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## COMMUNICATIONS AND CULTURE TOWARDS THE 21ST CENTURY:

How Can We Help Canadians Share  
Information, Ideas and Dreams? 

try Canada

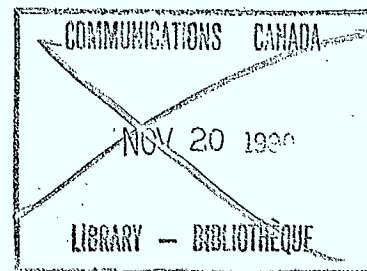
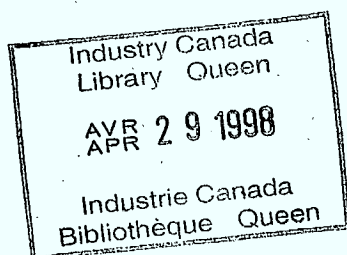
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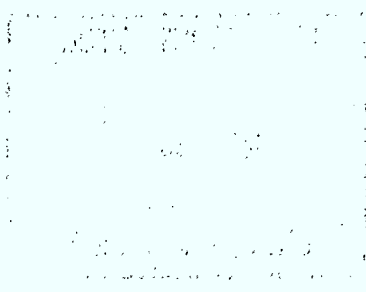
**How Can We Help Canadians Share  
Information, Ideas and Dreams?**



**A BACKGROUND PAPER FOR THE  
KEY ISSUES FORUM  
SEPTEMBER 20, 1990 /**

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*Ce rapport est aussi disponible  
en Français*  
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**Strategic Policy Planning  
Strategy and Plans Branch  
Communications Canada  
September 10, 1990**



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### *Acknowledgements*

*The Communications and Culture Towards the 21st Century was a joint effort of DGSP, ADMAH and ADMRS. The support and cooperation of Susan Baldwin, Director of Research and Technology Policy and Anne Séguin, Director of Policy Planning, Research and Special Projects, are greatly appreciated. I would also like to gratefully acknowledge the contribution of John Gilbert, Special Advisor to the Assistant Deputy Minister of Research and Spectrum who very ably acted as Chairman for the entire day.*

*Also appreciated are the efforts of Sharon Jeannotte, Attilio Barcados, Richard Hall, Suzanne Loranger and Patricia Kim of DGSP who together planned and organized the workshop and prepared this final report.*

*Finally, this workshop would not have been possible without the participation of all those who attended the event and shared their ideas and views.*

*David Waung  
Director  
Strategic Policy Planning*

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### Executive Summary

A consensus emerged from the workshop that Canada has changed in response to world-shaping events and that DOC will have to better harmonize communications and cultural policies with the new Canadian reality. The message to the Department was clear. DOC will have to consider, in the fields of culture and communications, the impact of changing demographics on the way it delivers services and to whom it delivers them. DOC will have to ensure the competitiveness of Canadian culture and communications industries by adopting a flexible policy framework which will take into account the federal deficit, emerging global economic forces and the power of communications and information technologies. DOC will need to consider the impact of changing Canadian values and expectations on its mission to help Canadians share their ideas, information and dreams. This may involve changes in the orientation of institutions under its responsibility, as well as changes in the conduct of its activities.

The workshop concluded that DOC should consider the need to adapt cultural policies to improve marketing and distribution activities and to inject equal levels of funding into training, creation, production, distribution and consumption to generate larger audiences and help break the vicious circle of government funding.

The workshop acknowledged the success of Vision 2000, which is a step in the right direction of collaboration between the private and the public sector. DOC was warned of possible pressures under the Free Trade Agreement towards the harmonization of the Canadian and American telecommunications markets and of Canadians' desire for increased data protection. The workshop concluded by stressing the need to change the focus for communications policies. In this instance DOC was urged to table a telecommunications bill that is technology-neutral, flexible, anticipatory, responsive and more reflective of the realities of an information economy.

