,114.50                          | 3                             | \$ * 693.63                         |
|                                  | 580                                      | 4  | 65.00(G)   | 2,131.50  | 2,196.50                          | 4                             | *1,433.88                           |
|                                  | 870                                      | 4  | 65.00(G)   | 3,197.25  | 3,262.25                          | 4                             | *1,833.72                           |
| Montreal.....                    | 1,636                                    | 6  | 108.75(G)  | 6,012.30  | 6,121.05                          | 6                             | *3,530.36                           |
|                                  | 3,272                                    | 9  | 163.17(G)  | 12,024.60   | 12,187.77                         | 9                             | *6,104.70                           |
|                                  | 4,908                                    | 12   | 217.56(G)  | 18,036.90   | 18,254.46                         | 12                            | *8,598.98                           |
| Toronto <sup>4</sup> .....       | 1,639                                    | 6  | 108.60(G)  | 6,023.33  | * 6,131.93                        | 6                             | 7,189.61                            |
|                                  | 3,278                                    | 9  | 162.90(G)  | 12,046.65   | *12,209.55                        | 9                             | 12,486.08                           |
|                                  | 4,917                                    | 12   | 217.20(G)  | 18,069.98   | 18,287.18                         | 12                            | *17,623.73                          |

|                              |       |   |           |          |           |   |           |
|------------------------------|-------|---|-----------|----------|-----------|---|-----------|
| Winnipeg.....                | 223   | 2 | 29.60(G)  | 819.53   | 849.13    | 2 | * 539.18  |
|                              | 446   | 3 | 44.40(G)  | 1,639.05 | 1,683.45  | 3 | *1,155.00 |
|                              | 669   | 4 | 59.20(G)  | 2,458.58 | 2,517.78  | 4 | *1,579.73 |
| Saskatoon.....               | 390   | 3 | 35.65     | 1,433.25 | 1,468.90  | 3 | *1,082.55 |
|                              | 780   | 4 | 47.52     | 2,866.50 | 2,914.02  | 4 | *1,939.35 |
|                              | 1,170 | 5 | 59.40     | 4,299.75 | 4,359.15  | 5 | *2,568.30 |
| Edmonton <sup>5</sup> 6..... | 617   | 3 | 47.80(G)  | 2,267.48 | 2,315.28  |   |           |
|                              | 1,234 | 5 | 79.65(G)  | 4,534.95 | 4,614.60  |   |           |
|                              | 1,851 | 7 | 111.51(G) | 6,802.43 | 6,913.94  |   |           |
| Vancouver.....               | 622   | 3 | 61.15(G)  | 2,285.85 | *2,347.00 | 4 | 2,688.53  |
|                              | 1,244 | 5 | 101.90(G) | 4,571.70 | 4,673.60  | 5 | *4,559.63 |
|                              | 1,866 | 6 | 122.28(G) | 6,857.55 | 6,979.83  | 6 | *6,347.25 |
| Ottawa <sup>4</sup> .....    | 703   | 3 | 65.75(G)  | 2,583.53 | 2,649.28  | 4 | *2,147.25 |
|                              | 1,406 | 6 | 131.52(G) | 5,167.05 | 5,298.57  | 5 | *3,604.65 |
|                              | 2,109 | 7 | 153.44(G) | 7,750.58 | 7,904.02  | 7 | *4,885.65 |

<sup>1</sup> Assumes same average call holding time, i.e. 9 minutes as for local inquiry calls.

<sup>2</sup> Includes 25% for auxiliary gear and where amount is suffixed by (G) includes GTA local shared costs.

<sup>3</sup> Assumes average estimated cost per call of \$3.50 based on average holding time and number of offices concerned.

<sup>4</sup> Ontario Zenith calls assumed at 70% to Toronto and 30% to Ottawa.

<sup>5</sup> Includes Yukon and NWT calls.

<sup>6</sup> No INWATS service offered throughout the Province.

\*Lowest cost.

APPENDIX "C"

COSTS OF COMBINED ZENITH AND INWATS SYSTEMS

*Extracted from Appendix "B"*

| <i>Place</i>          | <i>Monthly Cost</i> |
|-----------------------|---------------------|
| To St. John's.....    | \$ 796.03 (Zenith)  |
| To Charlottetown..... | 187.88 (Zenith)     |
| To Halifax.....       | 1,108.03 (Zenith)   |
| To Moncton.....       | 693.63 (INWATS)     |
| To Montreal.....      | 3,530.36 (INWATS)   |
| To Toronto.....       | 6,131.93 (Zenith)   |
| To Winnipeg.....      | 539.18 (INWATS)     |
| To Saskatoon.....     | 1,082.55 (INWATS)   |
| To Edmonton.....      | 2,315.28 (Zenith)   |
| To Vancouver.....     | 2,347.00 (Zenith)   |
| To Ottawa.....        | 2,147.25 (INWATS)   |
| Directory Costs.....  | 4,850.00            |
| Total per month.....  | \$25,729.12         |

Total Yearly Costs  $\$25,729.12 \times 12 = \$308,749.44$   
 (Rounded to \$309,000.00)



## APPENDIX "D"

### DEFINITIONS

The following definitions have been taken from Treasury Board's "Guide on Financial Administration for Departments and Agencies of the Government of Canada"

*Program*—is a group of related departmental activities designed to achieve specific objectives authorized by Parliament.

