

A FOLLOW-UP STUDY
TO EVALUATE THE IJC'S

1974 HEARINGS

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SUMMARY AND RECOMMENDATIONS

This report is a follow-up to a 1974 study which evaluated eighteen public hearings conducted by the International Joint Commission in 1973. The present study examines thirteen public hearings which were held by the IJC in late 1974 on the subject of further regulation of Great Lakes water levels. In this set of hearings, several changes were made from previous hearings: increased advance publicity, including the use of paid advertising; evening hearings; an illustrated summary report in layman's language; a hearings fact sheet; and registration cards for all attendees to sign.

The main purpose of this report is to compare the lake levels hearings held in 1973 with those in 1974. The same questionnaire was given to participants at both sets of hearings. The answers to both are used as the basis of comparison.

Although there was little difference with respect to attendance, both knowledge of the IJC and satisfaction with the hearing were greater for 1974 respondents. When asked to rank advance publicity, location of the hearing, time, day, and format, 1974 responses were higher in every case, and some of these differences were statistically significant. The additional written comments in the questionnaire were also more complimentary and/or constructive, and less frequent (indicating less negative reaction). The fact that many hearings had low attendance may also be considered as a somewhat positive sign, since attendance at a hearing tends to signify disagreement (rather than agreement) with the report to be discussed. It is the case of silence meaning consent. Yet, it must not be forgotten that for the 1974 hearings, all lake levels except Superior had dropped from their 1973 peaks.

Another comparison was made between Canadian and American hearings, since two different approaches to advance publicity were tried. Two different persons were responsible for publicity and they had two different budgets. The American public information officer had a very low budget and tried to reach interested parties (including radio, television, and newspapers) by personal contact (either by mail or telephone). In addition to using these techniques, the Canadian officer did have a publicity

budget and was able to pay for advertising in newspapers and on radio stations. None of the differences between Canadian and American responses were statistically significant, however, so it is difficult to make a positive statement about the effect of paid publicity. More research is needed.

Based on the analysis which is outlined in the report, the following recommendations are made concerning the hearings:

- 1) That each reference group or board appoint one or two (Canadian and American) persons to be responsible for publicity during the course of their study. That person should develop and maintain contact with the press, municipal and regional councils, citizen groups, and interested individuals. This would serve a two-fold function: a good relationship with the press would ensure good coverage at the time of the hearing and the public would be more adequately prepared to make informed submissions.
- 2) That the IJC centralize the publicity function (i.e., the person in charge and the program). During the 1974 lake levels hearings, there were four centres for publicity: Windsor, Burlington, Ottawa, and Washington. Although co-operation with many agencies and many persons is required, one person in charge might be better able to co-ordinate the publicity effort.
- 3) That the formal (legal) notice announcing the hearings be less legalistic and more informative. A notice in bigger print and in a more prominent location than the legal section would attract more notice. Information concerning the purpose and the agenda of the hearing (including what information and opinions the Commission would like to hear) would reduce confusion and false assumptions on the part of the public and should result in more useful submissions. The notice could be more of an "invitation" to submit views about the report under discussion and should state where the report could be obtained.

- 4) That evening hearings be held mid-week, and that they start with an abridged introduction. (The length of the introduction will depend on the number of newcomers.)
- 5) That the registration cards be used for sending a brief report of the hearings' outcome to registrants.
- 6) That awkwardly located hearing sites be avoided.
Preference should be given to centrally located buildings with provision for parking and access by public transit.
- 7) That the timing of the hearings be examined so that they do not conflict with holidays, elections, or other special events.
- 8) That the IJC continue to analyze and evaluate its public hearings and its relationship with the public.

INTRODUCTION

OBJECTIVES

This report is a follow-up to the September 1974 study "An Evaluation of the IJC public Hearings".¹ For that study, 18 public hearings held in 1973 by the International Joint Commission were examined. A questionnaire which dealt with various aspects of the hearing was sent to all participants whose names were in the IJC files as having attended the hearings. Twelve recommendations were made to the Commission as a result of the study, and most of these (with the exception of follow-up) were accepted and implemented in the next set of public hearings, held in late 1974, on the subject of lake levels. This present study, then, is an examination of the effect of these changes on the 1974 public hearings. The differences in publicity on the Canadian and American sides are also examined.

