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INFORMATION AND PRESS RELATIONS DIVISION OF THE DEPARTMENT OF EXTERNAL AFFAIRS

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INFORMATION AND PRESS ACTIVITIES OF THE DEPARTMENT
OF EXTERNAL AFFAIRS AT HOME AND ABROAD: A STUDY

INTRODUCTION

This study is an effort to examine the basis for departmental information and press activities as a support for the conduct of foreign policy which is the reason for the Department's existence. Further, an attempt is made to assess whether purposeful and useful activities are being performed, whether adequate value is received for the time and money expended, whether the job is effectively carried out and whether the level of activity is appropriate to Canada's present position in world affairs. The study has not led to dramatic or revolutionary conclusions. Out of it has emerged a general view that activities have been and are along the right lines, that organization, programmes and procedures could be made more effective with proportionately little extra cost but that real value for Canada would result from a significantly larger programme, still well short of those of other comparable countries, if an expanded budget permitted reinforcement and improvement of existing activities and some breaking of new ground, initially on an experimental basis. In this field, as in others, the Government cannot expect to get more than it pays for and must decide what importance and priority it attaches to information and press activity in support of external policy and accept the financial implications involved.

By the very nature of this study, a substantial part of the comment is critical and could lead to an impression that very little has been accomplished by the Department in the information and press field over the years. This is

simply not so. Despite the long-standing lack of Government policy in this field and uncertainty about the degree of priority attached to these activities, despite very restricted funds and perennial personnel shortages, the Department has accomplished more than might reasonably have been expected and has made an important contribution to the understanding of Canada in other countries and to the understanding in Canada of international affairs and foreign policy. A solid foundation of purposeful and effective activity exists; not dismantling, but an extension and improvement of structure is called for.

Certain recommendations are made below in the hope that they might lead to a somewhat improved function. Some recommendations are specific while others, perhaps the more important ones, are more indicative and suggest subjects and areas which could usefully be examined in detailed, follow-up studies.

Of the recommendations which may be adopted, I wish to emphasize the opinion that they are unlikely to achieve very much unless the authority of the department is exerted to allot and sustain an adequate priority, within its whole function, for the information and press activity. The priority must be visibly high enough to give status and respectability equal to other departmental activities and which will permit those engaged in information to feel their work is an integral and important part of the operation of a foreign office and a foreign service.

Summary of Recommendations

Organization

- (1) That the Information Division, the Press Office and the Cultural Affairs Division report to the same Assistant Under-Secretary.
- (2) That the Press and Liaison Division be renamed the Press Office whether or not its present functions are altered.
- (3) That the "Liaison" functions of Press and Liaison Division be transferred intact to the Information Division together with required establishment.
- (4) That Information Division have two Deputy Heads with defined responsibilities.

Programmes and Procedures

- (5) That the Minister's decision be sought as to whether he would be prepared to hold a regular press conference.
- (6) That regular press briefings by the Head of the Press Office be instituted, perhaps once a week.
- (7) That the function of "spokesman" be recognized for the Head of the Press Office.

- (8) That the practice of confidential, background briefings by senior departmental officers be continued and extended.
- (9) That further attention be given to systematic liaison on press relations with other Government departments, particularly the Prime Minister's Office.
- (10) That the departmental Press Office be recognized as the responsible agency for the planning, co-ordination and execution of arrangements for press, broadcast media and photographers covering V.I.P. visits from abroad. That such responsibility should embrace such activities in the course of Royal visits and visits of Heads of State as well as other distinguished guests.
- (11) That, under this responsibility, the Press Office be authorized to seek and other departments instructed to provide, where possible, the assistance of appropriate employees to help plan and execute the press programme on such occasions.
- (12) That the Press Office be authorized to make expenditures to pay for the services of outside assistance in press arrangements during V.I.P. visits.

- (13) That standing instructions be addressed individually to posts abroad, setting out the broad purposes of their information activities and interpreting these in terms of information objectives in each country. That consequent manuals be produced at each post to elaborate useful local information methods, contacts, etc.
- (14) That an earnest, continuing effort be made by heads of post and other senior officers to ensure that those performing information tasks are up to date and informed on Canadian policy trends and are in a position to give authentic, timely information when required.
- (15) That each head of post, on appointment, be given written instructions on the information work expected of his post.
- (16) That posts be provided with additional timely and useful information on Canadian affairs by the Department.
- (17) That posts be responsible for recommending to Ottawa the subjects and forms of written material required for their information work and that such recommendations should aim to cover needs for a year ahead.

- (18) That recommendations should be made by posts for their translation requirements in the information field and suggestions made on means which could be found locally to meet such requirements.

- (19) That, with the aim of providing of more readily usable material to posts, considerably greater attention be given by the Department to the needs of individual posts (or group of posts) and that more material should be prepared with specific, localized requirements in mind.

- (20) That a special study should be made and, depending on its findings, that funds be sought within the Department's budget to support further foreign language sound-tracks for NFB films.

- (21) That a study be made and, depending on its findings, that funds be sought within the Department's budget to help finance production of NFB films specifically intended, with specific policy purposes in mind, for foreign audiences.

- (22) That the Department provide increased opportunity for training in the field of public information to junior officers who will perform or supervise this work abroad.

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(23) That possibilities for new areas of information activity abroad be studied, that pilot projects be undertaken and financed and that such activities, where successful, be extended.

(24) That additional funds be provided to commission outside writing of information material.

Establishment and Staffing

(25) That the establishment of the new Press Office be: 1 FSO 7, 1 FSO 5, 1 FSO 4, 1 AO (?) and supporting staff.

(26) As part of this establishment, that a position be assigned to secure the services of a non-rotational press officer with specialized experience in press arrangements who would be primarily concerned with V.I.P. visits.

(27) That the Press Office should be so staffed as to be able to provide all its services in both French and English and that the Head of the Office be bilingual.

(28) That at most posts abroad information work continue to be performed by EAO's or FSO's.

- (29) That opinions and recommendations be sought from posts in Bonn, Rome, Tokyo and New Delhi (perhaps others) on the need for a specialist in public and press relations and the possibility of hiring highly qualified persons locally for information work or the feasibility of hiring local public relations firms to conduct Canadian information work under guidance by the post.
- (30) That early consideration be given to appointing a qualified cultural affairs officer in London.
- (31) That priority and urgency be attached to the appointment in Washington of an experienced press and public relations officer, from within the service if possible but from outside if necessary. Also, that serious consideration be given to providing and filling a supporting position for a non-rotational specialist in press and public relations.
- (32) That a cultural affairs officer be appointed in Washington (possibly New York). This function could be performed by an FSO with suitable experience or by an outside specialist from Canadian educational circles.
- (33) That a senior information officer with relevant experience, possibly from outside the Department, be appointed in Paris for public and press relations and that cultural relations, as a separate task, continue to be carried out by a qualified officer.

- (34) That positions be established and filled in Information Division for 1 FSO 5 and 1 FSO 4 to carry out the "Liaison" functions previously performed by Press and Liaison Division.
- (35) That an additional FSO 4 position be provided in Information Division to be responsible for increased activity resulting from producing more specifically directed, written information material.
- (36) That a Public Information Officer of suitable rank be recruited to be responsible under the Head of Division for the programme of visits of foreign journalists and other opinion-formers. Such an officer should be bilingual.
- (37) That a Public Information Officer with suitable experience in the film medium be recruited to supervise the film work of the Information Division.
- (38) That a junior Public Information Officer be recruited to carry out departmental responsibility regarding official exhibitions and displays abroad.

Chapter I

INFORMATION TO PUBLIC & PRESS IN CANADA

The provision of information to the Canadian public on international affairs and the position of the Canadian Government in this regard constitutes both an obligation and an opportunity. In addition to the absolute right of the public in a democratic society to know and approve of the way its taxes are being spent, the issues of war and peace, of international development and stability are of life and death concern to this and succeeding generations and they must know the circumstances and the way their Government is facing these circumstances. The Report of the Glassco Commission on Public Information has this to say regarding "The Public Right to be Informed":

"Knowledge of government activities is a public right, and indeed a necessity; but both the growing size and diversity of Government make the satisfaction of this need more and more difficult. The machinery and processes of government are therefore taking increasingly into account the public demand to be informed."

2. This requirement to try to meet the public demand for information on the activities of government carried with it an opportunity and a challenge to governmental agencies to supply a basis of understanding of the issues involved and an explanation of the policies determined by the Government to meet these issues. As the Glassco Commission has stated:

"In certain situations, operations of government can be assisted and their value enhanced when public co-operation is enlisted. In these cases, a properly directed information programme proves to be an invaluable aid to the economy and efficiency of government."

... field of international policy, certainly, the above is an understatement if anything, since foreign policy can scarcely be developed and pursued in the absence of informed public attitudes of general and long-term approval. The responsibility of the Department of External Affairs to play a central and serious role in supplying information to the public on the affairs of the world is very clear. The establishment and conduct of foreign affairs are indissolubly linked to the understanding and support vouchsafed by the people.

3. If the need for and purposes of a public information programme in Canada by this Department are clear and the obligations are recognized, it remains to be assessed whether the task is being well planned and undertaken. Over the years, the services offered by the Department in this field have been the object of considerable criticism, some of it sustained and some desultory, some seriously and conscientiously conceived, some frivolous or fractious. The bulk of such criticism has come from the press (a term I am using to include other media of information) but private citizens, particularly from academic circles, have also complained of not receiving what they consider the help due them from the Department. It is virtually impossible to assess the validity of such criticism on any general and vague basis (a form in which it often appears) and some examination of the several ways in which information is conveyed to the general public seems called for in order to gauge where the operation is inadequate, inappropriate or missing.

Information for Parliament

As should be expected, the first call on the public information resources of the Department is from the political representatives of the Canadian people and highest priority must be given this information function. As it is the duty of Members of Parliament and Senators to take the best and most authoritative information and opinion as the basis for their responsible judgments, it is the duty of the Executive to supply all appropriate information unless there are overriding considerations of state to prevent this. The carrying out of this responsibility is that of the Minister who may call for the preparation and organization by officials of such material as may be required. The means by which Parliament receives its information on external affairs are the following:

- (1) The Annual Report of the Department. The annual tabling of the Report is required by statute. If it were not, I believe serious thought would long since have been given to dropping it as its utility, related to other services and considering the time spent in its preparation, is decidedly limited. In brief recitation of activities over a year past, it normally repeats information already available and has restricted information value for Parliament, press and public. It may just have a certain use for reference libraries and archives. Some outside criticism of this Report may be justified and further thought needs to be given to it.

