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**Department of Communications
Strategic Review**

**Report of the Task Force
on
International Activities**

DRAFT - FINAL REPORT
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TASK FORCE REPORT
NOTICE TO THE READER

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This **Draft Report**, is one of thirteen **internal working documents**. It was produced by a group of departmental officials from various regions, branches and levels. However, these representatives have been chosen on their own merit but not to represent their sector's interest. The mandate of the Task Force was to assess activities currently carried out by DOC and to develop proposals for consideration by Senior Management in its current Strategic Review exercise.

This document reflects the result of discussions and debates which took place over eight weeks, an extremely tight timeframe. It presents recommendations and suggestions for rationalizing and reorganizing Departmental activities. It is a good first attempt at building creative and innovative solutions. The views expressed are those of the majority of participating members except where stated otherwise and **ARE NOT BINDING** senior management.

The contents of this Report are **PROPOSALS** based on internal discussions relying on the information available at the time. The feasibility of the proposals' implementation has not yet been fully considered, **NOR HAVE THEY BEEN APPROVED BY SENIOR MANAGEMENT**. Cost estimates and associated job savings are approximations and would require further study before they could be confirmed. It is recognized that some information contained in this Report has not been fully substantiated or edited. This reflects the complexity of the subject matter as well as the impossible task of obtaining accurate or requested data for developing recommendations within the short time frame. The limited resources available to the Task Forces also presented challenges. There may be convergence or divergence of views with other working documents which will need to be looked at in context.

The Report will serve to stimulate further debate and discussion on important matters relevant to Departmental activities. There will certainly be further review and analysis of some of the recommendations to ensure an accurate portrayal of the issues.

The thirteen reports are available in the language in which they were prepared. They were delivered to the Department of Communications Strategic Review Committee. Executive summaries are available in both official languages.

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RAPPORT DU GROUPE DE TRAVAIL AVERTISSEMENT AU LECTEUR

Ce **RAPPORT DE TRAVAIL PRÉLIMINAIRE** - un de treize - est le fruit du labeur d'un groupe d'employés du ministère provenant de régions, de directions et de niveaux divers. Il faut toutefois noter que ces employés n'ont pas été choisis comme représentants de leur secteur, mais bien sur la foi de leur propre compétence en regard de la tâche à accomplir. Ce groupe avait comme mandat de réévaluer les activités courantes du MDC et d'élaborer, dans le cadre de l'examen stratégique, des propositions devant être soumises à l'attention de la haute gestion.

Ce document est le résultat de huit semaines de discussions et de débats, soit un échéancier extrêmement ambitieux. Il contient des recommandations et des suggestions visant à rationaliser et à réorganiser les activités dont le ministère est responsable. C'est là un premier essai d'examen de solutions qui se veulent imaginatives et innovatrices. Ces vues sont celles de la majorité des participants sauf là où une dissidence a clairement été exprimée. Ces rapports **NE LIENT AUCUNEMENT** la haute gestion.

Les **PROPOSITIONS** contenues dans ce rapport sont le résultat de discussions internes alimentées par l'information alors disponible. Le réalisme de ces propositions n'a pas encore pu être pleinement vérifié. **ELLES N'ONT PAS NON PLUS REÇU L'APPROBATION DE LA HAUTE GESTION.** L'estimation des coûts, tout comme les prévisions d'épargnes ne sont que des approximations qui nécessiteraient, pour pouvoir être certifiées, des analyses plus poussées. Nous sommes pleinement conscients que certains des renseignements contenus dans ce rapport n'ont pu être homologués ou édités. Cet état de fait illustre tant la complexité du sujet traité que l'extrême difficulté, voire l'impossibilité, d'obtenir, en si peu de temps, les données sollicitées ou des données fiables sur lesquelles fonder des recommandations et ce, sans compter le peu de moyens dont disposait le groupe de travail. Il est possible que les points de vue exprimés dans les divers rapports soient conflictuels, d'où la nécessité de prendre en compte le contexte.

Ce rapport servira de point de départ à d'autres débats et à d'autres discussions sur les sujets d'intérêt pour le ministère. Certaines des recommandations contenues dans ce rapport feront, certes, l'objet d'examens plus approfondis et d'analyses plus fouillées afin de s'assurer que les enjeux dont il est question y soient clairement définis.

Tous les rapports sont disponibles dans la langue dans laquelle ils ont été rédigés. Ils ont tous été déposés devant le Comité d'examen stratégique du ministère des Communications. Les résumés sont disponibles dans les deux langues officielles.

Report of the Task Force on International Activities

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Report of the Task Force on International Activities

I. Executive Summary

From telecommunications and broadcasting to museums and the arts, globalization, competitiveness and enhanced international trade are requiring DOC to pay more, rather than less, attention to developments abroad. Increasingly, there is a need to take into account international developments in the context of domestic policies and priorities; to recognize that, at times, the two may be in conflict; and to address these conflicts in the context of the government's overall international policy objectives.

This dynamic environment highlights both a) the need for central coordination of certain responsibilities related to international activities, and b) the need for line branches and regional offices to ensure that they have the capacity to influence the development of international activities in which DOC is involved in a manner which is sensitive to, if not always fully consistent with, domestic policy priorities. Achieving an appropriate balance between these two requirements is a theme which underlies much of this Report and several of its recommendations. There was, however, a unanimous view within the Task Force that a central coordinating unit like DGIR is indispensable in the current environment.

Consistent with its terms of reference, the Task Force took a broad view of international activities within DOC. In order to facilitate a Department-wide perspective, the Task Force examined international activities under three broad categories rather than focusing on DGIR. The categories examined were: Telecommunications; Industry Support and Marketing; and Arts, Cultural Industries, Broadcasting and Heritage. Sub-committees were formed to review each of these areas and to report back to the Task Force, including recommendations on where activities could be rationalized and savings achieved. Regional activities were included in the scope of the sub-committee reviews.

Perhaps the key recommendation of the Task Force is the development of an Annual Review and Plan of all DOC international activities for consideration and approval by Senior Management. The Annual Review and Plan would be a strategic document designed to allow Senior Management to make informed decisions on the scale and scope of each and all DOC international activities, establishing an overall orientation. Moreover, the proposed Annual Review and Plan would provide an ongoing mechanism for Senior Management to assess the relative value of each international activity.

Given the increasing importance of international activities highlighted in this Report, the Task Force is of the view that the resources allocated to these activities (approximately \$7.1 million, or less than 5% of total DOC resources) is not excessive. Recommended savings and cost recoveries, including a combination of efficiency measures and reductions of certain activities could reduce costs by up to \$980,000 - almost 14%. These savings are itemized, in summary form on page 23.

Based on its review of international activities, the Task Force has concluded that a reduction of 25% cannot be achieved by rationalization and efficiency measures. Achieving a reduction of 25% would require making difficult decisions to reduce or cut international activities of recognized value.

Nonetheless, as required by its mandate, the Task Force has identified options for achieving a 25% reduction. These are not, however, presented as recommendations, but rather as options for senior management to consider in the event that a reduction of this magnitude is required and can be achieved in no other way.

II. Introduction

A. Role and importance of international activities in the current environment

In examining DOC's international activities, the Task Force has gained a new appreciation of both the increasing importance of international relations within the Department's mandate, and the increasingly pervasive influence of international developments on DOC activities at all levels and in every sector. From telecommunications and broadcasting to museums and the arts, globalization, competitiveness and enhanced international trade are requiring DOC to pay more, rather than less, attention to developments abroad.

It is not enough for DOC to be a competent international representative for Canada in those areas in which it has a legal mandate - or even, in some areas, to be a recognized expert. Increasingly, there is a need to take into account international developments in the context of domestic policies and priorities and to recognize that, at times, the two may be in conflict. In this context, the Department is called upon to set priorities for its mandated areas of responsibility within the government's overall international policy objectives.