METHODOLOGY

For this follow-up study, 13 public hearings on the subject of further regulation of Great Lakes water levels were examined. The purpose of the hearings was to hear comments on the final report of a nine-year study "to determine whether it would be practicable and in the public interest to further regulate the Great Lakes (or any one of them) so as to bring about a more beneficial range of water levels".² The original reference from the two Governments (Canada and U.S.) was submitted on October 7, 1964, and an International Great Lakes Levels Board (IGLLB) was soon established (December 2, 1964). The interim report of the IGLLB (released March 15, 1973) was the subject of a set of hearings in May and June 1973 and its final report (submitted to the IJC on December 7, 1973) was the subject of the 13 hearings in late fall, 1974.

There were several major differences between the two sets of lake levels hearings. The primary change was an increase in advance publicity. In 1973, the "traditional" amount was employed; i.e., three notices placed in at least two newspapers (Canadian and American) "circulated in or near the localities which, in the opinion of the Commission, are most likely to be interested in the subject matter of the reference", as well as written notice "to persons who had advised the Commission of their interest". This was mandatory as specified in the IJC Rules of Procedure, Number 29.

In 1974, the Commission determined to increase the advance publicity for the hearings. Ms. P. Bonner, Information Officer for the IJC Great Lakes Regional Office, was asked to publicize the eight hearings on American soil (unfortunately, this was only three weeks before the first hearing), and Mr. A. R. Kirby, Information Officer for the Canada Centre for Inland Waters, was seconded for the Canadian hearings. The two Officers tried two different approaches to the advance publicity, and these will be discussed in the next section. The important point here is that the advance publicity for the 1974 hearings was the most extensive the IJC had ever undertaken. There were press releases, information packages for newspapers, radio and TV, interviews with IJC staff, telephone calls and numerous notices sent to libraries, citizen groups, and individuals. For the first time, paid advertising (other than the official notice) was undertaken.

Besides publicity, there were several other significant changes. Evening hearings were held for the first time. There was also an illustrated 38-page layman's summary report which could be obtained from the IJC in advance of the hearing or later, at the hearing. There was a "fact sheet" which was distributed to all participants at the hearing (see Appendix A), as well as registration cards to be signed.

There was another kind of change, which cannot be ignored in comparing the results of the two sets of hearings. The 1973 hearings were held in the spring when water levels were rising and near their peak (which happened to be the highest in recorded history). The 1974 hearings were held in the fall, after the levels had peaked and were near their usual low level for the year. (However, with the exception of Lake Ontario, the lake levels were still well above average for that time of year.) Table 1 indicates the levels of each of the Great Lakes during the months in which the IJC hearings were held. As will be pointed out later, there is a positive relationship between attendance at a hearing and the level of the lake. Figure 1 indicates the monthly mean levels since 1968.

The same questionnaire (see Appendix B) was given to participants at both sets of hearings, but there was a change in the manner of distribution. For the 1973 hearings, the questionnaires were sent by mail from the Windsor IJC office to all persons whose names were on file at the headquarters IJC office. This was done some months after the hearings had taken place. In 1974, the questionnaires were distributed at the door to each person who attended the hearing. This not only resulted in a higher return rate for 1974, but also a much lower proportion of persons who had made presentations at the hearing. The 1973 sample had a large proportion of "presenters" since those tended to be the names on file. This, undoubtedly, has some effect on the responses, although in several randomly chosen tables, there were no significant differences between the answers of those who made presentations and those who did not.

