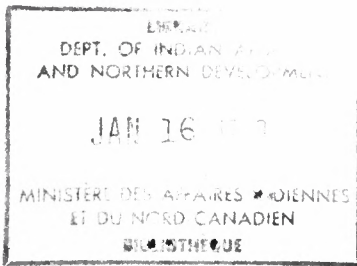


Communicating

- **Who**
- **What**
- **When**
- **Where**
- **Why**
- **How**

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Communicating

- . Who
- . What
- . When
- . Where
- . Why
- . How

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A Few

Do's and Don't's

1. Have a clear understanding with your supervisor of the extent to which you may or may not disclose information, including to whom.
2. Never discuss matters not within your own area of responsibility; refer inquirers to the responsible source or designated spokesperson. When in doubt, find out.
3. In dealing with news media, involve your Program Information Officer at the start. It is his/her job to help you communicate more effectively.
4. Never fob off news media inquiries with untruths or distortions; they lead to political trouble.
5. In planning and delivering programs and services, seek the advice at an early date of your Program Communications staff whose job it is to contribute communications ideas and resources that will help enhance your performance. You can't satisfy a need for program services if the potential users don't know about those services and how to obtain them.
6. Know the Guidelines on Limitations to Information Release (pages 24 to 26) and the Procedures for Release of Information (pages 27 to 29).
7. In applying the limitations and procedures, remember the Special Consideration arising from the Government-Indian relationship (page 23).

to involvement of communications professionals in branch, program and departmental executive and management committees has contributed greatly to the improvement of information planning and implementation.

The use of social marketing as a technique in the design and delivery of government programs will intensify the planning and evaluation components of information activities. Social marketing is the application of commercial marketing techniques to the formulation and delivery of social programs. "Participaction" is an example of social marketing in action. However, policy makers are divided about the ethics of techniques such as social marketing.

Whatever the outcome of this debate about attempts to motivate various publics, the recognition is growing that no policy or program fully succeeds without well-planned, professionally-executed communications. The state of the art, halfway between craft and profession, has been one of several factors in attenuating the impact of communications or information planning.

The Communications Branch make no claims to expertise in the substantive content of programs and policies although individual information officers may contribute a fresh or different point of view. However, the Communications Branch can supply planning, execution and evaluation expertise in the area of communications. Defining target audiences, recommending communication routes to reach those audiences, gathering information about the success or failure of the effort to communicate, these, along with implementation of agreed information

take the question up with their superiors so that each will clearly understand the limitations on any individual action.

Generally speaking, only a small percentage of instances will arise where, because of the sensitive nature of the information to be transmitted in response to a media request, Directors-General and/or the ADM must become involved. These instances will be quickly apparent to officers who have a thorough knowledge of the limitations on release of information arising from government policy or directives. When in doubt about responding to a media or other inquiry, officers should offer to call back the inquirer after collecting the facts. This period then can also be used to check for advice on how to handle the query.

Of course, it is elementary but nonetheless vital that where you do not know the full facts about which you are being questioned, say so and offer either to put the inquirer in touch with the knowledgeable source or, if it is your particular area of responsibility, to collect the facts. There is no disgrace in telling an inquirer that you do not know the full story but will gather the information and return his/her call.

speaking with the news media on such hard news topics. This is to avoid errors in fact inherent in gathering and distilling information on complex subjects in a large organization (i.e. the danger of compiling incomplete, inaccurate or out-dated information from those who do not have access to all of the information involved in the policy-making process). In other words, in issuing news releases or speech notes, the technical information is funnelled up from the specialists concerned to the appointed executive officers who have an overview of departmental activities and spending. It is these official spokespersons who are in the difficult position of having to answer for the implications that budget or staff changes may have on the Department's mandate.

Press gallery reporters in Ottawa and the provincial capitals or reporters from the larger dailies usually phone directly to the Minister, Deputy Minister or Regional Directors-General's offices. Frequently, however, Communications may be contacted directly by out-of-town reporters who consider Communications staff to be official spokespersons. However, here again, referral should be made.

The Information and Promotion Plan

An information and promotion plan (sometimes referred to as an information and education plan) is prepared on a project basis and submitted for approval. How inclusive a plan may be will depend largely on the budget and staff available and the priorities the programs set. Generally, information plans will cover such projects as new initiatives, continuing support for on-going programs, or new approaches to problems and opportunities. The last refers to one-time or short term promotion events such as open-house demonstrations, meetings, exhibits and other special events.