This dynamic environment highlights both a) the need for central coordination of certain responsibilities related to international activities, and b) the need for line branches and regional offices to ensure that they have the capacity to influence the development of international activities in which DOC is involved in a manner which is sensitive to, if not always fully consistent with, domestic policy priorities. Achieving an appropriate balance between these two requirements is a theme which has cut across many discussions of the Task Force and of its sub-committees. It is a matter which is addressed more specifically in the conclusion to this Report. Still, the Task Force felt that there was a need to highlight the growing importance of international activities early on in this Report.

B. International activities covered by this Report

Consistent with its terms of reference, the Task Force took a broad view of international activities within DOC. In order to facilitate a Department-wide perspective, the Task Force examined International activities under three broad categories rather than focusing exclusively on DGIR.

The categories examined were: 1) Telecommunications activities; 2) Industry Support and Marketing; and 3) Arts, Cultural Industries, Broadcasting and Heritage. Sub-committees were formed to review each of these areas and to report back to the Task Force, including recommendations on where activities could be rationalized and savings achieved. Regional activities were included in the scope of the of the sub-committee reviews. In an effort to reduce paper burden, the sub-committee reports have not been appended to this Report. Copies are available on request from Task Force Secretary David Warnes (998-4010).

Having reviewed the work completed by its sub-committees, the Task Force realized that international research and development (R&D) activities had not been captured. In order to address this matter, we have obtained some information from the Task Force on Research and Development. Recognizing that the latter will be addressing this whole area in a comprehensive manner, this Report does not make specific recommendations on international aspects of R&D. Some of the more general recommendations in this Report do, however, apply equally to R&D activities. In addition, since the responsibility for international expositions has only recently been transferred to DOC, from EAITC, this area was not examined. It is understood that there will be a formal evaluation and audit following DOC's participation in the exposition this Fall in Taejon, South Korea.

C. Scale and scope of DOC international activities

1. Establishing the Task Force's resource base

In establishing a resource base against which the 5%, 10% and 25% reductions could be applied, the Task Force, and its sub-committees, attempted to isolate and identify human and financial resources dedicated to international activities throughout the Department. With respect to international spectrum management, however, the Task Force concluded that certain aspects of this activity (specifically routine, day to day frequency coordination activities, required under the Radiocommunication Act and/or treaty obligations) were more properly considered within the overall spectrum management context. Accordingly, resources allocated to these specific activities were excluded from the base. (For more detail on excluded activities, see section III.B.2.)

It should also be noted that international activities are not accounted for in a consistent and systematic way throughout the Department. For example, not all the amount forecast to be spent on international travel was readily attributable to activities covered by this Report. Similarly, no comprehensive reporting is done for ongoing regional involvement in Canada-U.S. and other international activities in the regions. These factors made it difficult for the Task Force to establish a detailed and accurate resource base for activities other than those for which DGIR is responsible. As will be shown later, DGIR accounts for a little more than half of all international activities reviewed.

The figures shown in Appendix "A", and in the following sections, represent, in the opinion of the Task Force, a reasonable estimate of all resources allocated to international activities for DOC as a whole, by branch. The Task Force did not, however, have the time and resources to allocate these estimates reliably according to the breakdown of activities in this Report. Accordingly, round figures have been presented in discussing individual activities. Where potential savings are identified, they should be considered as "order of magnitude" estimates.

2. International activities in the context of overall DOC activities

The tables show that approximately 96 FTEs and \$7.1 million SOB resources are being allocated to international activities in 1993/94. This represents, respectively, about 4.3% and 4.1% of total FTE and SOB resources. Using actual expenditures for 1992-93 as a proxy, about \$2.2 million of this total is attributable to international travel (including U.S.).

3. DGIR compared with line branch international activities

Of the total resources allocated to international activities, the tables show that 53 FTE and \$3.8 million SOB resources were allocated to DGIR for 1993/94. This represents, respectively, about 55% and 53% of total FTE and SOB resources allocated to DOC international activities covered by this Report. With respect to international travel, DGIR accounted for about 40% of the total attributable to activities covered by this Report.

4. Regional involvement in international activities

Regional resources allocated to international activities totalled 8 FTEs, or about 8.4% of the total. Ongoing activities include Canada-U.S. information sharing and coordination (e.g., regional meetings with FCC officials) and providing local support for marketing missions and other special events. Other more specific responsibilities include such things as the B.C./Yukon office's involvement in the Commonwealth of Learning and the Pacific Telecommunications Council and SMAQ's close involvement in la Francophonie and l'Accord Canada-France.

III. Telecommunication Activities

A. Mandate

International telecommunication activities were broadly defined to include all intergovernmental organizations, agreements and activities and non-governmental organizations in which DOC is involved in relation to telecommunications, excluding industry support and marketing. In general, these activities were found to be clearly within the mandate established in the DOC Act. In some cases, specifically with respect to International Telecommunication Union and spectrum management activities, a minimum level of participation is required by international treaties to which Canada is a signatory and/or by virtue of the Radiocommunication Act. In addition to a clear statutory mandate, Canada, and consequently DOC, is an elected member of the International Telecommunication Union Council which has the overall administrative responsibility for the International Telecommunication Union.

B. Review of Activities

1. International Telecommunication Union (ITU)

The International Telecommunication Union is a worldwide organization within which governments and the private telecommunications sector coordinate the establishment and operation of telecommunication networks and services. It is responsible for the regulation, standardization, coordination and development of international telecommunications as well as the harmonization of national policies. Issues addressed by the ITU range from technical matters, such as international radio frequency coordination, to worldwide spectrum allocation and telecommunications policy matters. As a specialized agency of the United Nations, the ITU is headquartered in Geneva.

Activity related to and in support of Canada's membership in the ITU constitutes DOC's largest single commitment to international telecommunications. DOC shares this responsibility with EAITC, which retains responsibility for matters related to foreign policy and Canadian participation in U.N. agencies. Canada's financial contribution to the ITU, paid by DOC, is also substantial, amounting to \$5.3 million for 1993. Contributions from Canadian companies to ITU activities in which they are directly involved add another \$750,000 to the Canadian contribution.

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ITU activities can be divided into four areas of responsibility:

- Institutional DOC-ITU relations
- Radiocommunications
- Standardization
- International Development

Much of the substantive work arising from DOC participation in the ITU flows from the various domestic study groups to the international study groups within the radiocommunications and standardization sectors of the ITU. The work must be done in light of domestic policy considerations (e.g., competition and privatization). The international relations aspect is, however, essential to forming the alliances which help ensure success in advancing the Canadian agenda in international fora.

As a general rule, DGIR has lead responsibility for institutional relations between DOC and ITU and for coordination of activities with EAIRC. In addition, a DGIR representative currently chairs the Canadian preparatory committees for ITU radiocommunication conferences and the Executive Committee which coordinates Canadian participation in related study groups. With respect to standardization, responsibility for both the preparatory function and the coordination of Canadian participation in study groups is the responsibility of a Steering Committee chaired by DGTP, with DGIR playing a supporting role. In both these substantive areas, DGTP provides a policy overview, to complement the substance and technical expertise provided by other responsibility centres including DGRR, DGTP, DGBR, DGEP and CRC. DOC involvement in ITU international development activities is minimal.

In general, the task force found that responsibilities for ITU activities were well organized within the Department. There were, however, concerns expressed about the respective roles of DGIR and line branches and the need to achieve a better balance between policy and international relations concerns in all ITU activities. In addition, it was felt that there was a need for line managers to establish clear priorities for the radiocommunications and standards study groups with a view to better coordinating, streamlining and controlling resource allocations.

2. Bilateral and multilateral spectrum activities

These activities are second only to those related to the ITU in terms of both priorities and resource allocations within DOC international telecommunications activities. Bilateral and multilateral spectrum activities by and large flow from international treaties and/or from requirements under the Radiocommunication Act. These activities are essential to ensuring that Canadians have access to spectrum with minimum interference, particularly along the Canada-U.S. border.

As indicated in the introduction to this Report, certain of these activities, while international in nature, were considered primarily a technical and administrative extensions of domestic activity. In particular, day to day frequency coordination, while international by definition, is so intimately tied to domestic use of the spectrum that there is no bright line between domestic and international concerns. Recognizing the more specific responsibility and expertise of the Spectrum Management Task Force in this area, this Task Force excluded day to day frequency coordination activities from its base.