- (2) Ministerial statements in the House. These are obviously the most important outlets for factual and policy information. The Department's function in this respect is traditional and needs no comment.
- (3) Statements and responses in External Affairs Committee by Minister and senior officials.
- (4) Answers to questions in the House. Much useful information reaches Parliament and the public by this procedure on detailed aspects of international developments and Canadian policy thereon. The statements or replies to questions in the House naturally stimulate the interest of the press and tend to generate further opportunities for public information.
- (5) White papers. Reports for tabling in the House and the information of the public. Such reports deal with one large situation or sequence of developments. They have been prepared and issued infrequently but are valuable, particularly to the more interested and informed reader, because they present not only a chronology of events but a context and balance of reportorial presentation.

Information to the General Public

The public is served directly on a continuing basis by a number of means and some of these have considerably more significance and impact than others. On occasions when the press picks up and broadcasts information from such channels the scope of impact is naturally much extended. The following channels involve activities for the Department:

- (1) Speeches by the Minister. At the highest and most important level, the Canadian public receives information on international affairs directly from the Minister in the form of public addresses. The forum may be small or large and the subject broad or limited in scope. In any case, the Minister must depend to a considerable extent for the provision of material for speeches of a non-political nature on the resources of his Department. No entirely satisfactory system of speech-writing has yet been evolved and perhaps renewed thinking needs to be given to this problem. At certain periods (and at present) an experienced officer has been attached to the Minister's Office whose primary responsibility is to collate and edit speech material originating in the Department, to write large components and organize the material into the draft of a respectable public address. If the address is devoted to one principal aspect of foreign policy, one or two officers of the division concerned must provide the bulk of the material

and in a wider review of the world scene a number of divisions are involved. The basic problem of preparing the material is that what is considered an extra task is imposed on officers already over-burdened and scarcely able to do more than meet the daily deadlines of their substantive work. It should not be surprising that an officer, working considerably more than an approved work-day is not at top speech-writing form when required to add to his labours a time-consuming effort which he considers extraneous. There is also a real mental and psychological problem involved; it is not easy for an officer geared to an operational job to turn to the realm of discussion inherent in speech-writing, to adopt a different vein of presentation and persuasion, to declassify his material as required and to address himself to a completely different sort of audience from the normal recipients of memoranda, telegrams and letters. With this in mind, it is perhaps remarkable that the speech-writing activity of the Department turns out as well as it does. A question of priorities is involved in this field of departmental activities and the decision on relative priorities must be determined by the Minister. If increased stress is to be given to this activity and one or more officers are to be given speech-writing as the first call on their time, some personnel provision will be required, probably requiring curtailment of some other activity.

- (2) Speeches by officials. The level of this activity has fluctuated considerably over the years and necessarily is subject to control by the Minister and Under-Secretary. Perennial shortage of personnel automatically restricts the number of occasions when officials could find time for speech preparation and delivery. And trends of parliamentary attitudes towards public appearances of civil servants must be taken into account. This area of activity calls for further systematic policy consideration and ensuing decisions which will be understood by departmental officers. If any number of speeches are to be made by officials, there will be need for co-ordination and control. This might best be done by the Information Division in consultation with Personnel Operations.
- (3) Responses to enquiries from the public. There is no question that the Department must attempt to answer promptly any reasonable request from the public for factual information on external affairs. Such enquiries may be addressed to and answered by almost any division of the Department, although the Information Division bears formal responsibility and receives the largest proportion of enquiries. Statistics in this regard are hard to come by but it appears that enquiries by letter or by telephone are a regular feature of departmental activity and are dealt with satisfactorily.

- (4) Distribution of departmental publications. There is a substantial circulation in Canada of publications produced in the Department or reprinted from other sources. In addition to direct mailing, the Department works in close co-operation with non-governmental organizations specifically interested in Canada's external relations, such as the Canadian Institute of International Affairs, the Canadian Atlantic Co-ordinating Committee and the United Nations Association in Canada; some material provided by the Department is distributed by these organizations. Basic material distributed in Canada includes:

Statements & Speeches on foreign policy. During 1965 thirty statements were distributed and amounted to 2100 English and 600 French copies.

Reference Papers on aspects of Canada's foreign relations, with 1400 English and 500 French copies of 11 different papers.

OECD "Activities" involving monthly distribution of 400 English and 130 French copies.

NATO Letter with a monthly distribution of 2130 English and 700 French copies.

Colombo Plan Broadsheets. Sporadic issue of 850 English and 115 French copies.

The External Affairs Monthly Bulletin is distributed in Canada by the Department free of charge in the amount of 7600 English and 550 French copies. In addition the Queen's Printer distributes free 500 English and 200 French and has paid subscriptions for 900 English and 100 French copies. This is clearly the most important, regular publication circulated in Canada.

The NATO Handbook is distributed in 2740 English and 928 French copies to a number of organizations including the NATO Parliamentary Association, the Department of National Defence, Confederation des Travailleurs Catholiques des Canada, U.N. Association, Young Progressive Conservative and Young Liberal Associations.

Canada and the United Nations and the Annual Report are also sold by the Queen's Printer and the Department provides copies to serious students of international affairs.

Information to Press and other Media

6. By far the greatest volume of information on international affairs and the country's involvement in them reaches the public through the media of newspapers, periodicals, television and radio - in brief, the press. It would be hard to overestimate the importance to the smooth and successful conduct of foreign policy of a press equipped with full and broad knowledge of international developments and official Canadian policy with respect to them which, in turn, is capable of providing the Canadian people with timely information and frequently with helpful explanation or interpretation. Without the basis of understanding of current affairs provided and sustained by the press, the public is in no position to play its role in the development of policy or to assess the adequacy of governmental decisions and policies. These facts underline the inescapable and heavy responsibility of a foreign ministry to give all proper help to the press in getting at factual information on world events and to acquaint the press with determined Government policy and, as necessary, explain its main features and significance. The information published by newspapers, radio and T.V. on world developments is, of course, provided by press resources - correspondents of news agencies, of individual newspaper or chains or of broadcasting networks. The function of a foreign ministry, therefore, is not essentially to provide news as such but to fill in background or topical detail for fuller comprehension of news and to help ensure that Government attitudes and policies are understood. The function is carried on through a number of channels:

- (1) Ministerial contact with the press and other media. The Minister's relations with the press may consist of personal appointments or meetings with one or more journalists and this relatively exclusive and intimate contact is highly appreciated by the press and produces valuable results. It is beset, however, by two major difficulties in that the Minister has a limited amount of time and can rarely receive journalists and, as a consequence, must be selective and thereby run the danger of being accused of favouritism or discrimination. One means of avoiding this possibility while remaining accessible to the press is the institution of the more-or-less regular press conference at which the Minister can meet, discuss with and respond to a large cross-section of the press and broadcast men. There seems to be little question as to the real value of the regular and carefully organized press conference. It pleases the press, provides them with livelier copy than they are apt to get from reporting parliamentary statements and gives them the opportunity to seek for information of some particular interest to them. At the same time, it enables the Minister, whether he is speaking on the record, not for attribution, or off the record, to convey information on policy and conduct of his portfolio to those who write or broadcast the news. A regular press

conference should not be held too frequently or its interest and authority fade, nor should it be held at such long intervals as to convey the impression of something very special at which spectacular announcements might reasonably be expected. Perhaps a monthly press conference would serve the purpose of regular and accustomed meetings to serve the business purposes of press and Department alike. Any decisions in this regard must, of course, depend entirely on the Minister's own preferences regarding his own means of contact with the press. Ministerial appearances on radio or T.V. present a further and impressive opportunity for informing and influencing public opinion. In this regard as well as in connection with his contacts with newspapermen, the Minister has the right to expect full support from officials of the Department to collate material, organize interviews and make any required technical preparations. The support called for relates entirely to the substantive field of the Department's responsibility and would not be expected to reach into the area of domestic political discussion. The report of the Glassco Commission recognized that all governmental activity has at least a modicum of political significance and that a Department's publicity activity may be seen as "an excursion into the realm of political controversy". The report continues, however, in a reassuring way:

"The danger need not be overstated. It is not a matter of the deliberate misuse of the information process to manipulate public opinion for political purposes. Even if this were tried - and there is no evidence that it has been - the attempt would founder on the independence of the news media and the safeguards inherent in the political process itself."

For officials of External Affairs engaged in back-up activities for the Minister's programme of public information this is a consideration not to be lost sight of but scarcely a problem of formidable proportions.

- (2) Departmental press relations. (A detailed description and discussion of the requirements and operations of departmental press activities is found in a memorandum of February 8 from Press and Liaison Division.)

Although the general objectives and purposes of departmental press relations are recognized and approved, it is fair to say that the Department in past years has often been laggard in providing the necessary system and machinery to achieve these purposes. At certain periods a press office has been active and useful - although always undermanned - and at others it has suffered from almost total inaction. The nadir of its history was the rather protracted time when the sole staff consisted of a Clerk Grade 4 who was responsible for the distribution of press releases and little else.

This, of course, by no means represented the total of departmental press relations at that time because a senior departmental officer in the Minister's Office had close, daily contact with important journalists and enjoyed their confidence. This arrangement, the product of special circumstances, was not unsuccessful but it did not provide for continuity and it seriously cut across the maintenance and development of departmental systems in this field and even jeopardized the essential control and judgment required of the Deputy Minister. The dissatisfaction of the public with this arrangement is reflected in the Glassco Report. Referring to the press office at the time, it stated:

"In its day to day relations with newsmen, the unit is restricted to answering inquiries of little importance and distributing copies of speeches and announcements - work that could be done by a trained junior clerk."

The Report continues:

"The Head of Liaison Services (which included the function of press office) has fifteen years experience in External Affairs and is au courant with what is going on in the Department, but he is permitted to deal with only trivial inquiries. All others are referred to more senior officials who are hard of access. Denied quick and efficient facilities, newsmen rely heavily on informal personal contacts to satisfy their legitimate requirements for comment and interpretative background. The sharp criticisms of the Ottawa press corps deserve attention."

This recommended attention has since been given and a reasonably satisfactory and systematic function has been evolved. There continue to be press criticisms of the Department's press relations in recent months but these are less frequent and less vehement than in the past and there is a disposition to recognize the practical efforts of the Department to fill the requirements. In a generally critical, though not entirely accurate, editorial comment on January 15, the editor of the Ottawa Citizen had this to say:

"In the case of external, the Glassco complaints produced some changes. The mysteriously named and almost useless liaison services division has been renamed press and liaison and has become relatively more useful. Under the direction of D'Iberville Fortier, an experienced diplomat and information man, assisted by Charles Stone, a diplomat and ex-newspaperman, the division is now able to supply routine information, to direct inquirers to sources of policy thinking, and to organize occasional foreign policy briefings. This is something although it is not enough."