The preparation of a plan takes into account:

- audience (chiefly, who the program is intended for but also more general publics);
- objectives (why, or the rationale for the program or service being supplied. This answers the questions of how the government is meeting what needs to provide what services not available from society at large);
- methods (in what forms the information will be presented, e.g. print, photos, a/v, film, meetings, mailings, media contacts, forums, exhibits, surveys, or contests, etc.);
- information plan objectives (why, or the rationale for the interpretive theme of the presentation. This will include a statement on the advantages and disadvantages of the program; short and long term benefits; how the particular format of the presentation will meet the special needs, circumstances and preferences of the intended audience);
- resources (budget and staff involved).

Information Release -- Background

The question of release of the information held by government departments has received considerable attention in the last two decades for a variety of reasons. These have been examined in detail by a number of groups and individuals, ranging from Senate committees to commissioned studies. Important background to an examination of this question can be found in the reports of the Senate Committee on the Mass Media, the report of the Task Force on Government Information ("To Know and Be Known") and the research reports of a study on science communication by the Ministry of State for Science and Technology ("Media Impact", Vols. 1 & 2).

From the standpoint of government, there probably are several landmarks of the 1970s relating to the release of information. The proposed procedures introduced in this paper stem from these landmarks.

How Open is Open?

In general, these documents state a policy of enabling Members of Parliament (and by logical extension, the general public) to obtain factual information about government operations by making available to them government papers, documents and consultants' reports with certain stated exceptions. The important point to note is that the information is to be made available unless it falls within the specific exemptions. Thus the starting point is one of openness such as was envisaged by the Prime Minister's declaration.

However, the effect of this openness is diminished by the 16 specific exemptions from release enumerated in Cabinet Directive Number 45. Particular attention is drawn, in the context of Program operations, to Exemption No. 5. This states, in effect, that papers and documents may be exempt from production in Parliament (and therefore from public disclosure) if their release "could allow or result in direct personal financial gain or loss by a person or group of persons."

It is clear, however, that in practice, information is both being tabled in Parliament and disclosed publicly by departments which seems to fall under this item of exclusion (e.g. information on loans, grants and contributions).

Certain financial information may quite properly be released where it is requested. This applies to requests for information on the amounts and recipients of grants and contributions. However, this does not apply to requests for information on loans. Loans information may not be disclosed as it may affect an individual's financial standing. Requests for financial information about

This is one among several reasons that these information procedures set out a clear line of authority, from Assistant Deputy Minister through Directors-General (headquarters and regional) to Directors in the field, for disclosure of information.

In addition, there is a clear need for officers to be aware of the Program or Departmental procedures for dealing with the release of information. The transmission of this knowledge to officers is an important obligation of senior managers. Program training systems should include instructions to officers in their responsibilities with respect to information. The mere signing of an undertaking or oath not to disclose material which comes across their desks hardly seems to be sufficient for the purpose. Therefore, the agreed procedures for the release of information are circulated to Program officers so that, in responding to requests for information from whatever outside source, they will not disclose matters without authority to do so.

Cabinet Documents

Briefly stated, this new machinery in the Privy Council Office was designed to advise on, and to monitor the requirement that Cabinet memoranda contain realistic communications plans. Deputy Ministers were urged to take steps to ensure that their designated information or communications advisers are involved in the process of developing a cabinet document at a sufficiently early stage to work out effective communications plans. The factual basis of government decisions, as set out in these cabinet documents, is a key element in the development of effective communications plans.

The decentralization process in this department, as it affects the information activities of the Indian Affairs Program (as well as those of Parks and Northern Development), made it important to examine the Program's machinery for obtaining professional communications advice in the preparation of public relations and information plans for policy proposals.

Special Consideration in
Indian Program Information

The special relationship between the Government and the Indian people, as described in the paper "Approach to Government-Indian Relationship," (Appendix "B") dictates an unrestrictive interpretation of the guidelines on information release which follow.

The thrust of the "Relationship" paper is toward joint Government-Indian development of policies, programs, resources. Mechanisms have been, and will continue to be, established to further this joint activity. Without a substantial sharing of information among Program representatives and the representatives of the Indian people (especially the National Indian Brotherhood), the work of joint program and policy development would be severely handicapped.