3. Other governmental and non-governmental organizations

In addition to the activities already described, Canada is a member of a broad range of international organizations and treaties in which telecommunications activities are involved including:

- Inter-American Telecommunications Conference (CITEL)
- International Telecommunications Satellite Organization (INTELSAT)
- International Maritime Satellite Organization (INMARSAT)
- Commonwealth Telecommunications Organization (CTO)
- Agence de télécommunications de la Francophonie (ATF)
- Pacific Telecommunications Council (PTC)
- International Institute of Communications (IIC)
- NAFTA and GATT
- Organization for Economic Cooperation & Development (OECD)
- Asia-Pacific Economic Cooperation (APEC)
- Commonwealth of Learning

For short descriptions of these organizations see Appendix "B".

Also, DOC is involved in emergency planning and defence-related radiocommunication activities on a multilateral basis through NATO and bilaterally with the United States.

For the most part, the sub-committee found, and the Task Force concurred, that DOC participation or involvement in the previously-listed organizations was reasonable. In some cases, such as GATT and NAFTA negotiations, DOC participation was of crucial importance to the Canadian telecommunications industry although resources devoted to these activities depend entirely on the government's overall trade agenda. As negotiations come to a conclusion, follow-up activity may require ongoing monitoring and stewardship.

While the scale and scope of DOC activities related to these organizations varies considerably, most offer very little opportunity for savings on an individual basis. It was, however, felt that DOC involvement in some of the smaller international organizations and associations should be carefully reviewed and consideration given to reducing commitments as opportunities arise. In aggregate, these reductions could contribute to overall savings.

C. Recommendations

1. **Beginning this Fall, as part of the budget exercise, an Annual Review and Plan of international telecommunications activities should be developed for approval by senior management.**
 - This strategic document should permit senior management to approve the scale and scope of DOC participation in each of the international telecommunications organizations discussed above.
 - It should be prepared by DGIR with input from the Directors General of the line branches and regional offices. This input should reflect the international component of the coming fiscal year's draft operational plan for each branch/region.
 - It should include, for each international organization: a review of the past year's activities; a forecast of activities for the coming year, including resource allocations for each branch/region; and a strategic assessment of the value of DOC's participation.

- Recognizing that the value of DOC's representation in these international organizations is, to a significant degree, based on continuity and personal relationships, succession planning should be considered in establishing DOC's participation. Succession planning will, however, require additional resources, i.e.: larger delegations at international meetings over an appropriate transition period.
- The Review and Plan should allow senior management to make informed decisions about priorities for the coming year and for the longer term.
- These decisions would be implemented by responsible line branches and DGIR: approved activities would require no further approval; unforeseen requirements which arise during the year would be considered and approved or denied in the context of this plan and of available resources.

2. Reduce Canada's financial contribution to ITU.

Canada's current contribution represents 4.2% of the ITU budget as compared with its assessed contribution to the United Nations of 3.11%. These figures could be brought more in line by reducing the Canadian commitment to ITU from its current 18 membership units to 15 units - equivalent to Australia's contribution. Contribution levels are fixed until 1996 so a reduction could not take effect until 1997. The earliest opportunity to propose a reduction would be just after the 1994 ITU Plenipotentiary Conference.

The value of an ITU membership unit depends on two variables: a) the total number of units contributed by member states and b) the exchange rate for the Swiss Franc, their base currency. Based on the 1993 value and exchange rate, a reduction from 18 to 15 units would save \$1 million. Potential savings for 1997 will depend on the status of these two variables.

A reduction in Canada's contribution (indeed, even public discussion of a plan to reduce our contribution) would have to be carefully managed to minimize negative diplomatic impact and also to take into account moves by other member states to reduce their memberships. If a Canadian reduction led a number of states to reduce their memberships, potential savings for Canada would be reduced or even negated.

3. Review DOC's level of participation in ITU study groups.

As suggested by the sub-committee, Directors General responsible for DOC participation in ITU radiocommunication and standardisation study groups should review these activities with a view to setting clear priorities, better coordinating, streamlining and controlling resource allocations. This exercise would be part of the first annual Review and Plan. It was noted that recent changes in ITU radiocommunication activities may have the effect of increasing the workload of these study groups. Nonetheless, the Task Force feels that, in an era of budgetary reduction participation in certain activities could be reduced. About \$1.2 million is allocated to study group activities by DOC; rationalization could produce savings of up to \$100,000.

4. Reduce participation in smaller international organizations.

As proposed by the sub-committee, DOC should carefully review its participation in smaller international organizations with a view to reducing commitments as opportunities arise. For example, current IIC commitments cannot be reconsidered while the Chair is held by a Canadian; thereafter, a substantial reduction is possible. Current IIC commitments include an annual fee, support to the Chair, and an officer at IIC's London office. The total could be reduced to the annual fee of \$12,000 for a saving of \$163,000. Reduced participation in other organizations could result in additional savings of up to \$25,000. Total potential reduction: up to \$188,000.

5. Achieve a better balance between policy and international relations concerns in all ITU activities.

As a general rule, line branches are responsible for ITU radiocommunication and standardization policy, operational and regulatory developments, whereas DGIR is responsible for the international dimension of these activities (strategic overview, international coordination, and coordination of Canadian participation in and representation at meetings and conferences.) The following arrangements are recommended as a generally-applicable model for DOC's ITU activities. It is recognized, however, that there should be overall flexibility to adapt the model to particular circumstances which may arise from time to time.

- Institutional relations: DGIR should retain the lead for institutional relations between DOC and ITU.
- Standardization: DGTP should retain the Chair of the Canadian National Organization (CNO) Steering Committee with DGIR as Vice-Chair. This model would hold for both domestic activities (study group coordination) and international meetings where DGTP should be Head of Delegation and DGIR should be Deputy Head.
- Radiocommunication: DGTP and DGIR should co-Chair the CNO Executive Committee. At international meetings, DGIR should act as Head of Delegation or designate an appropriate head depending on the nature of the meeting; DGTP should act as Deputy Head, with overall responsibility for policy decisions which might arise, except in the case of international meetings with technical or regulatory agendas and little or no policy content, for which DGIR should coordinate appointment of both a head and a deputy head as appropriate.

(Note: In the radiocommunication sector, a lead role for DGIR at international meetings is appropriate because there is a greater emphasis on institutional and government-to-government relations whereas in the standardization sector, policy issues and relations with industry representatives tend to predominate. Greater flexibility is required in the choice of a deputy head given the broad range of purely technical meetings in this area.)

- The secretariat: The function of ensuring that the substantial paper flow is dealt with efficiently and expeditiously should be centralized in DGIR on the assumption that there are efficiencies to be gained.

6. Continue to limit DOC involvement in ITU development activities.

The Task Force saw no reason to expand DOC involvement in international development activities of the ITU beyond participation in the major ITU development conferences which serve as useful marketing opportunities for Canadian companies. Should there be any interest in further participation, it was suggested that perhaps CIDA might assume a leading role in this area. Current participation accounts for about .4 FTE or \$31,000.

IV. Industry Support and Marketing Activities

A. Mandate

International support and marketing activities were defined by the responsible sub-committee to include the establishment of bilateral institutional relationships between DOC and counterpart organizations, participation in trade shows and exhibitions, organization of and participation in industry marketing missions, and direct support to companies related to specific projects or contracts.

There was consensus within the Task Force that, while DOC's mandate can be read to include these activities, they are entirely discretionary. DOC could cease these activities without in any respect derogating from its legislated responsibilities to the Canadian public; however, the Task Force acknowledges their recognized value to the Canadian industry and the increasing importance of exports to Canada's prosperity.

It was also recognized that the mandates of both EAITC and ISTC include some responsibility for international marketing, including telecommunications. DGIR coordinates DOC's activities with these other departments, which have come to rely heavily on DOC participation to provide marketing support. The Ontario region indicated that it anticipated greater demand for this kind of assistance in light of the province's decision to close its international trade offices in recognition of federal responsibility for trade.