The only illustration of what is still required was set down as follows:

"Even in Ottawa, the idea has not sunk in that a good information service has to be highly authoritative and ahead of daily events. This means that a senior briefing officer must be available as he is at the foreign office and the state department. He must be sufficiently trusted that he knows what our policy is at any given time. He should be prepared to offer both official statements and background information."

The same general recommendation is made in the Glassco Commission Report:

"The information task in Ottawa cannot be discharged adequately by coldly factual releases. There is urgent need for a focal point where newsmen can get background data and official comment. The departmental officer responsible need not be an experienced pressman, but information experience is clearly desirable and he should have a sympathetic understanding of the problem of newsmen, tempering infinite discretion with ready approachability. Needless to say, he must be well informed on all aspects of policy and operations, sensitive to the nuances of diplomacy, and permitted to use his discretion."

Within the Department, a considerable number of senior officers - Under-Secretary, Assistant Under-Secretaries and Heads of Division - have intermittent contacts with the press and are able to provide useful and appropriate information. These press relations are conducted responsibly and no real problem of control and co-ordination appears to have arisen; ideally, the press office should be aware of the nature of any such conversations in order not to duplicate and perhaps also to be able to follow up and develop any areas of information of particular interest to newsmen. It would be useful to issue a directive to officers, particularly senior officers, of the Department to guide them on the action they should take when they receive press enquiries. The Minister's Office, of course, is another point of contact for the press;

there are arrangements to keep the press office aware of such contacts, to sound out the Minister on his press requirements and to attempt to meet these requirements. A good deal has been done to this end but it seems likely that further steps are needed. However, the pivot of departmental press activity lies, as it should, with the Press and Liaison Division. As the liaison activities of this unit are concerned with an information market outside Canada, and are unconnected in purpose with the press functions, they are dealt with separately. The press office duties currently conducted include the following:

- (a) Assistance to the Minister as required in arranging and preparing for press conferences or interviews and helping in arranging press appearances with broadcast media. Much of this work is responsive but with more staff, more directly promotional work could be undertaken. Recently the practice has developed whereby the Head of the Division has accompanied the Minister outside Ottawa to assist in press relations, establish further press contacts and on suitable occasions to act as delegation spokesman. This worthwhile practice not only facilitates the contacts of the press with the Minister but also gives the press officer an opportunity to expand and clarify policy statements. This is not only useful

abroad but is valuable in Canada because Ottawa is by no means the most important press and communications centre in this country. With more staff, more could usefully be done along these lines. Frequent contact with editors in Montreal and Toronto - and other cities - is a potentially profitable exercise.

- (b) Issue of press releases. Particularly when Parliament is not sitting, this function is essential to provide authoritative texts of governmental announcements and important statements. These texts are frequently accompanied by background material.
- (c) Response to enquiries. This form of service to the press is a central function of the press office. The thoroughness with which it is carried out and the stimulation of increased activity in this field is limited not only by inescapable requirements of discretion but sometimes by shortage of manpower equipped to respond to questions.
- (d) Briefings by press office. Systematic briefings have not yet become a regular feature of the operation of the press office and this is a gap which should be filled. There has been a laudable beginning of background briefings, generally but not necessarily, off-the-record, on various world problems arranged

by the press office and using the special knowledge of departmental officials who are equipped to speak on these subjects. These background briefings appear to be appreciated by the press and a good deal more could be done without debasing the currency. So far the journalists invited to these briefings appear generally to have respected the terms of confidence under which they are held. However, it would appear that a system of regular briefings which would fill in the press on contemporary developments and provide some, usually non-attributed, material for stories would fill a real need. A weekly briefing by the press office, using existing departmental resources, would cover a good many individual enquiries, would provide an outlet for information considered desirable by the Department and would make work easier for the press. (The diligent reporter will normally be able to track down the information he seeks but it needs to be kept in mind that stories by the less diligent or more careless reporter also reach the light of day.) The briefing would also give a chance to the press officer to correct mistaken reports or misinterpretation and to give the shadings of significance of news which are particularly important for reporting on foreign policy questions. The very fact of the holding of such frequent and regular meetings with the press would be an earnest of the seriousness attached by the Department to press relations and should go some way to correct any

impression that the Department is casual or inept in this regard. There is no doubt that the operation would be delicate and not without perils and therefore would impose a considerable burden of responsibility on the press officer. The job not only demands an experienced officer with access to up-to-date factual information over a broad range and intimate knowledge of policy direction and development but an officer enjoying the confidence and support of Minister and Deputy Minister and vested with authority and discretion. There is no doubt that a decision to approve and systematize this function will result in press recognition of an anonymous departmental "spokesman" or porte-parole. A recent intervention in the House by a single Member of Parliament revealed at least this Member's disapproval of a Department of Government permitting a spokesman to issue certain types of information. A judgment on how widespread such a reaction might be is not for me to make but I have no evidence that any general feeling exists on the subject. Certainly most Foreign Ministries with whose operations I am acquainted have long had and continue to cherish the tradition and operation of an official spokesman. It is quite unreasonable to suppose that any Foreign Minister can find time to answer all enquiries and provide all information sought by the press. Certainly a Minister must make all announcements of Government policy but he cannot be expected

day-by-day to answer all the questions of explanation and detail connected with that policy and even less questions regarding the factual detail of the international situation to which the policy is directed. I consider, however, that statements by a spokesman must have a certain frame of reference. In general they should be confined to factual information, should state and illustrate established policy, should not be dynamic or promotional.

- (e) Closely related to the briefing activity in Ottawa is the opportunity afforded by the presence of journalists in touch with Canadian delegations to international meetings. These occasions are useful in enabling closer rapport with the press and in emphasizing facets of Canadian policy.

To perform its role adequately the press office must spend a good deal of time in liaison and consultation with the Under-Secretary and other senior officers of the Department, with the Minister and his entourage and with other government departments, particularly the Prime Minister's Office and sometimes National Defence. There has been fairly successful liaison with the P.M.'s Office but perhaps a more systematic and recognized basis could be sought. The consultation within the Department and arrangements to keep the press office fully and quickly informed

are working admirably. It would appear that further attention could be given to liaison with and services to the Minister and my impression is that with the addition of more personnel the press office would be able to meet these needs more adequately. I have given some thought to more far-reaching means of serving the Minister's requirements such as attaching an experienced officer of the press office staff to the Minister's Office, or, employing an outside journalist or P.R.O. in that Office. On reflection, and after consultation, I would conclude that the attachment of another departmental officer for this purpose would not achieve much more than the press office with additional personnel can achieve. The appointment of an outside public relations specialist could bear the seeds of a good deal of confusion and cross-purpose unless he scrupulously declined comment to the press on external policy, while he obviously would be of no use to external policy if he were kept out of this field. To sum up, I think the best practical solution is to leave this responsibility with the press office, to ensure the press office gives it priority and to give the press office the manpower needed. (It is, of course, not the purpose of this memorandum to consider the Minister's public relations requirements beyond those arising from the conduct of foreign affairs.)

The press relations wing of the Department is inevitably thrown into action on the occasion of V.I.P. visits to Ottawa. Opportunity must be given to the foreign and Canadian pressmen to cover such visits, to describe the programme as it unrolls and, usually, to meet, hear and question the visitor. The people concerned with the substantive programme of visits are the Government Hospitality Committee and the Protocol Division of this Department. As neither body counts a pressman or press unit in its ranks, the Department must provide the means to look after legitimate press interests. When a press office exists in the Department, it is, of course, primarily responsible and has in fact normally organized the necessary planning and operations. On all too frequent occasions, particularly Royal visits, the problem of setting up press arrangements on an ambitious scale has been thrown in the lap of this Department at a late date and without provision for the necessary human resources. Even when a press office has been in operation, it has not been possible for it to provide the required people to carry out the operation and a good deal of desperate, last-minute, ad hoc borrowing of staff has been called for. The year 1967 will see a considerable increase in the number of V.I.P.'s, no doubt including Heads of State, and the weight of press arrangements will be felt especially heavily. (Expo' 67 calls for very special arrangements and must be

dealt with as a separate exercise.) There seems little doubt that not only in 1967 but into the remote future, the burden of making press arrangements for V.I.P. visits will fall on External Affairs and specifically its press office. If this is the case, there is need to provide the sinews to carry the load. The press office, with slightly augmented personnel, can hope to do a respectable job on the visits of ministers and other dignitaries from outside countries and may be able to cope with most visits of Heads of Government, perhaps calling on a few officials from other departments. But the departmental press office clearly cannot, by itself, manage press relations on Head of State or Royal visits. It can, however, provide a nucleus for the planning and, given sufficient time, can organize, co-ordinate and supervise the conduct of press relations during the visit. For this purpose it would need authority to co-opt assistance from other departments and funds to hire outside public relations men for specific tasks and as conducting officers. For planning, a continuing interdepartmental working committee, separate from the Government Hospitality Bureau, is needed which will be aware of impending visits and can begin a concerted effort at a timely stage. To achieve the effectiveness which derives from continuity, I recommend later that a non-rotational position

be added to the press office to provide a person experienced in arrangements for press and broadcast media and in the organization of press programmes. The appointment of such a person would not relieve the Press Chief from general responsibility but would provide an expert assistant with technical responsibility for press arrangements on visits. Between visits such an employee could be well used for general press arrangements. From past departmental experience in the making of press arrangements for V.I.P. visits, it is very apparent that planning and procedure starts from scratch on each occasion and each visit calls for pioneering when this is unnecessary and a sad waste of time. I understand that the press office has prepared a manual of requirements for press arrangements during visits and established a check-list of things to do which, *mutatis mutandis*, can be applied to successive visits. This manual might be somewhat expanded to cover interdepartmental co-operation.

It has been mentioned above that the Press and Liaison Division has two distinct and relatively unrelated functions, the press relations function within Canada and the liaison function which is directed to providing information for use abroad by the Canadian Foreign Service or for broadcast abroad by the CBC International Service. This duality of function resulted from a marriage of convenience of the unit which was originally the Political

Co-ordination Section and the earlier and less active press office. Considering the importance attached to the function of press relations in this Department by the Minister, the Department generally, the press and the Glassco Commission, I think the most serious consideration should be given to divesting Press and Liaison Division of its "Liaison" functions and permitting the press office to concentrate on the very important and sensitive field of press relations. This separation of functions (together with some accretion of strength) should permit the press office to give single-minded attention to its demanding tasks, undistracted by the quite separate, though thoroughly important activities of liaison with CBC(I.S.) and our posts abroad. (Though consultation and advice on strictly press activities abroad would still require attention from the press office.) As a consequence, I would advocate the liaison functions be allocated to the Information Division and I discuss in a separate chapter the advantages of this arrangement of duties for Information Division and the supply of information abroad. A further advantage of concentrating uniquely on the press activities in the one unit is that a confused and confusing title is eliminated and the press corps may be more readily convinced that the Department takes their needs seriously and has taken steps to provide suitable machinery uniquely tailored to their interests.