Therefore, it is recommended that the limitations to release of information which are set out hereunder be so interpreted as not to impair this process, nor such processes as the researching of Indian claims.

In the guidelines which follow, an effort has been made to base the Program guidance on release of information upon the provisions of Cabinet Directive No. 45. However, where Cabinet Directive No. 45 speaks of documents, the Program Guidelines refer only to information. Thus, what is dealt with is information and what is to be released or retained is information - not documents. The proper channel for obtaining documents or copies of them is in Parliament.

8. Information relating to the business of the Senate. For example, information about plans for dealing with departmental legislation. These are the responsibility of the government leadership in the Senate.
9. Information, the release of which would be personally embarrassing to Her Majesty or the Royal Family or official representatives of Her Majesty.
10. Information relating to negotiations leading up to a contract until the contract has been executed or the negotiations have been concluded.
11. Information that is excluded from disclosure by statute.
12. Contents of Cabinet documents and those documents which include a Privy Council confidence, except where Cabinet has authorized communication of all or part of the information.
13. Information on any proceedings before a court of justice or a judicial inquiry of any sort. This is intended to caution against attempting to interpret judicial decisions, or to comment upon them, or to disclose information that is the subject matter of an on-going court or judicial proceeding. It does not preclude factual statements about matters of public record in the courts.
14. Information that is private or confidential and not of a public or official character.

Proposed Procedures for Release of Information

1. Using the Guidelines on Limitations to Information Release, Directors will assess the appropriateness and the need for the initiation of information activities at the time of review of program forecasts for the main estimates. A similar assessment will be undertaken at the time of preparation of program forecasts.
2. Those projects or activities designated for release, or for partial release, of information will be submitted to the Communications Branch for the preparation of an annual Information or Communications Plan in which resources allocations can be made. The Communications Branch also will prepare individual communications plans for those activities which require release of information to various publics at times outside the budget cycle.
3. The annual Information or Communications Plan, itemizing the kinds of action proposed for each project or activity as agreed upon among the Communications Branch and the appropriate Directors, will be submitted to the Executive and Planning Committee through the Assistant Deputy Minister.
4. It will be the responsibility of Directors to make clear to their officers the various restrictions on information release.

8. Where response to an inquiry would disclose information previously designated for release at a later time, the concerned Director and the Communications Branch will attempt to agree on immediate release. Failing agreement, the matter will be referred to the appropriate Director-General for decision.
9. Written and audio-visual communications will be prepared by the Communications Branch and submitted to the Deputy Minister/ Assistant Deputy Minister for approval in the form agreed upon with the concerned Director.
10. Regional information and communications activity, for which the Regional Director-General is responsible, should follow the same principles and practices outlined above for national and headquarters activities.
11. Communications activities undertaken by headquarters or by the regions which directly affect each other should be reported without delay by DEX, Telex, telephone or mail, depending on the urgency of the situation. The Communications Branch at headquarters and the officer at regional headquarters responsible for information activities should be the normal route for such reports. Keeping each other informed is the best way for headquarters and the regions to avoid conflicts.

3. Papers dealing with international relations, the release of which might be detrimental to the future conduct of Canada's foreign relations; (the release of papers received from other countries to be subject to the consent of the originating country).
4. Papers, the release of which might be detrimental to the future conduct of federal-provincial relations or the relations of provinces inter se; (the release of papers received from provinces to be subject to the consent of the originating province).
5. Papers containing information, the release of which could allow or result in direct personal financial gain or loss by a person or a group of persons.
6. Papers reflecting on the personal competence or character of an individual.
7. Papers of a voluminous character or which would require an inordinate cost or length of time to prepare.
8. Papers relating to the business of the Senate.
9. Papers, the release of which would be personally embarrassing to Her Majesty or the Royal Family or official representatives of Her Majesty.
10. Papers relating to negotiations, leading up to a contract until the contract has been executed or the negotiations have been concluded.

2. Consultant studies, the nature of which is identifiable and comparable to the kind of investigation of public policy for which the alternative would be a Royal Commission, should be treated as such and both the terms of reference for such studies and the resulting reports should be produced.