B. Review of activities

By far the majority of these activities undertaken by DOC are in support of telecommunications and high technology firms. These activities are coordinated by the former "DMS" group (now part of "DIT") within DGIR, with participation of line branches, regional offices and senior management as required. More recently, DGIR has begun coordinating similar activities in the cultural sector, notably in relation to DOC's expertise in heritage and conservation.

The sub-committee made a number of recommendations aimed at making DGIR's service more strategic, more efficient and more effective. These recommendations in large part, and quite independently, mirrored recommendations contained in a program evaluation of DMS conducted under the direction of DOC Corporate Review.

The Task Force notes that DGIR has recently reorganized the DMS group and begun implementing the recommendations of the program evaluation and of the Task Force sub-committee. DGIR's reorganization will, over time, eliminate three FTEs and up to \$30,000 in O&M resources, reducing overall DGIR resources by approximately 6.5%. Moreover, the establishment of an annual strategic marketing and work plan will address many of the strategic and efficiency issues raised by both the sub-committee and program review.

That being said, the Task Force felt that the nature of these activities raised questions about the allocation of public resources to them. These activities often target and directly benefit individual companies; their benefit to the Canadian public can be shown only indirectly, to the extent that they result in sales, export revenues and corresponding employment. DOC, unlike EAITC, does not pay the travel expenses of private business representatives accompanying government officials on missions. In our view, DOC's approach is correct. Moreover, given the nature of these activities, the Task Force is of the view that opportunities for cost recovery should be an important public policy consideration with regard to continued DOC participation in them. This is particularly pertinent in the case of large, profitable, telecommunications companies with ample resources.

C. Recommendations

1. DGIR should explore all opportunities for cost recovery, at least in relation to trade and marketing missions.

- At a minimum, each company participating in marketing and trade missions should be required to pay not only its own travel costs but also a participation fee which would serve to cover a share of DOC expenses. In this way, all or a significant part of DOC expenses would be paid for by these companies. Assuming 6 industry missions per year with 2 DOC officials participating, as well as hospitality and other expenses both in Canada and abroad, a potential cost recovery of up to \$60,000 annually was estimated.
- While it may be difficult to recover costs related to the establishment and maintenance of bilateral government to government relationships, opportunities in this regard should also be fully explored.

2. **DGIR should actively pursue with EAITC and ISTC the concept of establishing a "single window" operation for telecom export support.**

- A "single window" operation would provide Canadian companies seeking information on foreign marketing opportunities and missions access to DOC, EAITC and ISTC services through a single office or at least a single telephone line (with 1-800 long-distance service). The operation would include staff from each of the three departments who could be rotated in and out on a biannual basis. It would allow for pooling of resources and information sharing; eliminate overlap and duplication, and perhaps open new avenues for improved efficiencies and cost recovery. A single window operation would help remedy the confusion expressed by client companies about the respective roles of the three departments in this area. As for cost recovery, it was suggested, for example, that once this service became fully operational, client companies could be assessed and charged an annual fee for the right to be informed of and participate in various marketing activities. Such fees could contribute to the cost of maintaining the service.

- DGIR has indicated that a pilot project sponsored by EAITC and ISTC will establish a market intelligence network linking missions abroad and interested federal and provincial officials involved in export marketing activities. The network will provide federal and provincial officials immediate access to intelligence on marketing opportunities abroad which they, in turn, can transmit, in a timely manner, to appropriate Canadian suppliers. In a global market, timely information is often critical to Canadian companies' ability to compete. The network will be a privileged source of intelligence accessible only to federal and provincial officials. The Task Force notes, however, that it would greatly facilitate the establishment of the kind of single window service recommended above.

3. **DGIR should pursue its implementation of the recommendations of the sub-committee and program evaluation.**

DGIR has indicated that the reorganization of April 1, 1993, will reduce its resources by one TEC and eventually two officers and related O&M expenditures, and that ADMPM has authorized including these savings within the current reduction exercise.

V. Arts, Cultural Industries, Broadcasting and Heritage Activities

A. Mandate

International activities in this area include the establishment and maintenance of bilateral relationships with foreign governments; obligations arising from Canada's and DOC's participation in multilateral organizations; and trade development/marketing activities. These activities were found to be within DOC's mandate. Although discretionary, they tend to support or are extensions of domestic policy responsibilities. In comparison with international telecommunications activities, resources devoted to this area at the international level are quite limited.

B. Review of Activities

Most of the resources devoted to international cultural activities fall under one of three categories: film and video coproduction agreements and related activities; la Francophonie; and heritage and conservation. DGIR has primary responsibility for the negotiation and maintenance of coproduction agreements, with policy input from DGCI and DGBP. SMAQ has overall responsibility for the Francophonie with specific activities shared by DGIR, DGBP, DGCI and DGHB. Heritage activities are about equally split between CCI and CHIN, most of the latter being done on a cost-recovery basis. It was noted that CCI has also begun looking at cost-recovery opportunities. DGIR is responsible for coordinating multilateral relations - primarily DOC participation in activities related to UNESCO and the Council of Europe. In light of the important international role to be conferred on the Canada Council by forthcoming legislation, DGAP and DGIR will closely monitor Council activities with a view to providing policy and program support wherever possible.

From the discussions of the sub-committee, the primary issue in this area is to establish the boundaries of DGIR responsibilities in relation to those of line branch policy responsibilities and regional offices. Various options were discussed with respect to rationalizing these activities but it was recognized that resources allocated to these areas were not large enough to generate substantial savings through efficiency measures.

There was, however, consensus on two points: a) there is a need to ensure that DOC policy on international coproduction agreements maintains an appropriate balance between domestic cultural and economic policy considerations, notably the tension between Canadian content requirements for broadcast programming and the commercial interests of the film industry; and b) participation in Francophonie activities should be carefully reviewed and focused on TV5, the department's primary interest in this area.

C. Recommendations

- 1. As the manager for international coproduction agreements within DOC, DGIR should, precede its annual industry consultations with a review of DOC policy and activities in this area with responsible line branches including DGCI and DGBP, with a view to addressing potentially conflicting priorities. Unresolved issues should be raised for discussion and resolution by senior management.**
- 2. There should be a moratorium on new coproduction agreements once the four currently in negotiation are finalized. Current agreements offer a wide spectrum of countries (23) with which Canadian producers can coproduce. The moratorium should be reviewed annually.**
- 3. DGIR should explore all opportunities for savings and cost recovery, specifically with respect to film industry participation in mixed commissions.**
 - It was noted that, in contrast with DOC's approach to telecommunications companies, DGIR and DGCI (together with Telefilm and EAITC) fund industry participation in some audiovisual mixed commissions. In the context of significant budgetary reductions, the continuation of this practice is difficult to justify. Assuming 4 missions which include 2 industry representatives each paid by DOC, as well as hospitality and related expenses, DGIR estimates a potential saving of \$40,000 for 1993-94.**
 - While opportunities for cost recovery should also be explored in relation to support of foreign marketing activities, it was recognized that the financial circumstances of Canadian film producers do not compare with those of the telecommunications industry.**

4. DGIR and SMAQ should review DOC's participation in activities of la Francophonie with DGBP, DGCI and DGHB with a view to focusing resources allocated on TV5, the department's primary interest in this area, and reducing participation in other areas. Substantial savings are unlikely, but more focused activity in this area would contribute to overall efficiency gains.
5. CCI should explore all opportunities for cost recovery in contributing to international conservation activities.
 - CCI estimates that costs of up to \$20,000 could be recovered.

VI. DOC's international activities and DGIR's place in them

A. Summary

The sections on international telecommunications and on international activities in the arts, cultural industries, broadcasting and heritage both highlight an issue raised in the Introduction to this Report:

ensuring an appropriate balance between both a) the need for central coordination of certain responsibilities related to DOC international activities, and b) the need for line branches and regional offices to have the capacity to influence the development of international activities in which DOC is involved in a manner which is sensitive to, if not always fully consistent with, domestic policy priorities.