Recommendations

- (1) That the Minister's views be sought as to whether he would be prepared to hold a regular press conference, perhaps once a month.
- (2) The institution of regular press briefings, perhaps once a week by the Press Office. The terms of reference and delimitation of the scope of these briefings should have ministerial approval.
- (3) The recognition of the function of the Head of the Press Office as an authorized "spokesman".
- (4) The continuation and extension of the confidential, background briefings, "not for attribution or immediate use", by senior departmental officers.
- (5) Further attention to systematic liaison on press matters with other Government Departments, particularly the Prime Minister's Office.
- (6) That steps be taken to have the departmental Press Office recognized as the responsible agency in the Government responsible for the planning, co-ordination and execution of arrangements for press, broadcast media and photographers covering V.I.P. visits from abroad. That such responsibility should embrace Royal visits and visits of Heads of State as well as other distinguished guests (7.(b)).

(7) (a) That, under this responsibility, the Press Office be authorized to seek and other departments instructed, where possible, to provide the assistance of appropriate employees to help plan and execute the press programme on such occasions.

(b) That the Press Office be authorized to spend up to \$ annually to pay for the services of outside assistance in press arrangements during V.I.P. visits.

(c) That an established position be provided to secure the services of a press officer with special experience and expertise in press arrangements to be primarily concerned for visits. An effort might be made to find an officer of the armed forces, recently retired or about to retire, with suitable experience in this field and who would be prepared to fill this job for an extended period and would understand that he would not be rotational.

(8) That the Press and Liaison Division be renamed the Press Office and that it be divested of its "Liaison" functions.

(9) That the establishment of the new Press Office should be:

- 1 FSO 7 - Chief Press Officer
- 1 FSO 5 - Deputy Chief
- 1 FSO 4 -
- 1 AO ? - Officer responsible for V.I.P. Press Arrange.
- 1 Clerk 4 (Sec.)
- 1 Steno 3
- 1 Typist 3

(Note: While the current establishment only provides for two officers, 1 FSO 6 and 1 FSO 3, the new recommended establishment for Press and Liaison Division for 1966-67 is:

1 FSO 7
2 FSO 5
2 FSO 4
1 Clerk 4 (Sec.)
2 Steno 3
1 Steno 2
1 Typist 3

If from this establishment there is removed to perform the "Liaison" functions elsewhere in the Department 1 FSO 5, 1 FSO 4 and 1 Steno 3, the only addition to be made to the Press Office establishment proposed for 1966-67 would be 1 Administrative Officer.)

- (10) That the Press Office should be so staffed as to be able to provide all its services in Canada's two official languages. It is particularly important that the Head of the Press Office be bilingual.

Chapter II

CANADIAN GOVERNMENT INFORMATION ACTIVITIES ABROAD

Purposes

For over twenty years - since the Second World War and the development of widespread Canadian representation in other countries - the Department of External Affairs and other Government Departments have made an effort to make Canada, its people, their life and aspirations better known across the world. The motivation for this activity has been partly intuitive and partly calculated. From many quarters the impulse to share knowledge of our country with others has been spontaneous, born of pride in our national resources, institutions and achievements and the determination to gain wide recognition for these. This understandable feeling has been reflected in Government information activity outside Canada but essentially it provides little more than stimulus and support for clearer and more systematic official purposes directed towards the service of Canada's national interests in the world.

2. What are the purposes of a Canadian Government information programme abroad? In this Department the question has been raised and answers given, time and time again, but there are strong and persistent indications that too many persons who have done information work have been unaware of the general purposes animating their activity or of the purpose of particular information projects in which they find themselves engaged. And if there is one important question any information officer must pose to himself, regularly and seriously, it is:

"Why am I doing this?" Despite conscientious effort and (sometimes) good grasp of technique, it is too frequently hard for an information officer to explain - to others or to himself: "How does the initiative I am now planning serve the interests of the Canadian Government and people?" I think perhaps the basic problem arises from the anomaly that the fundamental purposes of an information programme abroad are understood but that so often the information activities themselves cannot be clearly related to these purposes.

3. Under rational examination, simply to impart information to the rest of the world about Canada is not a self-evident national objective; information work abroad must aim to and, in a broad sense, must be shown to support and advance Canadian interests. The ultimate objectives of such information work are those of external policy: to guarantee the security of the nation, to attain the highest possible degree of national prosperity and, in this pursuit, to fulfil those specific obligations towards the rest of the world which enlightened self-interest or the humanitarian desires of the Canadian people may demand.

4. While it is important that a foreign information service never lose sight of the bedrock reasons for its existence, it would be inane, in operational terms, to focus chiefly on those ultimate and universal goals of peace and harmony which are more aspirations than objectives and which present a horizon far too distant for the purposes of a practical, current programme. Horizons must be lowered and targets brought closer.

5. In assessing and establishing the role of a foreign information service, a clear eye is called for to maintain perspective on the scope and on the limitations of the contribution which information can make to the Government's activity in foreign affairs. The central work of a Foreign Office and a Foreign Service is the conduct of government-to-government relations and in this work an information service has no direct role to play. The information function is auxiliary to the central function but to recognize this with full force and clarity is not to degrade or minimize the utility and significance of the information arm. In the modern world of fast communication and of vastly expanding literacy and general education, it is not enough to talk to governments and to persuade them; the people - at least an informed cross-section of them - must be aware of the nature, intentions and performance of the country with which their government is talking and, in the long haul, the people must be persuaded that certain features make that country a valid and worthy interlocutor. To present such a picture and to persuade public opinion, within limits set by diplomatic propriety and the norms set by the local government, is the underlying job of an information service; and it is a serious and important job. However, the general task of displaying abroad those features of Canadian life which mark us broadly as a respectable and purposeful member of the international community should not be regarded as more than the backdrop to information activities which are more specific, more pointed, more directly contemporaneous. If information work is to achieve proper impact, it must be carried out in the light of the most important Canadian interests in the current circumstances, national and

international. These interests may be political, economic, commercial, cultural or other but their promotion should call for priority action, ahead of background information activities. But if the support and promotion of current Canadian external policies are the priority tasks of information officers, they must be made aware of these policies quickly and in sufficient depth.

6. One of the chief weaknesses of the information service of this Department for many years has been that the Information Division and, hence, the information officers abroad, have existed and worked in relative isolation from the mainstream of departmental activity. Despite recurrent reviews of activities and earnest efforts to achieve something more purposeful and significant, the job performed by the Information Division has changed remarkably little since 1947 when the Canadian Information Service, successor to the Wartime Information Board, was absorbed into External Affairs. The object of taking in the C.I.S. (as I can attest from personal memory) was, in important part, to gear the dissemination of information abroad into the broad movement of Canadian foreign policy, to harness this instrument to planned and recognized international objectives of the Government. At the time of the amalgamation it was felt necessary to correct dissonance, actual or potential, between the official Government voice through External Affairs and the separate, not always closely attuned voice of the C.I.S. in foreign countries. This desirable but negative objective was attained to the extent

that contradiction in the expression of Canadian policy abroad was largely eliminated but there has surely been less success in the positive purpose of utilizing the instrument of public information abroad for the advancement of policy. The Report of the Glassco Commission as it refers to the information function of this Department, although generally superficial and devoted to relatively peripheral matters, does recognize this major problem briefly:

"The employment of information officers abroad, however, can only achieve its purpose if they are given the support from Ottawa needed in their work. Full-time information officers in major posts are being frustrated by the lack of a continuous and timely flow of background information concerning Canadian affairs. Equally frustrating are the lack of notice of government moves likely to attract attention abroad, and the dearth of any general directives concerning Canadian aims. In these circumstances, the information officers are left to devise their own interpretations and to cope as best they can, in an impromptu manner, with external reactions to Canadian actions and statements."

The press, over the years, has been aware of the inadequacy of Canadian overseas information and has expressed dissatisfaction. However, press criticism has been less than systematic and thorough and, at its best, has identified defects that do indeed exist but which are far from being central. These comments largely concentrate on the lack of information specialists at a few posts - probably a quite valid observation - but carry the implication that demonstrated journalistic or public relations expertise is widely required at posts abroad and that extensive specialization in this field is called for - a conclusion that does not stand up to close examination. Criticisms that have been made by the travelling Canadian public - whether official or private - tend to relate

more to amenities offered to Canadians rather than to Canadian information directed towards the local press and public. The provision (or lack of it) at all posts of up-to-date Canadian newspapers - particularly home-town papers - falls into this category and will be discussed later. General or specific ignorance in foreign countries is also frequently adduced as evidence that official Canadian information is unavailable or ineffective. Many criticisms of the scope and effectiveness of Canadian information abroad are based on comparisons with the programmes and activities of other countries which have concluded that a large and expensive effort in the field of information abroad is required in their particular national interest to service political, cultural, economic or prestige purposes. Such critics have seldom faced up to the implications in financial and human resources nor have they calculated the reasonable proportioning of effort between substantive work in foreign affairs, including economic aid, and the publicizing of this work. What is clear is that no Canadian Government has decided on "Big Information" and presumably this reflects a feeling by the citizen and taxpayer that modest programmes of information abroad, purposefully and economically conducted, are what they want. My comments and recommendations, therefore, relate to a relatively small but (hopefully) improved and somewhat larger information programme.

Information Work at Posts Abroad

7. The separation of discussion of the work of making Canada and its policies known abroad into chapters on Abroad and At Home is artificial and is done for convenience of presentation. The people engaged in these activities in Ottawa and at diplomatic or consular missions are warp and woof of the same fabric. Ultimate direction and authority are vested in the Under-Secretary and implemented by the Information Division and the Cultural Affairs Division while abroad Heads of Mission and information officers bear responsibility for execution of determined programmes and also a good deal of initiative within this framework. Officials working in this field at home and abroad must be reciprocally responsive and alert to the requirements of the other.