3. Prior to engaging the services of a consultant, Ministers are to decide in which category the study belongs, and in cases of doubt are to seek the advice of their colleagues.

4. Regardless of the decision as to which category (1. or 2. above) the consultant report will belong, the terms of reference and contract for the consultant study are to ensure that the resulting report comprises two or more volumes, one of which is to be the recommendations while the other volume(s) is (are) to be the facts and the analysis of the study. The purpose of this separation is to facilitate the release of the factual and analytical portions (providing that the material is not covered by the exemptions listed above) enabling the recommendations (which, in the case of studies under category 1., would be exempt from production) to be separated for consideration by Ministers.

February 16, 1973

R.G. Robertson,
Secretary to the Cabinet.

It must be recognized that there are marked differences in the various Indian communities across Canada, both economically and socially, and that no single policy can be applied universally at any given time. Any strategy developed by government and Indian representatives must be both sensitive and flexible enough to meet a great many different needs. The strategy developed for any particular location must come from consultation with the Indian group directly affected, and must involve agreement as to:

- a) Objectives to be met, and
- b) Methods of attaining these goals.

Methods of Consultation

Over the past two years, various joint working arrangements involving government and status Indian representatives have been emerging at the federal, provincial and Band levels.

(1) National Level

A Joint National Indian Brotherhood/Cabinet Committee has been established to consider major policy issues that might arise in the course of the Government/Indian relationship. These issues, which can be proposed by either side, constitute the agenda of the Joint Committee, and later become the subject of detailed consideration by further Joint Working Groups established for that purpose.

The emphasis of these groups will be increasingly on insuring that federal programs and provincial programs offered to the Indian people in the same area work together to avoid duplication and waste. As well, it is essential that any such groups operate with the continuing consent of the Branch concerned with the policies and programs on which they offer advice.

(3) Band Level

At this level, the process of transferring programs and resources from government control to Band control continues. The growth of this process is determined by the capability and the desire of the Bands to assume this added responsibility. The support and advice given to the Bands by the federal government must be consistent with:

- a) the Band's potential for development,
- b) the requirement of the Band for assistance,
- c) the Band's choice as to the role to be played by Indian Affairs representatives (e.g. loaned to the Band as administrators; hired as consultants; acting as regional or district administrators).

c) Indian Affairs consultation

There is a range of major issues (e.g., housing, education, economic development, community affairs, off-reserve services) which are the subject of ongoing consultation between the Department of Indian and Northern Affairs and Indian people at various levels.

In its future relations with the Indian people, the Department must:

- (1) consult with other departments and agencies concerned with the co-ordination of federal programs affecting Indian people, as well as those programs involving federal/provincial co-operation;
- (2) serve as a source of ideas and initiative in improving the policies and programs proposed by the federal government;
- (3) provide information and assistance to Indian groups advancing claims;
- (4) discharge the federal government's managerial responsibility for any financial or administrative support required in developing policies and programs.

- (1) Direct support for special programs and services from such departments as Indian and Northern Affairs, Health and Welfare, and Secretary of State;
- (2) Resources available to Indian people from general public programs both federal and provincial;
- (3) Proceeds from claims settlements;
- (4) Reserve lands and other Band assets; and
- (5) Core funding of Indian organizations and Bands.

Greater effectiveness in the use of funds will result from systematic planning and various cost-sharing arrangements among the different funding agencies.

Assessment of Proposed Approach

The essence of this approach is joint participation in developing policies and programs at all levels of contact between government and Indian representatives. The advantage of this kind of consultation process is that Indian leaders are given a distinct and relevant role within their areas of influence and competence while, at the same time, government representatives are enabled to see more clearly and appreciate more fully their responsibilities through communication with their Indian counterparts.



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Structure of

Joint NIB/Cabinet Committee

JOINT NIB/CABINET
COMMITTEE

JOINT NIB/CABINET
SUB-COMMITTEE ON
INDIAN RIGHTS & CLAIMS

CANADIAN INDIAN
RIGHTS COMMISSION

STANDING JOINT
WORKING GROUP

JOINT WORKING
GROUP ON INDIAN

JOINT WORKING
GROUPS e.g.,
Revision of
Indian Act

JOINT NIB/DINA
WORKING GROUP
on Housing,
Economic Dev.

NOV 15 1983

MAR 19 1987