There was a unanimous view within the Task Force that a central coordinating unit like DGIR is indispensable in the current environment. DGIR should have central responsibility for all institutional relations between DOC and international organizations, for relations with EAITC and for international agreements: the primary function being that of a facilitator. Moreover, DGIR can provide an invaluable cross-sectoral perspective of international activities and coordinate departmental activities at the international level. For example, even among the interrelated activities of the ITU, there was strong support for a central coordinating function which had an overview of activities.

This coordination can help ensure a) that DOC representatives abroad speak with one voice, and b) that DOC is able to take full advantage of bilateral relations with a given country to maximise opportunities covering different aspects of the Departmental portfolio. In addition, it can, and should, in the Task Force's opinion, a) provide a strategic overview of all DOC international activities for senior management and b) contribute an international perspective to the development of domestic policies.

In each of these functions, DGIR's mandate clearly envisages line branches as its primary client, along with senior management. The increasingly dynamic relationship between domestic and international policy issues, and the potential for conflict among DOC's various policy areas and client groups, demands that DGIR be informed, and take into account, all these variables before initiating international activities or representing the Department's interests in international matters.

B. Recommendations

1. **DGIR should coordinate, with the participation of responsible directors general, the development of an Annual Review and Plan of all DOC International Activities for consideration and approval by senior management.**

- This document would include the Review and Plan of international telecommunications activities recommended in section III above. It would apply the same approach recommended earlier to all DOC international activities.

- International travel activities

In the context of the Annual Review and Plan:

- A procedure should be arranged whereby unforeseen travel requests would be considered and approved or denied in the context of this plan and of available resources.
- Opportunities should be explored to take advantage of advance and block airline reservations and make use of frequent flyer benefits with a view to reducing overall travel expenses without necessarily reducing travel. A travel consultant should be engaged to review travel plans for the year and propose options for managing departmental travel. A preliminary query with Rider Travel suggests that block and advance bookings could reduce airline expenses by 25%, for a saving of about \$216,000.
- An overall 5% reduction of travel expenses should be considered, above and beyond travel reductions resulting from implementation of other recommendations in this Report. Potential savings: \$109,000

2. **Senior Management should devote the time required to the consideration of the annual Review and Plan with a view to establishing the scale and scope of all DOC international activities and an overall strategic orientation for the coming year.**

3. Recognizing the increasingly dynamic relationship between domestic and international policy issues, and potentially conflicting priorities among DOC's various policy areas and client groups, DGIR should:
 - ensure that all relevant domestic policy considerations have been fully reviewed and considered with the responsible line branch(es) before initiating international activities or representing the Department's interests in international matters;
 - wherever conflicts arise between international and domestic interests, DGIR should discuss the matter with the line branch(es) concerned with a view to establishing a Departmental approach and priorities; unresolved issues should be raised for discussion and resolution by senior management.
4. Line branches and regional offices should keep DGIR informed of policy developments and initiatives with a view to obtaining an international perspective as appropriate.

VII. Options for achieving 5%, 10% and 25% reductions

1. Overview

Given the increasing importance of international activities highlighted in this Report, the Task Force is of the view that the resources allocated to these activities (less than 5% of total DOC resources) is not excessive. Efficiencies have been identified. Moreover, implementation of the proposed Annual Review and Plan will provide an ongoing mechanism for Senior Management to make informed strategic decisions about the scale and scope of these activities. It will also address the problem identified by the Task Force in attempting to establish a resource base for these activities.

2. 5% and 10% percent reductions

The Task Force has established its total resource base at \$7.1 million. 5% amounts to \$355,000; 10% is \$710,000. We are confident that implementing the recommendations in the previous sections of this Report will achieve at least 10% reductions and perhaps up to 14%. The recommendations in the above sections suggest the following potential savings and cost recoveries:

- DGIR reorganization	\$250K
- Rationalization of ITU study groups	\$100K
- DGIR potential cost recovery	\$100K
- CCI potential cost recovery	\$ 20K
- Reduced participation in IIC etc...	\$188K
- Rationalization of travel costs	\$325K

Total potential savings of \$983,000 represent almost 14% of the international activities resource base.

3. 25% reduction

Given a resource base of \$7.1 million, a 25% reduction would amount to \$1.8 million - 817,000 more than the maximum amount generated by the recommendations listed above.

Based on its review of international activities, the Task Force has concluded that a reduction of 25% cannot be achieved by

rationalization and efficiency measures. Budgetary reductions over the past few years have eliminated most inefficiencies within the Department. The above recommendations include a combination of efficiency measures and net reduction of activities. The Task Force notes that reductions in other areas of the Department could, as a by-product, further reduce international activities.

Achieving a reduction of 25% in the areas covered by this Report would require making difficult decisions to reduce or cut activities of recognized value. The following possible reductions are not presented as recommendations, but rather as options for senior management to consider in the event that a reduction of this magnitude is required and can be achieved in no other way.

- Elimination of telecommunications industry support and marketing activities. Assuming the cessation of all related activities throughout DOC, as well as in DGIR, the Task Force estimates potential savings of \$500,000.
- Implementation of internal cost-recovery for, or elimination of DGIR's international comparative policy unit. Potential savings: \$100,000
- Further reduction of ITU activities. Potential savings: \$100,000
- Reduction of overall regional commitment to international activities: \$50,000
- Reduction of international activities reported by DGCI and DGBP. Potential savings: respectively, \$25,000 and \$15,000.

The Task Force recognizes that, even in a 25% reduction scenario, total reductions for ITU-related activities amount to only about 10% of total ITU-related SOB resources. This is because so many ITU activities are central to DOC's spectrum-related legal mandate. In this context it is worth noting, however, that the proposed reduction of DOC's financial contribution to the ITU would save up to an additional \$1 M from DOC's grants and contribution budget, which was excluded from the Strategic Review exercise.

APPENDIX A

*An Analysis of Comparative FTE, Resource and International Travel
Costs Related to International Activities*

*Prepared by: David Warnes
for the International Activities Task Force
REVISION No. 2 - May 14, 1993*

Explanatory Note:

All of the figures in this presentation are intended as an approximate guide for discussion by International Activities Task Force (IATF) members. The methodology is open to scrutiny and was put together in a short time frame (i.e. hours).

Methodology

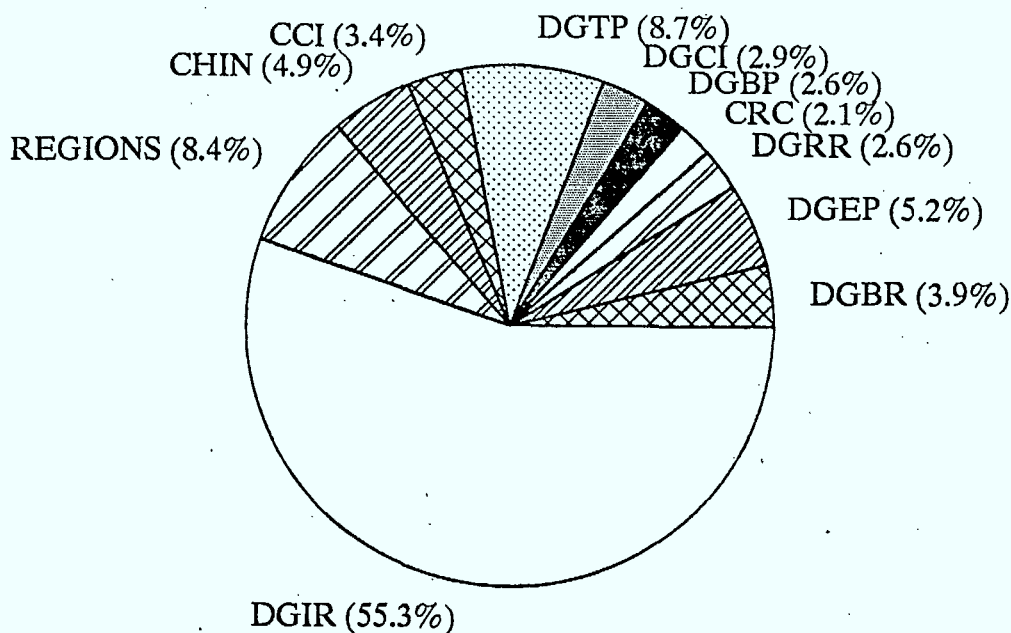
The figures relating to the percentages in the charts herein were established through calculations for each branch based on the figures presented in the "black book" prepared by Pat Borbey's group in the Financial Branch (ADMCM). The average cost of a FTE (Full Time Equivalent) for a particular Branch was calculated by dividing the total Branch resources (i.e. salary, O&M, travel, etc.) by the number of total FTEs. Then, the FTE numbers expended on international activities were calculated from information provided to the IATF working groups. The overall costs were obtained by multiplying the working group FTE estimates against the average cost per FTE for each Branch. Based on this methodology, the overall total for international activities studied by the IATF, on a DOC-wide basis, is approximately \$ 7.1 million dollars over some 95.8 FTEs. The comparative figures for all other calculations also came from the numbers generated in this review and compared against the DOC FTE and resource totals in the "Black Book". International travel figures used in this analysis were also provided from ADMCM and are based on their 1992/93 estimates.