8. The central function of a diplomatic mission is, of course, to establish and maintain contact with the government of a foreign country, to report on its actions and attitudes, to convey Canadian decisions or opinions, occasionally to negotiate and to conduct bilateral "business". And most of this week-to-week work can proceed, in large degree, without the direct and immediate assistance of public information programmes intended to increase knowledge of and friendship towards Canada. However, we are concerned with the role of a diplomatic mission in a wider sense. The credentials of an Ambassador require him "to foster relations of friendship and good understanding" between Canada and the country in question and the Embassy is recognized as the source of authentic information about Canada. Thus a diplomatic

mission is automatically involved in provision of information by replies to enquiries and public addresses and by extensive documentation, circulation of films and recordings. Information activity is augmented outside the mission by short-wave broadcasting and by commercial distribution of films and T.V. programmes. Finally, the publication abroad of Canadian information by press agencies or representatives in Canada or by foreign journalists visiting Canada almost certainly provides the bulk of news and information about Canada appearing in foreign countries. There are certain limitations on public information activities by diplomatic missions imposed by diplomatic propriety and political judgment. While an official information service reaches to the public and not directly to governments, it must be careful not to appear to appeal to the public of a foreign country over the head of or in defiance of the foreign government; and it is the more alert and politically integrated foreign services that run the greater danger of offending a host government. Certainly Canadian policies are not always in sympathy with the policies of other governments and, while information about Canadian policies should not be generally denied in such cases, the manner of presentation calls for considerable delicacy and scrupulous avoidance of public argument. Similarly, any public comment on disagreements with third-party governments represented in a foreign capital must be avoided or presented matter-of-factly and, if possible, indirectly. However, such occasions are infrequent and should not impose any general timidity to present and explain official Canadian views.

9. While it is possible to discuss "information abroad" as if it were one subject - as it is in general purpose - the possibilities for and the value for Canada of this work vary so widely from country to country that descriptions of (a fortiori prescriptions for) activity are difficult to set down in a form which has comprehensive validity. Nevertheless, the large areas of information activity are available to most if not all missions, although the level of activity in any one of them may vary from nil to an ambitious programme. These are (not necessarily in order of importance):

- (1) Distribution of Canadian films and, increasingly, T.V. tapes;
- (2) Recordings, principally for radio, of Canadian talks or music;
- (3) Distribution of documentation (important speeches, articles, brochures, maps);
- (4) Public addresses;
- (5) Press contacts, releases and interviews;
- (6) Library services;
- (7) Presentation of books;
- (8) Exhibitions;
- (9) Cultural manifestations;

(10) Replies to public enquiries;

(11) Short-wave radio.

10. There would appear to be almost unanimous agreement among those who have done information abroad that film distribution is the single, most successful activity in which we engage. This medium reaches an ever-growing audience at showings and, increasingly, through television. By its nature, the visual presentation of Canadian life is more readily understood than the written work, even to those audiences whose ears are not perfectly attuned to commentaries in French or English. Where commentaries in the local language are available, the impact, of course, is predictably greater. Comments from posts indicate a general view that NFB (and CBC) films are very satisfactory, that more new films are sought and that there should be a greater effort to provide more vernacular sound-tracks. There is also a feeling that more liberal travel allowances should be provided to permit more frequent film showings by post personnel, either Canadian or locally employed, at centres other than the capital, particularly in large countries. I believe that a good deal of attention should be given to the question of (a) providing more sound-tracks in other languages than French or English and (b) the encouragement of or financial subsidy for specific film productions tailored to the support of particular external policies and programmes. I discuss this further when considering the information functions of the Department in Ottawa.

11. It is probably in the use of the written word for information abroad that the greatest frustration is encountered. This is potentially a highly effective area of activity and, in fact, much has been done and continues to be done. This is certainly the area in which an information officer must feel himself actively engaged but the results of efforts to place Canadian information in foreign newspapers (and reflections in radio and T.V.), periodicals or specialized journals are only occasionally rewarding and all too frequently are disappointing. After reviewing the files and noting comments on their information activities from posts abroad covering many years, the causes for less than satisfactory performance would seem to be:

- (1) A very strict limitation, which varies, of course, from country to country, on interest in Canada and therefore on the market for news and information about Canada;
- (2) A perennial shortage of timely information on Canadian developments;
- (3) A lack of material specifically produced with the needs (and market) of one country or group of countries in mind;
- (4) Lack of specific direction from Ottawa on tasks to be performed by a specific mission and ignorance of the purposes and objectives of the post in this field;

- (5) Lack of initiative and sense of local responsibility in the information field at posts;
- (6) Shortage of foreign language material and facilities for capable translation;
- (7) Lack of expertise and use of untrained personnel.

12. Much of the well meant criticism of Canadian information abroad by casual or sporadic observers has failed to take into account the real lack of a large market for Canadian information in many, perhaps most, other countries. The observers, very naturally, launch their comments from a highly Canadacentric base and fail to realize that their interest in and enthusiasm for things Canadian are not shared in any substantial degree by editors of foreign publications. Any information officer approaching his job with a parochial and naive conviction that the Kuritanian press and public is panting to know a great deal more about Canada is due for rude disillusionment. The information merchant faces a tough buyer's market and he is in competition with the wares of thirty to ninety other diplomatic missions all of which are offering information to the local public. Naturally spectacular news about Canada will hit the foreign press - though normally through news agencies - but this type of information is usually nothing the Canadian Government particularly wishes to project and amplify - public discord, disaster, bombs-in-mailboxes, etc. The more positive aspects of national life so often lack direct public appeal abroad and a great deal of painstaking effort is required to encourage

successfully the publication of an article on such intrinsically interesting and valuable subjects as resources or power development, Canadian peace-keeping initiatives, the performing arts or the opening of the North. Such pieces can eventually be and are marketed and more can be done but ambitions in this line are bound to outstrip achievement by far and realistic acknowledgment of this fact must underlie planning and programming of information efforts.

13. It is a common experience of posts abroad that, all too often, when there is interesting Canadian information at hand regarding policy developments or other national news of importance, word of this information and supporting material arrives too late to be used. Normally, first breath of such news in the local press comes from agency wires in predictably brief and sometimes obscure form. At this point and for the next hours, a post may be in a position to fill out and interpret the story (if aware of it) either by offering further, unsolicited material or by explanation, and thereby transform a passing mention into a worthwhile story which tells something useful about Canada. But normally the post has to express regrets that it knows nothing beyond the press report and has nothing more to add; ironically, it is at posts that enjoy good press contacts that opportunities to amplify such news will be more frequently offered and which will also be more frequently frustrated. Even official government statements often arrive after the time of possible utilization. I believe that shortage of personnel in the Department has been responsible for this flow and I suggest possible improvements later under discussion of activity at headquarters.

14. The material for publication received by any given post is, with rare exceptions, not prepared with that post in mind but is issued to all posts abroad. This scatter-shot technique of supplying material means that any particular post receives a sizeable volume of documentation - speeches, reprints, feature articles - most of which is not usable locally or which requires a good deal of re-working. Not only is there a waste of paper, postage and filing space involved but there is also an unfavourable psychological impact on the information officer at the post who attempts to discern what use can have been intended for this material and ends up with the cynical but sometimes justified conclusion that little or no thought had been given at headquarters to his particular requirements. From comments from posts abroad it would appear to be the common experience that too little material is tailored in Ottawa to the needs of a specific country or area and that something well short of potentially effective results will continue to be realized until more closely focussed documentation is received. There are steps which can be taken at headquarters to improve this situation but, at this point, I am suggesting the line of thought and action which our missions might take. The people with the most lively awareness of the information possibilities in any single country are those serving in the local diplomatic or consular mission and a basic responsibility rests on them to let Ottawa know their needs and to ask for appropriate material. To fulfil this responsibility a greater measure of advance planning is called for than has normally been the case. Perhaps this planning would be realistic if it did

not attempt to project requirements for more than a year ahead but it could be very useful if, before the beginning of each calendar year, each post would supply the Department with a description of its practical requirements and a listing of the subjects of articles or reports it would hope to receive and use in the coming year. At some posts it would be a distinct achievement to place a half-dozen important articles per year in the local press or journals while in big and important countries the figure would obviously be much larger. Considering that staff and money in Ottawa are limited, the posts must recognize that overly ambitious programmes will not be fulfilled and should feel some confidence that what they ask for will be satisfactorily utilized and can reasonably be provided. Within any suggested programme of subjects to be developed, as clear an indication as possible of priorities should be given to enable the Department to use its resources as effectively as possible. The exercise of examining and recommending a programme for the publication of Canadian information in a given country would require a serious study by the information officer, by others at the post and by the Head of Mission. Insistence on carrying out such an exercise seriously could also do a good deal to concert at posts abroad the public information activity with the current substantive work of the post and the Department. This effort could also result in better informed, more closely pinpointed direction of information activities at each post and it would certainly mean more systematic and meaningful attention to the whole information field by the posts.

15. Connected with the effort to place greater responsibility on the post for information activities is the need for the Head of Post to give this work adequate priority and to provide informed supervision. The same requirement also applies to heads of chancery and other senior officers. It would be useful if a Head of Mission, on appointment, were given instructions on what is expected of his post in the information field. Policy, purposes and profitable procedures should be outlined and, where possible, a list of dos and don'ts should be sketched. Unless a Head of Post feels a direct responsibility is laid on him to assure that information work is carried out as effectively as the other tasks of the mission, information work is unlikely to be well performed.

16. In countries where communication is not principally in French or English, the lack of sufficient material in the local language is a perennial handicap. There have been notable efforts in Ottawa from time to time to cope with this problem, particularly in the Spanish language, but it can be readily agreed that the problem continues to be large and real. Certainly, more can be done at headquarters in this respect but there are possibilities abroad as well if more money can be found. At most posts where English or French are not the language of the country, locally employed clerk-translators are on staff but they are normally fully occupied with translations of administrative or other correspondence, press scans, etc., and little or no time is left over for "creative translation" of the sort required in information work. Nor are these translators frequently of the level of education and experience to under-

take such tasks effectively. At quite a number of posts, the importance to Canada of the country concerned may not be great enough to justify the expenditure which would be required to employ a superior translator for information work and in the countries of first-line importance to Canada our posts, by happy fortune, can operate in English or French almost entirely. In between, however, there are a number of important countries where serious thought might be given to better, quicker translation facilities - Germany, Japan and India come to mind at once. The service could be provided by full-time employment of a well educated, skilled translator on staff and with a higher salary than those usually paid local employees. Or the services of such an individual or perhaps a bureau could be retained on a fee basis, depending on local circumstances.

17. One of the objects of discussion and criticism of information activities abroad (and at headquarters) has been the lack of people doing information jobs who have journalistic or public relations experience. Such criticism by journalists has often been levelled as referring to a world-wide defect when it turns out that they have only a few locations in mind, sometimes only Washington and/or London. However, I am not aware that any serious outside effort has been made to examine the needs at the broad run of posts abroad and to suggest that Oslo or Accra or Lima or Kuala Lumpur or Lagos require a full-time information officer, much less a specialist in public information. Related to the demands of the substantive work of a mission, it is unrealistic to think that more than a part-time effort in the information

field is justified at a large number of posts. This being so, it follows that a generalist officer, who can operate in various fields, must do the information work. And normally he can do it quite successfully, given proper direction and useful materials. He should, if our standards are maintained, have the required qualifications which are less technical than professional - broad knowledge of Canada, close association with policy developments, a feel for the local country and the personality and imagination to utilize contacts for the promotion of interest in Canada. A specialized P.R.O. might by good luck have most of these qualifications but it is not likely that he could readily turn his hand to other jobs of the mission in the political, consular, economic or even cultural fields. I think the present system of using FSO's and EAO's for information work at most missions should be continued but their work should be buttressed by more detailed direction from Ottawa, by greater interest and participation from the head of post and other officers and by the concomitant adjustment of priorities to give the information work the time, thought and even prestige it needs to be successful.