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### **Strategy & Plans**



The workshop clearly underlined DOC's central role in the Canada of the 1990's. It was suggested at the workshop that preparing Canadians for the challenges of the 21st century will be an important responsibility of the Department. In terms of skills training, the Department of Communications, in cooperation with other government organizations, could develop a strategy which will give Canadians the technological literacy that they will need to improve their job status and to prosper in the 1990's. As communications become more extensive and markets and economies globalize, a strong and vibrant Canadian identity will be an essential element of competitiveness in both communications and culture. It was concluded at the workshop that the Department's Mission, "Nation-Building: Helping Canadians share their ideas, information and dreams", will become even more relevant as we move towards the 21st century.

## **Introduction**

The DOC workshop entitled **Communications and Culture Towards the 21st Century** was held on August 14, 1990 to consider the new orientation that the Department of Communications should adopt to better serve a society constantly confronted by technological and cultural changes.

The day-long workshop was chaired by John Gilbert, Special Advisor to the Assistant Deputy Minister of Research and Spectrum. The exercise included a morning panel of experts from outside the DOC followed by a debate among departmental staff, while the afternoon session was dedicated to presentations by private sector and DOC speakers. Over 105 department employees attended the workshop. (A list of participants appears in the Report's appendix). The following is a summary of the major themes emerging from the workshop.

### **I. Changing Canada**

#### **Changing Demographics**

One of the major changes underway in Canada is the increasingly multicultural make-up of its population. In the past 15 years over 60% of immigrants have come from countries outside Europe and U.S.A., Asia being the most important source of immigration. As a result, in 1986, 37.5% of the population in Canada reported that they had one or more origins other than British or French; 24.9% reported no British or French origin. Statistics also showed that visible minorities were more likely to go to major urban centres. The result of this settlement pattern is that the urban-rural differences in ethnicity are quite marked.



The workshop was told that ethnic and racial changes, combined with the economic attractions of the United States and globalization of communications, are eroding the traditional French-English, East-West vision that has marked our country. Nevertheless, the children of non-British, non-French second generation citizens see themselves as Canadians with the same aspirations as all Canadians. Their integration would be facilitated by national unity and by the appeal of a dynamic Canadian culture. **Therefore, the workshop was told, it is important that cultural policies reflect new national realities and take into account the multicultural needs and preferences of Canadians.**

It was also noted that those moving into positions of power in society are members of the "baby boom" generation, a demographic group that is accustomed to less hierarchical, more flexible and more egalitarian social structures. However, this massive group (some 8.2 million people) is by no means homogeneous. It includes **increasing numbers of working women, aboriginals, the disabled and minority ethnic groups, as well as a significant number of the poor, all of which are demanding a place within the power structure and a greater degree of personal control over their own lives.**

In short, the demographic environment is being relected in an increasing pluralism in the political sphere and in a proliferation of lobby groups, all of which are determined to better their position with the communications and culture policy arena.

#### Changing Economics

A changing Canada is also part of a world that is marked by changing economic realities. For purposes of the current paper, three aspects of this new reality can be noted: the federal deficit, emerging global economic forces, and, lastly, the role of communications and information technology in ensuring the national competitiveness of countries, Canada included. The society which is unfolding is extremely complex.

### The Deficit

The workshop was told that governments will be under the pressure of large deficits, intolerance to taxes and increased demand on services by an aging population. These pressures may force Canadian governments to modify the universal nature of our social programs, to rationalize the delivery of our health services, and to further adapt to economic realities.

Because the federal deficit is likely not to be eliminated until close to the end of the century, expenditure restraint will continue to be a characteristic of government operations.

### Global Economic Forces

Canada needs to be economically and financially-fit in order to face the challenges posed by powerful new global forces. As one speaker indicated, the globalization of the world's economy has a number of implications for Canada, its industries, its political economy and, probably most importantly of all, human resource development. The process of globalization will increasingly require both individuals and nations to be more flexible; this will become a trait necessary to survival as the pace of change becomes more rapid and disruptive. "Winners" and "losers", both in the sense of individuals and nations, will be created and unmade at a quickened pace.