David Warnes,

*Secretary,
International Activities Task Force*

International Activities – FTE

Percentage of FTE Resources – 1993/94



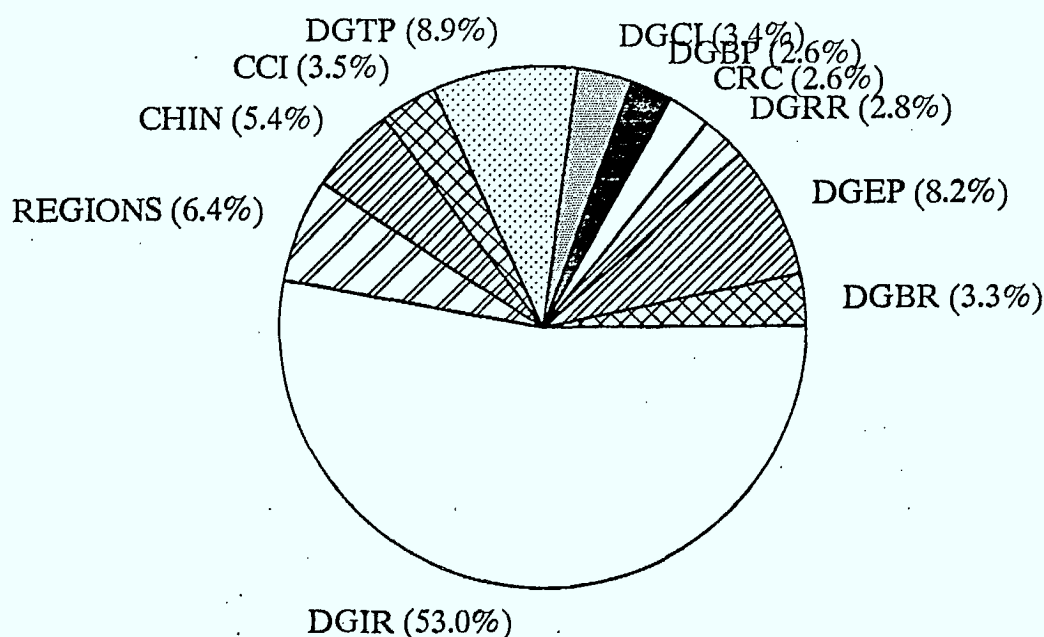
BRANCH	FTE - 93/94	SOB RESOURCES 93/94	Int. Travel 92/93
DGBR	3.7	232,071	35,445
DGEPI	5	581,431	90,000
DGRRI	2.5	198,161	47,027
CRC	2	185,715	145,662
DGBPI	2.5	183,303	
DGCII	2.8	240,976	29,202
DGTP	8.35	633,979	69,351
CCI	3.21	250,481	63,200
CHIN	4.74	384,205	42,244
REGIONS	8	453,855	8,645
DGIR	53*	3,772,647	362,879
TOTAL	95.8	7,116,824	893,655**
DEPARTMENT	2,156.7	165.5 million	1,600,000**

* pre DGIR reorganization FTEs and SOB resources.

** This figure does not include U.S. travel (As of May 13/93).

International Activities – SOB Resources

Percentage of SOB Resources – 1993/94



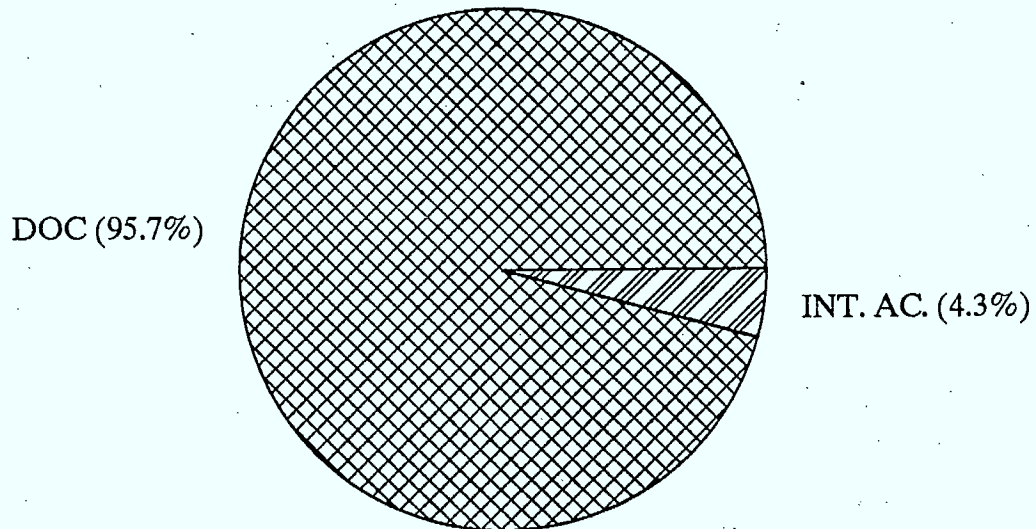
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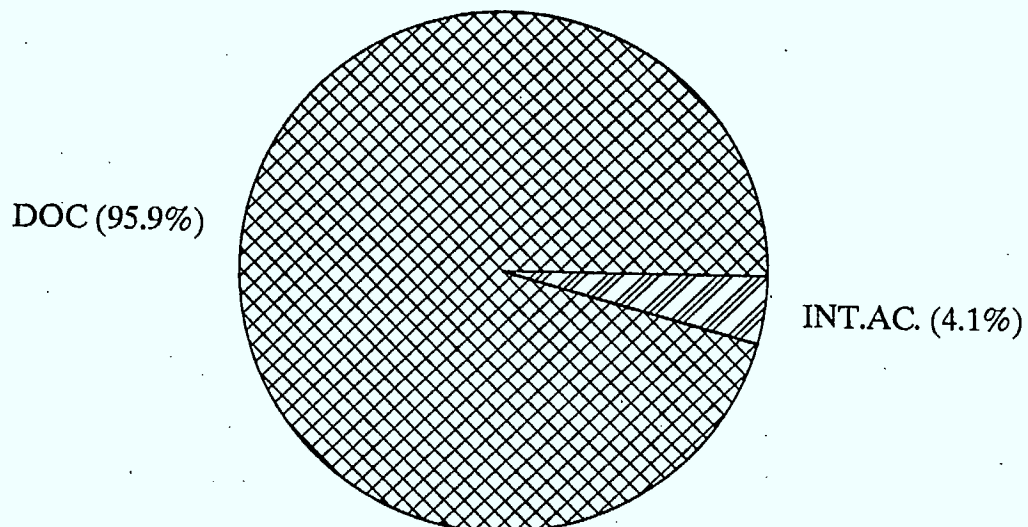
DOC/International Activities – FTE