18. At certain important posts, just below the "top" level, a specific study needs to be made of the value which might accrue from the provision of a full-time specialist in the information field who would have experience in the practice and techniques of public information. Where a genuine requirement could be shown to exist, it could be met by the appointment, no doubt through Civil Service competition, of a person experienced in public relations. (Such

appointments, it should be mentioned at some point, do carry with them the possibility, if not the certainty, that the person appointed will only be satisfied for a short time with his specialist functions and status and will soon press to be made a generalist FSO for employment in "normal" diplomatic duties. The history of specialist appointments in the Department clearly shows this tendency to be almost universal; it gives rise not only to continuing personnel problems but also frustrates the very purpose of hiring specialists.) In lieu of a Canadian specialist, serious thought could be given to employing a highly qualified (and probably highly paid) local journalist or P.R.O. who would know the local information market and could place Canadian information in it. He would need to be able to translate and rewrite material and produce articles based on the Canadian material provided. He would, of course, require close guidance and supervision by officers of the mission to ensure that policy and text accorded with official purposes. The posts where such local help might prove useful and which should be called upon for views are, perhaps, Bonn, Rome, Tokyo and Delhi.

19. The major posts where a full-time and high level Canadian press and information specialist might be required are Washington, New York, London and Paris. The United States presents a special problem and will be dealt with separately. In London, a specialist officer with long journalistic experience heads the information and press work, supported by junior personnel. What appears to be lacking in London is a senior officer of suitable experience to

direct and conduct that part of the information field broadly known as cultural relations. The image (images?) of Canada as a producer of wheat and meat, minerals and pulpwood, a land of rivers and forests and providers of armed forces in times of trial is imprinted on the British mind but there would be widespread scepticism that Canada has its own considerable value and importance in the fields of education, science and the arts. And most particularly lost to view in Britain are the achievements of French Canada in the cultural field. It is, of course, true that informed people in the universities, research institutions, the BBC and London theatre, etc., have a grounded appreciation of Canadian cultural resources and contributions but this is a limited, if important, segment of society and, if an accurate picture of Canadian life is to be developed, light must be cast into the dark places of the British press and public attitudes. The need for liaison with centres of learning and culture is, of course, of great importance and should be served on a more systematic basis. At least one experienced officer, entirely occupied with these matters, should be added to the staff of Canada House.

20. In France, the information picture is turned around and cultural relations have had priority over general information at the Embassy and there is a much wider knowledge of French than of English Canada. I believe the need at the Paris Embassy is for a full-time, experienced information officer to be in touch with press and other media to present to the French public a more comprehensive and balanced picture of Canada. The spurring of activity in this sector should in no way impede the maintenance and growth of present and planned programmes of cultural exchange and information.

21. The need and the possibilities for information work in the United States are so great as to be overwhelming. The problem here is not a search for information outlets, which are manifold and available. The need is for people who know what aspects of Canadian life particularly merit publicity and who can choose and, hopefully, utilize the right channels. There is no problem of communication in either the sense of technical systems or of language. Communication is carried out at governmental level but, far more important, it is conducted by literally millions of Canadians and Americans on a day-to-day basis - by tourists, businessmen, athletes, scholars, school-children, entertainers, etc., and yet, as year follows year, the vast U.S. public, even the educated public, is ignorant of Canada to a degree that astonishes and vexes Canadians who encounter it. This vexation and frustration in Canada is a bad background for Canadian reactions to U.S. policies and actions and on occasion swells to the proportion of serious resentment. However, the most important danger from American ignorance of Canada is that U.S. policy at federal or lower level will miscalculate or entirely fail to take into account Canadian interests or emotional reaction and will take steps damaging to Canada or to bilateral relations. Examples are endemic and superfluous. By themselves, the efforts of the Canadian Government are not going to change the pattern and correct the situation and for long-term results we must manage to convince Americans in the right places that it is important for the people of the United States to understand Canada and allow Americans to forward the educational process. To this end the interest of school systems, of universities, of textbook authors and publishers and of learned societies must be

enlisted. I suggest that an initial step would be the appointment in Washington or, possibly, in New York of a cultural attaché, preferably an experienced educational administrator, who could plan programmes to educate Americans about Canada and recommend ways in which Canadian resources, governmental and private, could be used to support such programmes. If a sound plan were developed, undoubtedly funds would be required to carry them out but at this point it would be fruitless to guess at the order of magnitude.

22. It is apparent from comments from all quarters that our effort in the United States in the field of current information and press relations needs strengthening. The job done by Mr. Farquharson was generally conceded to be useful and effective and demonstrably served to support Canadian policy in the U.S.A. This function has not been performed at a sufficiently high level, at least, for some time. Not only has the absence of a senior press officer been the occasion of a good deal of criticism from outside the Department but the basis of the criticism has been widely recognized, within the Department, as valid. There can be reasonable argument as to whether this task should be performed by a career official or by the employment of a suitable journalist or P.R.O. but it is recognized that familiarity with public and press relations is essential. I would suggest that experience in both the foreign service and public relations area is called for and, if only one man can be fielded for the task, then an FSO with public relations experience is called for. A better solution would be to establish a two-man

office, headed by an FSO with press experience and including someone recruited from outside with practical experience of the requirements and techniques of press and public relations. Certainly, if the Embassy is not only going to look after public and press relations in the national capital but is also aiming to guide and co-ordinate information work at the consular offices in the United States, a two-man Washington bureau is not too large. (The co-ordination of the information work of other government departments and agencies is a separate and important subject but is discussed elsewhere).

23. A matter which is of a rather different and separate nature from information work abroad is the provision by airmail of Canadian daily newspapers to posts abroad. The lack of recent Canadian dailies has been a cause of complaint by Canadian travellers for many years. The essence of the complaint, however, is not that these papers are important for getting information to the foreign public but rather that a Canadian traveller has the right to keep abreast of Canadian affairs by being able to read reasonably current Canadian papers at our diplomatic or consular missions. Although Canadian officials abroad would be delighted to receive Canadian papers with shortest possible delay, it would be difficult to maintain that these would become, at the broad range of posts, an important tool of information. At a few posts Canadian dailies might, however, be justified on this basis - in the U.S.A., London and Paris. There may, however, be reasonable justification for providing airmail dailies at posts as an amenity for travelling

Canadians. However, in view of the cost, a government decision would be required that the expenditure of such an amount was justified in the public interest. The most recent estimate of providing all our posts by airmail with one Montreal and one Toronto, daily (La Presse and Toronto Globe and Mail) shows an annual cost of \$64,242.00 and \$46,804.00 respectively.

Short-Wave Broadcasting

24. In its programme of information abroad, the Government of Canada expends a very high proportion of its available funds () on the work of the International Service of the CBC. From reports from our missions it is clear that the recorded programmes of CBC (I.S.) transcription section are useful and sought after. At the same time almost all posts report an inability to hear CBC (I.S.) short-wave broadcasts and have not been able to find solid evidence that the local public, outside "hams" and other aficionados, listen to these broadcasts and are not certain that ascertainable results justify continuation of the service. These doubts are not new and reviews of the need for official Canadian short-wave broadcasting to foreign countries have been made from time to time. I suggest that a renewed interdepartmental study be undertaken to arrive at a conclusion whether this medium of carrying information on Canada to other countries, related to other means of providing information, gives proportionate value for the money expended. This study would, of course, have to take into account the recommendations of the Fowler Report with regard to the need for further expensive installations to serve

CBC (I.S.) and the considerations (including encouragement from this Department) on which the recommendations were based.

Recommendations

- (1) That directives be addressed individually to posts, setting out the broad purposes of their information activities and interpreting these in terms of information objectives in each country. I believe the initial draft of such Standing Orders should be written at the post but the Department should first provide posts with a suggested skeleton proforma to guide preparation of the draft. The standing instructions eventually arrived at would be a point of reference and direction to the head of post and the information officer and, very particularly, to new incumbents. Out of these guidelines posts should be encouraged to develop information manuals to elaborate useful local methods, contacts, media and any possible pitfalls.

- (2) That a serious and continuing effort be made by heads of post and other officers to ensure that those performing information tasks are up to date and informed on Canadian policy trends and in a position to give authentic information as required. The constant interest in and direct supervision of information activity by the head of post (and/or head of chancery) is required to encourage the information officer and ensure his activity is purposeful and efficient.

- (3) That each Head of Post, on appointment, be given written instructions on the information work to be performed by his post.
- (4) That posts be provided with additional useful and timely information on Canadian affairs by the Department.
- (5) That at most missions information work continue to be performed by FSO's or EAO's.
- (6) That posts be responsible for recommending to Ottawa the subjects and forms of written material required for their information work and that such requests be planned in advance to cover the period of one year. Such programmes should be realistically modest.
- (7) That recommendations be sought from posts for their translation requirements and means which could be found locally to help meet these requirements. The cost of providing any recommended local translation services should be assessed.
- (8) That opinions and recommendations be sought from posts in Bonn, Rome, Tokyo and New Delhi (perhaps others) on the need for a specialist in public and press relations and the possibility of finding high-grade local employees for information work. Alternatively, posts might investigate the

feasibility of hiring public relations firms to conduct Canadian information work under guidance.

- (9) That early consideration be given to appointing a qualified cultural affairs officer in London.
- (10) That a senior information officer with relevant experience, possibly from outside the Department, be appointed in Paris for press and public relations and that cultural relations continue, as a separate task, to be carried out by a qualified officer.
- (11) That a cultural affairs attaché be appointed in Washington (or New York). This official could be an FSO but there might be advantages in employing an outside specialist from Canadian educational circles.
- (12) That a senior, experienced press and public relations officer be provided in Washington, probably a career officer. Serious thought should be given to filling a supporting position for a specialist in press and public relations techniques who would be appointed for this specific job and would not become a permanent member of the foreign service.

Chapter III

INFORMATION WORK AT HEADQUARTERS

Inherent in the preceding discussion of the purposes and conduct of information work abroad is the recognition that there must exist at headquarters in Canada substantial and efficient official machinery to give direction to and provide materials for information programmes in other countries. That this is a rather special function has been acknowledged in the Glassco Commission Report:

"Speaking for Canada is a very different task from speaking to Canada. The general canons of honesty and good taste apply to both, but the government's information activities abroad must pursue aims differing from those of its domestic services. This chapter, then, is concerned with the various information programmes directed to audiences abroad by a number of federal departments. In examining the information activities of the Department of External Affairs, however, the organization and direction of overseas services cannot be treated separately from its activities at home, and the latter are therefore included here."