### Information Technologies and Competitiveness

Global technologies introduce inequity among nations and among individuals. The workshop was told that the world will increasingly become divided into "have" and "have-not" nations, a status determined on the basis of their ability to compete under changing conditions. The challenge to strategic thinking about communications, telecommunications and information technologies is what might be their role in education and economic development to better redistribute global economic resources.

Information technologies are promoting interdependence between economies. While some observers feel that the traditional nation state is losing its economic sovereignty, others view this interdependence as a positive element that is bringing nations closer together. However, it was noted that greater economic interdependence also has drawbacks, as adverse economic conditions in one country can easily affect the situations of other countries.

The workshop was told that new technologies have also produced a shift in industrial countries from goods to services. This has had a strong impact on our society, not least of all on occupations. The service sector is creating a much more unstable working environment, characterized by contingent employment: part-time, hard work, without the traditional employment security known in the manufacturing sector. This is leading to the polarization of the middle class into good jobs and bad jobs. As a result, consumption patterns and lifestyles could be affected.

As society becomes more technology-intensive, one speaker suggested, "human beings, and personnel resource development, are going to be more important." Human resources development will become a major public policy issue as the potential of new technologies will only be realized if workers are capable and prepared to utilize them. In summary, people, as much as infrastructure, will determine national competitiveness in the next century.

It was also stated at the workshop that Canadian communications policies will have a role to play in supporting human resource development and education efforts in the future. Obviously, with information increasingly being the material to which workers "add value", Canadians will need to be communications, computer and technologically literate.

In an information age, the workshop was told, communications and information technology will become critical to the competitiveness of nations. To keep pace, Canada will have to encourage innovation, flexibility and adaptability in both R & D and S & T policies.

### Changing Canadian Values and Expectations

The importance of values was stressed during the workshop. Values were defined as ideals, customs and principles by which we govern our lives and which motivate our behaviour. They are our deepest and most durable beliefs, which are, however, evolving more rapidly because of the impact of capitalism, computers, mass education and communication media.

The workshop was told that Canada in the 1990's will be shaped by five predominant trends: materialism, spontaneity, personal control, social consciousness and a search for balance. These trends will create a new social climate to which business and government are going to be challenged to respond.

**Materialism and spontaneity** will have the greatest impact on DOC's mandate. Materialism is the ability to enjoy an affluent lifestyle while feeling that it is legitimate in itself. As a result, Canadian consumers will likely become increasingly indifferent to the source of entertainment products. As a result, government regulations in support of arts and cultural initiatives that do not enjoy market or population support will be increasingly criticized.

The workshop was told that Canadians will continue to admire and express qualities of **spontaneity, informality and individualism**. They are acting according to their own internalized set of rules, drawn from many traditions and from their personal needs and experience. This trend could either undermine the population's respect for Canadian institutions or promote their evolution. On the other hand, Canadians are expressing a real desire for **balance and greater stability and calm**. Symbols of older values will likely become more attractive.

Canadians will also increasingly need to feel **personally in control of their lives**. As a result, empowered groups (women, aboriginals, ethnic and racial minorities, the disabled, the handicapped, the elderly, victims of domestic violence and child abuse) are liberating themselves from the old stereotypes, demanding social justice and declaring personal sovereignty over their lives. It was suggested that the failure of the Meech Lake Accord signalled the failure of the

traditional Canadian ways to solve problems. Brokerage politics, executive federalism and elite accommodations are under fire in a better informed society which is more egalitarian and less and less deferential than ever before.

DOC will have to consider how these trends may affect its mission to help Canadians share their ideas, information and dreams. Their cumulative impact could change the orientation of institutions under DOC responsibility and the conduct of cultural and communications policies.