1993/94 FTE Comparison



DOC/International Activities SOB

SOB – 1993/94 Comparison

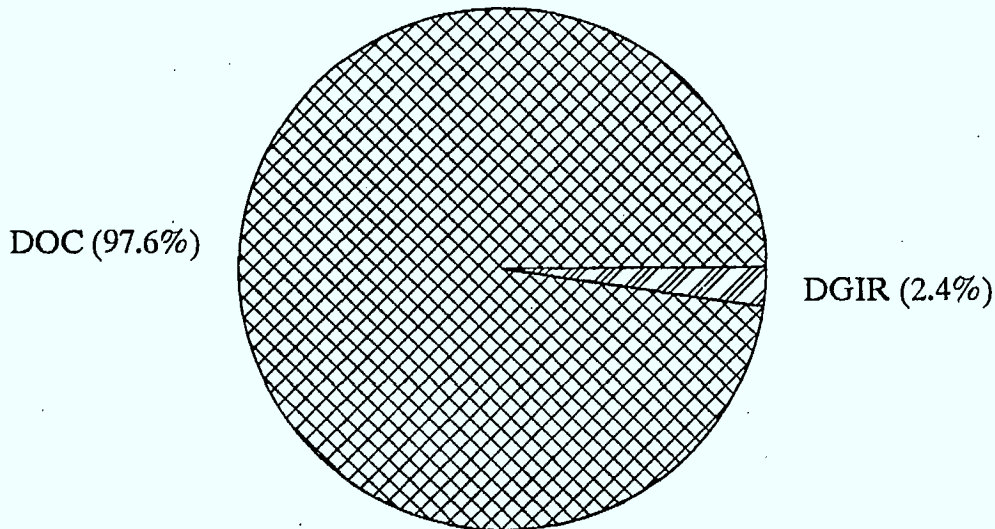


FTE – 93/94 SOB Resources – 93/94

DOC	2,156	165,500,000
International Activities	95.8	7,116,825

DOC/DGIR FTE Comparison

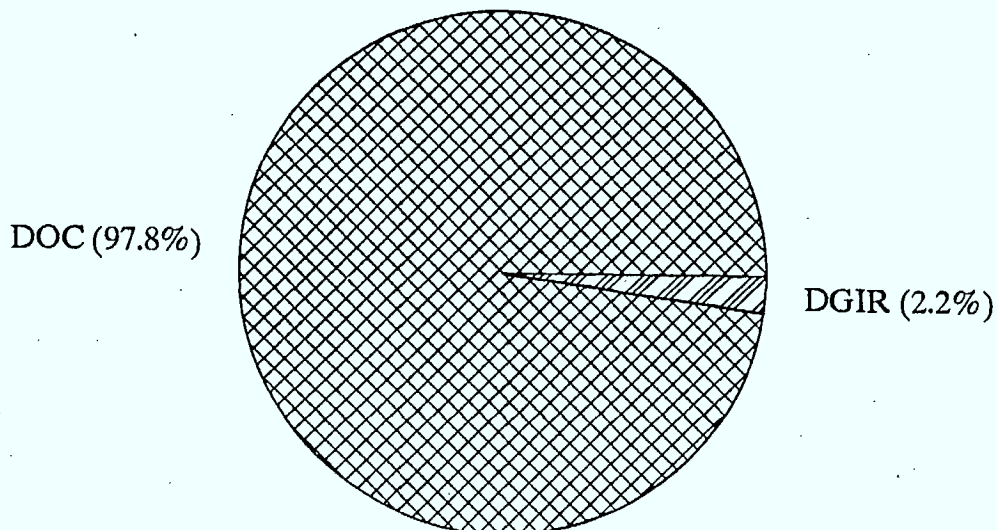
DGIR Percentage of DOC FTEs - 1993/94



	FTE - 93/94	SOB Resources - 93/94
DOC	2,156	165,500,000
DGIR	53	3,772,647

DOC/DGIR SOB Comparison

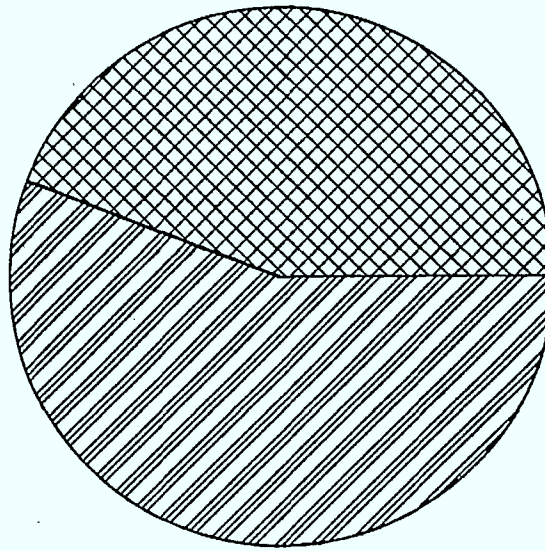
DGIR Percentage of DOC/SOB 1993/94



DOC/International Activities Travel

1992/93 Comparison

DOC (44.1%)



INT.AC. (55.9%)

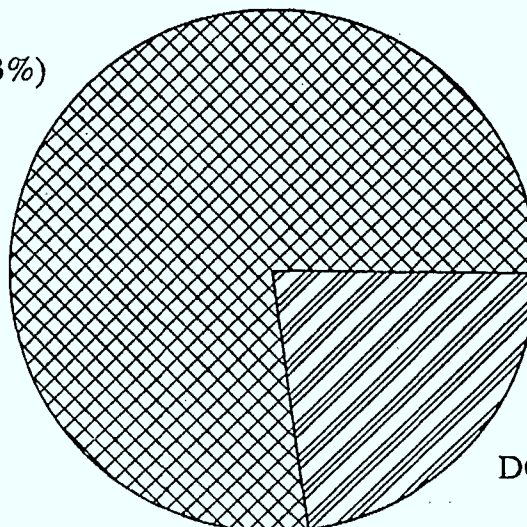
International Travel 92/93

DOC	\$ 1,600,000
International Activities	\$ 893,655

DGIR Percentage of DOC International Travel

1992/93 Comparison

DOC (77.3%)



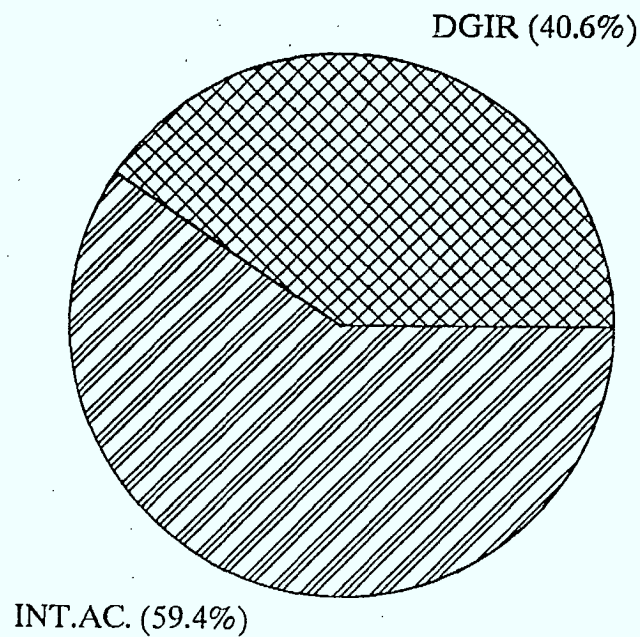
DGIR (22.7%)

International Travel 92/93

DGIR	\$ 362,879
International Activities	\$ 893,655

DGIR Percentage of International Travel

Percentage of Int. Activities Reviewed 92/93



List of International Telecommunications Organizations

International Telecommunication Union (ITU)

The International Telecommunication Union is a worldwide organization within which governments and the private telecommunications sector coordinate the establishment and operation of telecommunication networks and services. It is responsible for the regulation, standardization, coordination and development of international telecommunications as well as the harmonization of national policies. Issues addressed by the ITU range from technical matters, such as international radio frequency coordination, to worldwide spectrum allocation and telecommunications policy matters. ITU activities include conferences and study groups focused on three areas: radiocommunication, standardization and international development. As a specialized agency of the United Nations, the ITU is headquartered in Geneva.