The artificiality of discussing separately information work abroad and at headquarters has already been mentioned and the procedure explained as simply a presentational convenience. For in discussing the purposes, objectives and practices at posts abroad, the purposes and scope of departmental activities in Ottawa become apparent. The information staff is, of course, closer in location and time to the development of policy and is responsible for bringing knowledge of these matters to the attention of posts and for providing guidance on their presentation to foreign audiences.

The functions of government external information apparatus are basically two-fold: a) to convey an accurate, balanced picture of the Canadian entity to foreign peoples as background to more immediately and specifically directed activities. This activity of a general nature is known in the jargon of public information as "image-building" and in terms of time and money requires the larger share of effort. Some Canadian information agencies, such as the National Film Board, operate entirely or predominantly in this area; b) to support directly external policies of the Canadian Government as they evolve and are announced. This sort of specifically pointed activity is an important part of the information work of External Affairs and a number of other departments, notably Trade & Commerce, Immigration, Travel Bureau, etc. However, while the specialized information work of other departments is normally confined to promotion abroad of policies in the domain of that one department, External Affairs information activity must attempt to forward, outside Canada, government policy in any field, though it must be most closely related to policy in the international political and economic fields. Having noted two main, distinguishable areas of external information activity, it would be a mistake to suggest that they are anything but mutually dependent parts of the same whole, with general information providing a context for more specific information while immediate programmes must serve an official purpose launched from a platform of relatively broad understanding of Canada's nature and significance. I strongly believe that the information activity of External Affairs has been handicapped for a long time by failing to put these two interdependent lines of external information activity under one institutional roof.

2. Most of the policy information - for informational and not substantive use - sent to posts is handled at present by the Liaison side of Press & Liaison Division and earlier by Liaison Services and the Political Co-ordination Section. Part of this activity is aimed essentially at the enlightenment of officers at posts abroad about developing foreign policy and of the views and reports of other missions. Posts directly involved in any particular subject of the moment will be up to date on that subject through regular departmental correspondence but other posts will be interested for their own information and for possible professional use, either by way of explanation to other governments or, occasionally, as a basis for public information efforts. The Press & Liaison Division is at present responsible for this work. It is an area that has had deep nodes and loops of activity and has depended on the availability of personnel to do it. Currently this activity is on the upswing but more can be done. The choice, minuting and distribution of Selected Documents is a valuable service to missions abroad and divisions of the Department. The Press & Liaison Division also undertakes the distribution of Policy Statement telegrams to posts abroad which can be used for both intergovernmental and public information. Another very useful activity, which has not yet been fully restored, is the preparation and distribution of Policy Information Telegrams to give posts abroad a summary of information, classified or unclassified, on important current international events and of governmental, sometimes departmental, views on these events at a stage when these views may not have yet become announced or established policy.

In many cases, such telegrams could contain press guidance instructions or could be supplemented by special Press Guidance telegrams. Occasionally this unit prepares reviews of Canadian editorial opinion and is responsible for checking on the daily CBC airmail bulletin and the six-page editions of Le Devoir and The Globe and Mail. All these activities have a large content, immediate or potential, for public information activities abroad. A further function of Press & Liaison Division devoted to information outside Canada is its duty of liaison with the International Service of the CBC. This liaison involves the provision of information, including classified, foreign policy guidance and critical examination of scripts broadcast by CBC (I.S.). The Information Division also conducts liaison on information activities with the I.S. but at present not in the policy field or using classified information. The Press & Liaison Division, parallel to and as part of the same process of choosing and summarizing Selected Documents, also provides the Governor General, the Cabinet and the National Defence College with a collation of important reports and memoranda from posts abroad and from the Department.

3. The Information Division of the Department performs a much larger, but not necessarily more important, function in providing material and guidance for information work abroad. The material from this Division has normally been unclassified and has little policy content. It is normally directed to the tasks of providing general and background information about Canada and its people, although more specific programmes are also undertaken. The principal activities of the Division are:

- (1) The production and distribution of publications about Canada;
- (2) Conducting a programme to bring foreign journalists and other opinion-making visitors to Canada and offering them facilities to learn about Canada with the aim of informing the people of other countries;
- (3) The distribution abroad of Canadian films, requiring constant contact with the National Film Board;
- (4) Work connected with international exhibitions; a share in determining participation in individual fairs and in preparing for Canadian exhibits and providing portable exhibits. This activity calls for a good deal of liaison with other government departments and, particularly, the Canadian Government Exhibition Commission;
- (5) The distribution abroad of CBC (I.S.) material and consultation with that agency on information programmes;
- (6) The passing but demanding function of liaison and co-operation with the Centennial Commission and the Expo '67 Corporation;
- (7) Liaison with other government information agencies and co-ordination of information activities abroad through the Interdepartmental Committee on Information Abroad.

4. As has been suggested in the chapter on information activities at posts abroad, there appears to be too little written material provided by Ottawa designed to meet specific needs of specific posts. Almost all the Canadiana sent from Ottawa is on service-wide distribution. Of this material, a rather small proportion will be usable by all posts, a considerably larger proportion can be used by quite a number of posts and, I suspect, a certain proportion will be useful to no one. I believe that Statements and Speeches must, on faith, be sent to all posts and, in general, can provide a useful reference source and, sometimes, an amplifying source for press use. However, it appears that greater discrimination is required if the currency is not to be debased by the circulation of official statements on a good many subjects of little interest or value in an information programme. The feature articles on things Canadian present a greater problem and challenge. These articles should provide the greatest volume of material to be used in the foreign press and periodicals and I think they could do so if more scrupulous attention were paid to the requirements of individual posts based on inform assessments of the information market in individual countries, in some cases areas, and the topics of interest in those countries which we think should be read and discussed publicly. Once again, distribution is on a general basis and we are faced with the familiar problem that articles which may be of interest in Scandinavia are meaningless in West Africa. And to receive a substantial volume of articles irrelevant to the country of any given post means that inevitably the information officer concerned will waste his time trying to peddle an

unsaleable product and will eventually cease to bother too much about this activity. Automatic circular distribution of information material to all posts is easy and does not demand very much manpower but it is clearly a relatively unproductive activity. To assess and discriminate as to what posts should receive what material demands more people at headquarters available to think and decide what purpose a document is intended to serve at a specific post. It is more than we can ever expect that each piece of written material going to each post will be accompanied by a letter explaining why that document is being sent and what purpose in that specific country it is intended to serve but I suggest that the despatching officer should, in his own mind, have an idea of what end use it will serve and send it only to posts where he has a reasoned basis for belief that it can be profitably put to use. Indeed, in some cases, where the documentation has an importance beyond the normal run, a brief accompanying letter or an introductory note should be contemplated.

5. A further problem regarding written information material sent to posts is that the Department is dependent to too great an extent on the reprinting of already published articles and has not been able to engage on an adequate scale in the production of material specifically designed for information use abroad either at a broad range of missions or for specific groups of missions. Although, granted more personnel, more original writing of such material could be done within the Department, it is surely unrealistic to think our personnel resources are ever likely to permit a sizeable writing unit. In the past, articles and reports have been commissioned outside the

Department but financial provision has never permitted a large effort in this field. I consider that a start should be made on an expanded programme of this sort and that a modest but respectable budget should be sought to hire outside, competent writers to provide articles of real value and utility for our information programme in all or some countries abroad. The Department would need to give serious thought to the selection of subjects and selection of writers and would need to assure themselves on each occasion that the projection abroad of that particular aspects of Canadian life and thought served an identifiable and significant Canadian interest, that it was interesting and marketable and that the chosen writer could do a competent job. The obvious people to undertake such original composition would be found in the ranks of journalists (possibly more expensive), professors and specialists of various types inside or outside the Civil Service. I think the enlistment of contributions of the required sort from university teachers might offer the most rewarding possibilities and would have side-benefits in encouraging their interest in the operations of the foreign service.

6. The programme of bringing foreign journalists and other opinion-forming persons to Canada is, by general agreement, a centrally important and effective means of bringing information about Canada to other countries. Given careful selection, the visitors provide a skilled group of writers, broadcasters and educators of established reputation who gain a first-hand knowledge of features of Canadian life in their field of interest and who enjoy access to publication outlets in their own countries. Visits by such people not only beget

an immediate series of articles, editorials, talks, lectures, etc., but also provide a basis of interest in things Canadian which one can hope would suggest a continuing concern to follow up and write about Canada over a long period. The budget for this activity has recently been increased tenfold and results from this increase should begin to show before long. The personnel requirements for the section of the division dealing with foreign journalists should be given close attention after a year's operation on the expanded budget but in the meantime the staff should be brought up to full strength. It seems desirable that the senior position in this section should be filled by a person familiar with the problems of journalists and with some special experience in the field and attention should be given to the possibility of enlisting a qualified officer from outside the ranks of our rotational officers.

7. In the preceding chapter I have mentioned the great value attached to the distribution abroad of Canadian films. In conjunction with the NFB, a special study might be prepared to: a) assess and budget the reasonable need for further foreign language sound-tracks and b) the possibilities for and cost of the production of a few films over, say, a five-year period specifically and purposefully aimed at foreign audiences in the support of external policy, to be at least partly financed under the budget of External Affairs. If the Department is to make more effective its participation in film work abroad there is probably a need for greater expertise in this field and I suggest that the possibility of recruiting a public information officer with special knowledge of the film medium be explored.

8. It is perhaps sufficient here to note that the need to co-ordinate and dovetail the work at home and abroad of the several agencies of government engaged in external information has been recognized and that serious efforts have been renewed to achieve effective working arrangements. I can see no choice for this Department but to acknowledge its central responsibility to stimulate and pursue the effort to co-ordinate information work abroad and to devote the necessary time and people to this effort.

General Defects and Suggested Improvements

9. It is not too difficult to identify a number of particular and detailed flaws in the Department's external information performance and to envisage a repair or patching job to improve these. But the malaise of the body of information work as a whole cannot be explained by symptomatic description of malfunction of the parts. On the contrary, a healthy and confident operational body would long since have found remedies for particular defects. In the more than twenty years since World War II which have witnessed the vast growth of Canadian participation in international life, the information function has not developed correspondingly and the Information Division in Ottawa has continued to be, under successive Governments and successive departmental managements, a tolerated but unloved stepchild. The information job has been and still is widely regarded in the foreign service as at second level and somewhat irrelevant. The Glassco Report states accurately: "Career foreign-service officers regard service in the division, if not as a penance, at least

as an episode to be endured". And this attitude has not developed capriciously but through observation of the less than important status allotted to the Division and the less than impressive achievements it has been able to register. Outside observers are generally critical of the information operation but for other reasons. The foreign service tends to disdain the Information Division and information work as "unprofessional" in the sense of the profession of diplomatist while journalists consider it "unprofessional" in the sense of the profession of public communication. The sad thing, to my mind, is that these two views, though often exaggerated in their scope and intensity, are not lacking in valid basis.