### Changing Public Sector

Analysts at the workshop predicted that the difference between the private and public sector will continue to narrow. In the future, private enterprises will have to be more responsive to public expectations particularly where the environment is concerned. Quality of life, image and employee motivation are issues that will consume a greater proportion of a corporation's energy. In addition, many areas traditionally under the jurisdiction of the public sector, including hospitals, schools and cultural institutions, may be transferred to the private sector.

The workshop underlined that it would be up to public servants to respond to the challenges, to meet the demands, to represent, depict and answer to the new requirements suggested by Canadian demographics and the trends outlined above. In short, a more entrepreneurial "private sector" approach might be required from public servants to meet the needs of the 1990's.

Within the public sector, there appears to be growing pressure for a more rational division of responsibilities between federal, provincial and local governments. One speaker suggested that Canada would have to move to a more decentralized federation.

## II. Changing Focus for Cultural Policies

Participants pointed out that our cultural institutions and the Canadian artistic community have not evolved and grown in step with a changing Canada. As Canadian society is becoming more heterogeneous, cultural expression cannot remain homogeneous. Some workshop participants suggested that Canada might need new institutions to reflect new realities or to rethink the ones already existing. Another matter, which both DOC and the CRTC will eventually have to address, is minority access to the media. In this heterogeneous society, elite groups will experience more and more difficulty in dictating what a Canadian is and what Canadian content should be.

There was a lively discussion of the crucial matters of cultural **marketing and distribution**. Participants stressed that, on the one hand, Canadians are producing excellent cultural material but that, on the other, they are neither publicizing nor selling it. Participants thought that **equal** amounts of money should go into training, creation, production, distribution and encouragement of cultural consumption. Better quality and bigger audiences would help to break the vicious circle of government funding and public sector dependency which was hindering cultural creation and cultural industries in Canada.

## III. Changing Focus for Communications Policies

Since communications is a major factor in the changing global economy participants at the workshop spend a considerable amount of time discussing DOC's response to international changes in the communications marketplace. To influence policies at the international level, it will have to position itself carefully vis-à-vis Europe, Japan and the U.S., which have large communication companies, major government programs to fund communications R & D, and national or pan-national strategies for high technology development.



The workshop was told that DOC has tried in the last few years to change its working orientation by consulting more with the private sector and universities and sharing results. Vision 2000 began as part of this process.

Vision 2000's objective is to facilitate and to accelerate the development and use of advanced personal communications in order to enhance the competitiveness of Canadian industry, increase productivity and improve quality of life. As a private sector consortium, it allows competitors in the communications technology industry to collaborate, to move to the global market and to better respond to market forces.

Several speakers emphasized that the telecommunications regulatory framework is under severe strain because of the fragmented regulatory system, weakened federalism and constitutional ambiguity. These factors make it difficult to achieve cohesive, compatible and coherent national policies. They expressed the hope that the Department will table a telecommunications bill after five years of studies and discussion. The CRTC was also seen by industry speakers as being on a pro-competition track, having taken a modest step towards long-distance competition.

To the industry speakers, regulations had many shortcomings. They expressed the hope that the forthcoming telecommunications bill would make regulation more flexible, anticipatory, responsive, and more reflective of the realities of an information economy.

On the "social side" of the communications debate, one speaker suggested that, to keep pace with what other countries are doing, Canada would have to strengthen the position of its service and knowledge workers. The most technologically advanced societies are usually the most culturally advanced societies, and if Canada continues to import technology, it will continue to import culture. The communications and cultural fields are therefore symbiotic and mutually reinforcing.

A lively debate also took place with regard to the concept of an affordable universal service. Several speakers expressed doubt that the Canadian government would be able to withstand the competitive pressures building to end affordable access for all. However, other speakers



emphasized that all regions and groups in Canada were entitled to basic and a certain number of enhanced services.