The Inter-American Telecommunications Conference (CITEL)

This specialized Conference of the Organization of American States (OAS) seeks to promote the development of telecommunications in the Americas Region (North, Central and South America and the Caribbean). The Conference meets once every four years. Its executive committee (COM-CITEL), which deals with administrative and financial matters, meets annually. There are three technical committees which meet at the most twice a year: (PTC-1 (Telecommunications issues), PTC-2 (Broadcasting issues) and PTC-3 (Radiocommunication issues). A restructuring of CITEL will be submitted to the OAS General Assembly in June. If accepted, the restructuring will lead to a much improved organization (more focused activities, improved planning processes, and increased budgetary allocations).

INTELSAT

The International Telecommunications Satellite Organization (Intelsat) is a government/industry cooperative, made up of approximately 120 countries, which provides global fixed satellite services. DOC is Party to the INTELSAT Agreement and Teleglobe Canada is Signatory to the INTELSAT Operating Agreement. INTELSAT is the satellite organization used most by Teleglobe in providing Canadians with international telecommunications services (including direct links from Canada to approximately 100 countries).

INMARSAT

The International Maritime Satellite Organization (INMARSAT) is structured very much along the lines of INTELSAT, but its mandate is to provide all types of mobile satellite services. Originally providing only maritime satellite services, INMARSAT's mandate was extended to cover aeronautical and land mobile satellite services. DOC is Party to the INMARSAT Agreement and Teleglobe is Signatory to the Operating Agreement. For the past few years, Telesat has leased capacity from INMARSAT to provide land mobile as well as aeronautical services in Canada.

Commonwealth Telecommunications Organization (CTO)

Structured along the lines of INTELSAT and INMARSAT, with a Party (DOC) and a Representative (Teleglobe Canada), the CTO essentially delivers technical assistance and development projects and activities mostly to developing countries. With the recent withdrawal of Australia and New Zealand, CTO finances are on very shaky ground. Canada and Britain, the Organization's two main contributors, are reconsidering their level of commitment and contribution to the CTO.

Agence de télécommunications de la Francophonie

This organization has essentially the same mandate as that of the CTO, but for countries members of the Francophonie. Since its inception in 1987, it has carried out a number of seminars and training sessions, all of which have taken place in Canada. It has not yet adopted a permanent structure. Funding for the Organization is provided by governments, and in the case of Canada, by the Department of External Affairs and International Trade.

Pacific Telecommunications Council

The Council is a non-profit organization designed to bring together in a single forum both providers and users of communications services, policy makers, scientists and academics, to promote the development and beneficial use of telecommunications in the Pacific Hemisphere. John Quigley is DOC's representative of the PTC Board of Trustees.

International Institute of Communications (IIC)

The IIC is a worldwide non-profit organization involved in communications research and policy analysis. It holds major conferences and seminars, publishes a journal, Intermedia, as well as reports and books, and undertakes projects related to all facets of communications. The IIC has more than 1,000 members in over 70 countries, with over 90 corporations and institutions as members. Alain Gourd is the current IIC President.

North American Free Trade Agreement (NAFTA)

The NAFTA will take effect on Jan. 1, 1994, creating a market of 360 million people with a GDP of \$7 trillion and annual three way trade in 1991 of more than \$300 billion (Canada-USA trade approximated \$250; Canada-Mexico was \$3 billion). As in the Canada-U.S. FTA, the NAFTA is a trade liberalizing accord that is consistent with our obligations under the GATT. NAFTA creates a major world market for telecommunications, computer and information technology equipment which will be free of internal tariffs within 10 years.

General Agreement on Trade and Services (GATT)

Canada has been playing a leading role in the telecommunications aspect of the negotiations. The basic components of a GATT agreement on services includes a Framework Agreement that sets out some basic rules for services trade, as well as more detailed rules relating to telecommunications services. A new round of negotiations likely will be launched in 1993 to develop trade rules to liberalize telephone and other basic services.

OECD Participation

DGIR represents Canada in regular meetings of the OECD's Information, Computer and Communications Policy (ICCP) committee and its Working Group on Telecommunications and Information Services Policies (TISP) in addition to coordinating DOC activities in other OECD areas. These meetings provide a forum to compare Canada's policies with other industrialized nations and, in so doing, help identify key sectoral issues that frequently become the basis for bilateral or multilateral negotiations in the telecommunications sector.

Asia-Pacific Economic Co-operation (APEC)

APEC is a forum for promoting trade and economic co-operation in the Asia-Pacific Region. DOC has the lead in managing the projects in the APEC Working Group on Telecommunications and provides advice on various elements of APEC's development, such as the creation of a Secretariat, project funding principles and the overall budget.

International Activities Task Force: Terms of Reference

[As approved by the steering group on March 19]

Objective

The objective should not veer from the Deputy Minister's message of February 24, which set the tone for ways of achieving savings while improving service and productivity for the Department's International Activities. Therefore, this task force must:

- A) explore the continued rationale for all departmental international activities.
- B) (i) identify various clienteles; and
 (ii) ensure that services provided match client needs.
- C) assess the appropriateness of the current organizational arrangements.
- D) explore the feasibility of alternative delivery methods.
- E) establish resource requirements.

Issues Considerations for the Task Force

- 1) (i) In what international activities is the Department currently engaged ?
 (ii) Which of these activities are prescribed by legislative authority or binding international arrangement?
- 2) What should be the Department's strategic objectives in international activities?
- 3) (i) How are the Department's international activities currently organized?
 (ii) Is the current organization of the Department's international activities the right one (including the appropriate regional role)?
 (iii) What duplication or overlap exists with other Departments, agencies and governments on international activities ?
- 4) Can any of the Department's international responsibilities be curtailed or devolved to these other agencies or organizations?
- 5) What is the optimal relationship between the Department's domestic and international responsibilities ?
- 6) How could savings of 5%, 10% and 25 % be achieved in the Department's management of international activities?

Appendix "D"

The International Activities Task Force

Members:	Michael Helm	(Chairperson)
	David Warnes	(Secretary)
	Élisabeth Châtillon	(DGIR)
	Francine Chabot-Plante	(DGCR)
	Bob Jones	(DGRR)
	Felice Diamente	(DGEP)
	Ralph Zeitoun	(DGBR)
	Cliff McCawley	(CCI)
	Laurel March	(Pacific Region)
	Catherine Hurley	(Ontario Region)
	Yazmine Laroche	(DGSP)
	René Bouchard	(DFSP)
	Michel Castonguay	(Quebec Region)
	Bob Tritt	(DGIR)
	Murray Hunt	(DGTP)
	Paul Wilker	(CRC)
	Gaston Blais	(DGAP)
	Len St. Aubin	(Report Writer)

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Michel Castonguay
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Parke Davis
Janis Doran
Pierre Gagné
Bruce Gracie
Ralph Zeitoun

Industry Support and Marketing

Francine Chabot-Plante (Chair)
Élisabeth Châtillon
David Warnes
Felice Diamente
Paul Wilker
Keith Chang
Pierre Gagné
Hervé Déry
Eric Barker
Peter Tanner
Bruce Drake
Hélène Cholette-Lacasse
Parke Davis
Denis Lachance

Cultural Industries,
Arts and Heritage

René Bouchard (Chair)
Marcelle Gibson
Hubert Lussier
André Rousseau
Robert Tritt
Louise Terrillon
Jean-François Bernier
Marie-Christine Seigneur
Richard Matthews

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Colette Cardinal	DGTP
Del MacNichol	DGTP
Lise Lacroix	DGTP
Marie Villeneuve	DGTP
Nabil Aboutanos	DGFM
Carolynne Blais	DGFM
Bernard Loken	DMT
Lise St. Amour	DFMP

CACC / CCAC



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