10. Since 1947 when the Canadian Information Service, rendered down, was incorporated into the Information Division of External Affairs, the Division has led a separate and lonely existence. It has gone its own, often rather dreary, way, relatively isolated from the "political" divisions of the Department even though its focal purpose is to support external policy. The amount of dialogue between the Division and the rest of the Department has been limited, nearly negligible on policy matters. As the Government has, over the years, never developed a philosophy, at least a conviction, about the proper place and level of importance of external information, it is not surprising that direction given to the Division from above on what it should be doing has not been visible for very long periods of time. It would not be sensible to think that any government, beset by many other, much more important problems,

is going suddenly and spontaneously to issue a clear, convinced and authoritative policy on the scope, level and status of government information activity abroad and if such policy is ever to be framed and embraced it must proceed from the particular to the general, from successful operation to approved doctrine. If larger, more effective information programmes are to be authorized, it must be on the basis of demonstrated capacity to conduct a smaller operation successfully and economically. I should think, therefore, the Department must be content to forego the blessings of succinct, comprehensive governmental instructions and concentrate on what it can do with its present or modestly augmented resources.

11. It is not easy to integrate the Information Division into the mainstream of departmental activity and permit it to perform its functions with contemporary understanding of policy and clues as to how information work should be supporting policy. The great proportion of reports and departmental recommendations on policy matters are of a classified nature until a certain stage is reached. Public information work by definition is carried out with unclassified material and the Information Division (except for classified documents read by the Head of Division) deals virtually 100 per cent with unrestricted materials. It seems realistic, therefore, to suggest that, if the Information Division is to share the departmental pulse-beat and integrate its work with substantive diplomatic operations, an effort should be made to allot the Division some area of activity which will give them access as part of their jobs to the classified tools of the trade and the information used by the

political divisions. From the point of view of security management it is, of course, convenient to have whole non-classified areas of activity in the Department where general access need not be controlled or restrictive but I cannot think this is a governing consideration. Accordingly, I would recommend that the "liaison" functions currently performed by the Press & Liaison Division be transferred to the Information Division intact. I have already discussed benefits for the press office which might be expected from this transfer but the benefit for the Information Division would be much greater. The liaison function itself is part of the infrastructure of the information programme abroad and logically belongs in the headquarters unit established for this purpose and this purpose alone. The injection of this policy information strain into the bloodstream of Information Division would have a generally stimulating effect and much of the consciousness of conducting a current, "political" activity would brush off on officers doing the normal background information work and invest this work with a sense of direction and significance which has not been characteristic. The liaison work would carry with it positions for two experienced FSO's who should bolster the structure of the Division and give the divisional head valuable, additional support.

12. To strengthen the Division in the direction of greater expertise in the field of public information, I believe the Department should seek the services of two or three Public Information Officers to be recruited by the Civil Service Commission either from a current competition or a future competition tailored to our needs. New blood of this sort might well lead our

information activity to seek and adopt new techniques and avenues offering the hope of greater impact and effectiveness. Such officers would be non-rotational and would find their career ladder not in External Affairs but in the range of opportunity offered by the general Civil Service public information activity. Such officers should be expected to work in this Department for five to ten years but would eventually leave us in due course to fill a higher position in some other department. On this understanding, I think the lure of the FSO category could be resisted and these specialized officers retained in their specialized capacity. In terms of staffing there would be the advantage that the Division would suffer less from perennial shortages in the EAO and FSO classes. It has been the fate of Information Division to be understaffed (nothing unique in the Department) but also to be inadequately staffed in terms of quality. Too often, employees who have failed to fit in elsewhere have landed in Information Division (as a former Head of Personnel I hasten to assume my share of blame!) and very new officers have been required to fill positions calling for greater experience. The presence of a number of non-rotational officers, therefore, could ease the staffing difficulty.

13. It seems important that a greater effort be made to provide more training in public information to junior officers - EAO's and FSO's - in Ottawa during their probationary period to enable them to take on information tasks abroad more quickly, more expertly and with greater confidence. Many of these officers receive some months of in-training in the Information Division but

this has not proved adequate. I consider that more lectures should be added to the training course to enable the junior officers to acquaint themselves even superficially with the techniques of mass communication. At a stage when time and personnel resources permit, the possibility that the Carleton University School of Journalism might be able to work out a two or three week course tailored to our specific training needs should be explored.

14. In this paper I have not directly discussed the organization and activity of cultural relations with other countries. Although this activity was until recently carried out within the Information Division, it was always recognized as a separate function from the general dissemination of information. The work of the new Cultural Affairs Division is essentially substantive and is akin, say, to the functions performed by the Department in the international, economic or commercial spheres. However, in carrying out its programmes of cultural exchange with other countries, the Cultural Affairs Division is inevitably providing a good deal of interesting information about Canada, although the Information Division has the general responsibility to let foreign peoples know something about Canadian culture as it does with regard to other important areas of Canadian life. I do not think a formidable problem of overlap or duplication need be expected but as time goes by a series of detailed definitions of span of responsibility will have to be established on the basis of experience and common sense. The Glassco Report has recommended and, I think, there is general concurrence that the press office and Information

Division should report to the same Assistant Under-Secretary. I fancy that the same line of thought would lead to placing the Cultural Affairs Division in the same grouping.

15. The discussion above is almost entirely related to ideas for making more effective and meaningful activities which have been carried with greater or lesser success for many years and which should be continued. There has perhaps never been sufficient personnel or sufficient encouragement to envisage new and different programmes which could make a significant contribution to public information in other countries. I suggest the time may have come to consider experimental activities on a small scale and to develop these if they seem to bear promise. I think that one or two pilot projects might be undertaken to determine whether a considerably larger (and more expensive) programme would give value for money. To strike an example, one might take Australia, a country of vast potential and whose relationships with Canada are bound to become very close and important. Australians and Canadians feel a vague sense of affinity and share a sort of ignorant reciprocal affection but know very little about each other. This lack of knowledge and understanding (although there are other important factors) has not infrequently led to vexations and faulty interpretations which cannot fail to be reflected to some degree in official attitudes. If this assessment is correct, there would be identifiable value in successfully informing Australians about Canadians, their life, their problems and their aspirations. A pilot project in relatively massive public information could, of course, be undertaken in quite a number of

countries of actual or potential importance to Canada. I would envisage that, if such a project were approved, a "feasibility study" should first be conducted by an expert, in much the same way that such studies are done before an industrial or resources project is undertaken in an economic aid programme. On the basis of his report a relatively large information programme in one country could be set up to be completed in, say, three years. It might involve the hiring of Canadian and local information experts, increased provision of films and T.V. tapes, further cultural manifestations, establishment of one or two information centres, considerably increased book presentation, lecture tours by qualified Canadians, etc. Another area where trial runs could be made is precisely in the field of information centres where the public in, initially, one or two countries could come to read or borrow books provided by the Canadian Government and Canadian publishers, where films would be shown, recordings by Canadian musical artists or live performances could be heard, where Canadian lecturers could speak, where Canadian publications would be available for loan and/or for sale and where small permanent or temporary exhibitions could be staged. Again for illustration, I suggest that New York City and Geneva might be chosen - the first concentrating principally on English expression, the second on French. If the experiment demonstrated not only popularity but national value to Canada from such centres, the number should then be expanded. It is not my purpose here to list a great range of such new activities but to suggest the kind of thinking the Department might encourage to achieve greater momentum and dynamism in its information activities.

16. I think some attention might usefully be given to the structure of the Information Division in one aspect. For a long time there has been a position of Deputy Head of Division whose incumbent not only deputizes in the absence of the Head of Division but in a real sense duplicates the work of Head of Division by vetting, approving or amending papers which in turn must be seen by the Head of Division for decisions. If the suggestions I have made for new functions for the Division were agreed, I suggest the Division should have two Deputies (one senior who could act as Head of Division when required) with divided areas of responsibility and authority and who would be expected to sift correspondence and memoranda, thus relieving the Head of Division of a good deal of paper work which does not need to come to his attention. And normally the contact of the Head with his Division should be through these Deputies rather than directly to more junior staff. While the two Deputies would have supervisory responsibilities, they should be working desk officers as well and leave the more important direction of the Division to the Head.

Recommendations

- (1) That with the aim of providing better materials to posts abroad, considerably greater attention should be given to the needs of individual posts or groups of posts and that material should be prepared with these specific needs in mind. To do this an additional FSO 4 position should be established and filled. Also, funds of the order of \$ should be

authorized to permit commissioning of articles and reports from qualified persons outside the Department.

- (2) That a Public Information Officer of suitable rank be recruited to be responsible under the Head of Division for the programme of visits of foreign journalists and other opinion-formers. Such an officer should be bilingual.
- (3) That a special study be made, and, depending on its findings, that funds be allocated within the Department's budget to support further foreign language sound-tracks for NFB films.
- (4) That a study be made and, depending on its findings, that funds be allocated in the Department's budget to help finance production of NFB films specifically intended, and for specific policy purposes, for foreign audiences.
- (5) That a Public Information Officer with suitable experience in the film medium be recruited to carry out the film work of the Information Division.
- (6) That a junior Public Information Officer be recruited to carry out departmental responsibility regarding official exhibitions and displays abroad. The Cultural Affairs Division could possibly also make use of the time of such an officer.

- (7) That the "Liaison" functions of Press & Liaison Division be transferred intact to the Information Division and that establishment for one FSO 5 and one FSO 4 be made and filled to carry out this work.
- (8) That Information Division have two Deputy Heads. One would be designated to be acting Head of Division as required. One Deputy might have general responsibility for work related to films, radio and T.V., exhibitions, journalists and visitors, interdepartmental relations and the production of the normal departmental publications. The other Deputy would be responsible for the "Liaison" activities, for the External Policy Section and for the suggested activity of providing or commissioning specifically required written material and for the correspondence with posts in this regard. Both Deputies should be at the FSO 5 level.
- (9) That the Department provide increased training opportunity in the field of public information to junior officers who will perform or supervise this work abroad.
- (10) That possibilities for new activities, possibly pilot projects, be studied and, if the need is reasonably demonstrated, that funds be provided to undertake one or two such projects with an eye to future extension of successful activities.

- (11) That the Information Division, the Press Office and the Cultural Affairs Division report to the same Assistant Under-Secretary.

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