Finally, it was suggested that privacy is becoming a major concern among Canadians who believe that databases could be used against them by national and even international interests. Canadians are asking for increased protection of personal data on electronic systems and more control of what is done with the information.

## **Appendix I**

### **REGISTERED PARTICIPANTS FOR THE WORKSHOP**

**DM'S OFFICE**

Sean Berrigan - DMO

**REGIONS**

Mike Connolly - ROD - DGO  
Lorraine Wilson - ROD - DGO  
Roland Richard - RAE - DGA

**SADM**

Stephanie Perrin - DGIR  
Robert Tritt - DGIR

Philip Kinsman - DGIS  
Daniel Lussier - DGIS  
Marie-Christine Dufour - DGIS  
Claudine Tremblay - DGIS  
Judy Froome - DGIS

Erica Claus - DPE  
Daryl Somers - DPE  
Helen Macdonald - DPE  
Gaetane Laplante - DPE  
Shelly Borys - DPE  
Robert Letellier - DPE

E.D. Rainboth - DIAB  
A.S. David - DIA

Eileen Sarkar - DGFP  
Gwen Andrews - DGFP  
Michelle Racette - DGFP  
Manon Pelletier - DGFP  
Daniel Giasson - DGFP

Ruth Mayost - DSPC

Dave Thomas - DAP

Everett King - DSP - DGSP  
Charles Knowles - DSP

Yves Théoret - DPG  
Patrick Hollier - DPG (rapport seulement)

Heather Black - DLS

### ADMCP

Lisette Thibault - DMT

Patricia Kirk - DFVP - DGCI  
Linda Mayer - DFVP  
Lucie Charron - DFVP  
Robert Soucy - DFVP  
Anne-Marie Turcotte - DFVP  
Gareth Samson - DFVP  
Sylvie Lapointe - DPS  
Rene Bouchard - DSRP  
Nadia Laham - DPS (report only)

Helen Kennedy - DFR - DGTP  
Dora Mozes - DFR  
Max Melnyk - DSRS  
David Warnes - DSRS  
Susane Latremouille - DSIS  
Colette Jubinville - DSIS  
Alan Hamilton - DSIS

Richard Matthews - DCT (rapport seulement)

Carla Curran - DAR - DGBP  
Ian Ironside - DAR (report only)

### ADMAH

Susan Murdock - MAP - DGMH  
Glen Furgeson - MAP  
Louis-Charles Veilleux - DHP

Denise Seguin - DCIP - DGAP  
Danielle Bouvet - DCT  
Muktar Malik - DRS  
John Foote - DPA  
Louise Beaulne - DPA  
Hubert Lussier - DPA (rapport seulement)

Louise Lepage - CHIN

### ADMRS

David Mulcaster - DGCP  
 Patrick Julien - DMS  
 Winnie Pietrykowski - DMS  
 Nola Breithaupt - DDI  
 Arthur Cordell - DGCP  
 Lewis Scott - DAI  
 Mary-Frances Laughton - DAI (report only)  
 Graham Booth - DPM  
 Dan Byron - DTP  
 Dave Kruger - DTP  
 Sandi Macdonald - DTP  
 Prabir Neogi - DDI  
 Graig Taylor - DDI  
 Jamie Hum - DDI  
 James Fulcher - DDI  
 Will Dubitsky - DDI  
 Randy Zadra - DDI

George Dutch - DCM - DGGT  
 Jean-Pierre Couillard - DGGT

Ronald Amero - DOSS - DGRR

Julie Chahal - DCI - DGIM

### ADMCM

Judith Farley - DPO - DGHR  
 Roch Beauchamp - DLO  
  
 H.V von Donhoff - DPF - DGFM  
 Dorothy Franklin - DFM  
  
 Monique Perrier - LIRS - DGAT  
  
 Donald Lemieux - ATIP

**SMAQ**

Robert Dupuy - DLR - DGRI  
Gilbert De Couvreur - DLD  
Pierre Billon - ATAC

**OTHERS**

Peter Robinson  
May Morpaw, Director, Research & Policy, Women's Bureau, Labour Canada, Ottawa, Ontario KIA OJ2  
(report only)