*Activities*—are alternative or complementary means of achieving an objective or set of objectives of a program. The term is also used to refer to the highest level of activity classification or first division of a program, normally that used in Estimates submissions to Parliament.

The following definition has been taken from Treasury Board's "Management Improvement Circular No. MI-8-66 dated August 4, 1966"

*Object of Expenditure*—a classification of expenditure according to its nature, e.g. salaries, material and supplies, construction.

Objects are classified as follows:

(i) line object—a departmental classification of expenditure at the source. It is either coincident with the economic object or represents a subdivision thereof.

(ii) economic object—a classification required for economic analysis. It is identical with the line object or consists of a group of line objects.

- (iii) reporting object—a classification required for management control. It consists of a grouping of economic or line objects.
- (iv) standard object—a grouping of reporting objects for parliamentary and executive control until such time as departments introduce the more effective means of control through program budgeting by activity and responsibility centre.
- (v) asset object—derivative coding to identify capital formation resulting from a department's use of its own resources (e.g. labour and material) on capital projects, including repairs where the cost is significant.

## APPENDIX "E"

### WITNESSES WHO APPEARED BEFORE THE COMMITTEE

| <i>Issue<br/>Number</i> | <i>Date</i> |                          |   |
|-------------------------|-------------|--------------------------|---|
| 4                       | June 6      | Mr. Guy D'Avignon.....   | Director General<br>Information Canada  |
|                         |             | Mr. A. G. Trickey.....   | Assistant Director<br>General Information<br>Canada   |
| 4                       | June 6      | Mr. J. A. Murphy.....    | Director<br>Information Services<br>Branch Department<br>of Industry, Trade and<br>Commerce         |
|                         |             | Mr. G. L. Bradley.....   | Assistant Director<br>Fairs and Missions<br>Branch Department of<br>Industry, Trade and<br>Commerce |
| 4                       | June 6      | Mr. Arthur Blakeley..... | The Press Gallery   |
| 5                       | June 7      | The Hon. John Munro..... | Minister of Labour  |
| 5                       | June 7      | Mr. Guy D'Avignon.....   | Director General<br>Information Canada  |

| <i>Issue<br/>Number</i> | <i>Date</i> |                            |  |
|-------------------------|-------------|----------------------------|--|
| 5                       | June 7      | Mr. A. G. Trickey.....     | Assistant Director<br>General<br>Information Canada                      |
|                         |             | Mr. Claude Beauchamp.....  | Director<br>Publishing Branch<br>Information Canada                      |
|                         |             | Mr. David Monk.....        | Director<br>Communications<br>Branch<br>Information Canada               |
| 5                       | June 7      | Dr. G. M. Carman.....      | Director General<br>Information Division<br>Department of<br>Agriculture |
| 6                       | June 13     | Mr. John McLeod.....       | Public Relations Branch<br>Department of Labour                          |
| 6                       | June 13     | Mr. Guy D'Avignon.....     | Director General<br>Information Canada                                   |
|                         |             | Mr. A. G. Trickey.....     | Assistant Director<br>General<br>Information Canada                      |
|                         |             | Mr. Tom Ford.....          | Director<br>Regional Operations<br>Information Canada                    |
|                         |             | Mr. J. Creighton Douglas.. | Director<br>Expositions Branch<br>Information Canada                     |
| 6                       | June 13     | The Hon. C. M. Drury.....  | President<br>The Treasury Board  |
|                         |             | Mr. B. A. MacDonald.....   | Assistant Secretary<br>Programs Branch<br>The Treasury Board             |
|                         |             | Dr. D. G. Hartle.....      | Deputy Secretary<br>Planning Branch<br>The Treasury Board                |

| <i>Issue<br/>Number</i> | <i>Date</i> |                             |   |
|-------------------------|-------------|-----------------------------|---|
| 8                       | November 22 | Mr. Guy D'Avignon.....      | Director General<br>Information Canada  |
|                         |             | Mr. A. G. Trickey.....      | Assistant Director<br>General<br>Information Canada   |
|                         |             | Mr. Tom Ford.....           | Director<br>Regional Operations<br>Information Canada   |
|                         |             | Mr. Don Padmore.....        | Regional Director<br>Halifax Region<br>Information Canada   |
|                         |             | Mrs. Barbara Nickerson..... | Mobile Information<br>Officer<br>Information Canada   |
| 9                       | December 5  | Mr. Guy D'Avignon.....      | Director General<br>Information Canada  |
|                         |             | Mr. Eric Miller.....        | Deputy Director General<br>Information Canada   |
|                         |             | Mr. A. G. Trickey.....      | Assistant Director<br>General<br>Information Canada   |
|                         |             | Mr. Tom Ford.....           | Director<br>Regional Operations<br>Information Canada   |
| 10                      | December 6  | Mr. L. M. Smith.....        | Director<br>Information Services<br>Taxation Division<br>Department of<br>National Revenue            |
| 10                      | December 6  | Mr. C. Pilon.....           | Director<br>Information Services<br>Customs & Excise<br>Division<br>Department of<br>National Revenue |