**SPEAKERS/PANELLISTS**

John Gilbert - Special Advisor to ADMRS  
Michael Adams - Environics Research Group  
Anne Scotton - Multiculturalism and Citizenship Canada  
Keith Newton - Economic Council of Canada  
Graham Davies - Canadian Business Telecommunications Alliance  
Anne Séguin- DRS - DGAP  
Ron Holgerson - DCIP  
Adam Ostry - DPA  
Chuck Sutyla - DHP  
Katka Selucky - DFVP  
John Thera - DHP  
Michelle D'Auray - National Film Board  
Susan Baldwin - DTP  
Roger Collet - DGC  
Francois Draper - Scotgroup Enterprises

**ORGANIZERS**

David Waung  
Sharon Jeannotte  
Richard hall  
Attilio Barcados  
Suzanne Loranger  
Patricia Kim

**Appendix II**

**WORKSHOP AGENDA**



**COMMUNICATIONS AND CULTURE TOWARDS THE 21st CENTURY**  
**HOW CAN WE HELP CANADIANS SHARE INFORMATION, IDEAS AND DREAMS?**

Final Agenda

Outaouais Room, Place du Portage, Phase IV  
August 14, 1990

8:30            Coffee Break

9:00            **Chairman's Opening Remarks**

Canada is changing - driven by history making events in Canada and abroad, unprecedented technological advances, restructuring of economic and trade patterns, changing demographic make up, and much more ... How can we make sure the programs and policies of DOC also change with the times? How can we develop a long range perspective to what we do today? What is the role of this work shop in this process?

John Gilbert

9:15            **Panel Discussion:**

**What are the Dreams and Aspirations of Canadians in the 1990s?**

How have we changed? How will we change? What evidence suggests that Canadian needs and expectations have changed in the last decade? What conclusions can we draw about Canadian communications and culture in the next decade? Will new life styles increase demands for culture and communications products and services? What impact will the aging of society have on consumption patterns? Changing ethnic composition of the population? The increasing participation of women in the workforce?

Feature Speaker:      Michael Adams, Environics Research Group Inc.

Panellists:            Anne Scotton, Multiculturalism and Citizenship Canada  
                             Keith Newton, Economic Council of Canada

10:45            Coffee Break

11:00            **Expert Panel:**

**Will Our Cultural Institutions and The Canadian Artistic Community Continue to Grow and Evolve In Step With A Changing Canada?**

Canadian culture is the sum total of the views, attitudes, values and heritage of all Canadians. As society changes, the nature and character of our culture will also change. How will our cultural institutions and our artistic community adjust to these changes? What is the role of DOC and the portfolio in a changing cultural environment?

Chairman: Anne Séguin

Panellists: John Thera Ron Holgerson  
Adam Ostry Peter Homulos  
Guy Mayson Michelle D'Auray, NFB

Presentations, panel discussion, questions and answers with work shop participants.

12:30 Lunch

1:30 Expert Panel:

Will Our Communications Infrastructure Continue to Serve Canadian Social, Economic and Cultural Needs?

With increasing competition in international and domestic markets, growing demand for costly social services, and expanding use of communications networks to deliver cultural products, communications in Canada will take on new and broader significance. Can Canadian industry keep up with rising demands and expectations? How can we encourage long term investments while responding to short term market forces?

Chairman: John Gilbert

Feature Speaker: Graham Davies, Canadian Business Telecommunications Alliance

Panellists: Susan Baldwin  
François Draper, Scotgroup Enterprises  
Roger Collet

Presentations, panel discussion, question and answers with work shop participants.

3:30 Wrap Up

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