TABLE 1

GREAT LAKES MONTHLY MEAN LEVELS (FT.)
DURING IJC HEARINGS

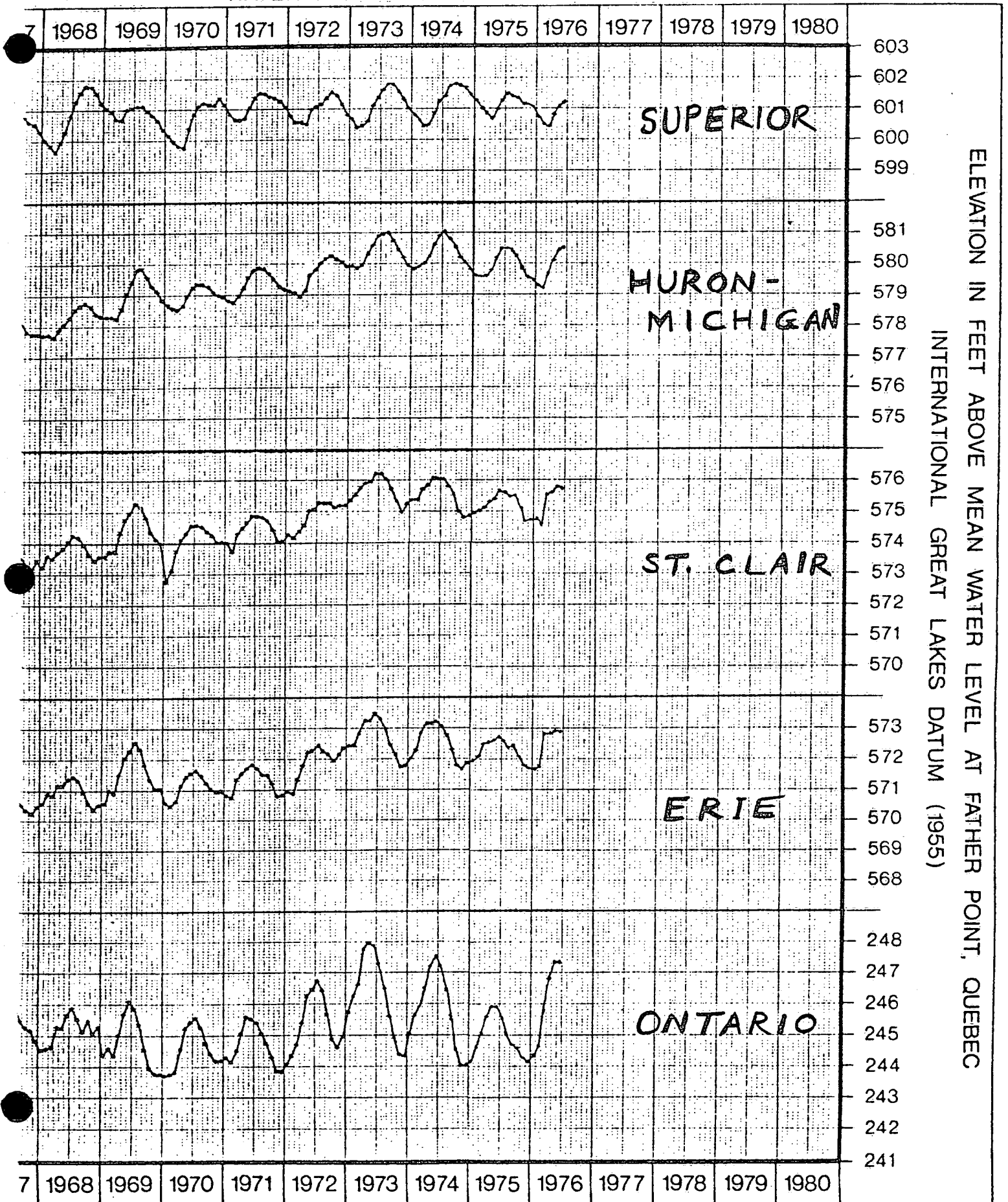
MONTH	LAKE				
	Ontario	Erie	St. Clair	Michigan Huron	Superior
May, 1973	247.98	573.23	575.96	580.62	601.10
June, 1973	247.89	573.49	576.23	580.90	601.37
October, 1974	244.56	571.80	575.01	580.21	601.72
November, 1974	244.03	571.69	574.79	580.05	601.70
Usual Month(s) of Maximum	May-June	June	June	July	Sep.
Usual Month(s) of Minimum	Nov.-Dec.	Nov.	Nov.-Dec.	Mar.	Apr.
Average Annual Level (1900-1975)	244.65	570.34	573.19	578.17	600.56

NOTE: Water levels for each lake determined by averaging monthly mean levels at selected gauge locations.

SOURCE: Water Levels, Canadian Hydrographic Service, Department of the Environment. Annual publication.

FIGURE 1: CHART SHOWING GREAT LAKES MONTHLY MEAN LEVELS.

WATER PLANNING AND MANAGEMENT BRANCH, ONTARIO REGION



ANALYSIS

DIFFERENCES BETWEEN 1973 AND 1974 LAKE LEVELS HEARINGS

Although three different sets of hearings were examined in the first study³ (on the subjects of: 1) upper lakes water quality and pollution from land use activities; 2) lake levels; and 3) Point Roberts) and two sets in the present follow-up study; 1) lake levels; and 2) Richelieu/Champlain, the most meaningful comparison will come from examining the results of the questionnaires from the two sets of lake levels hearings. Therefore, all figures in this section refer only to the lake levels hearings.

In 1973, five public hearings were held to discuss the interim report of the International Great Lakes Levels Board. These took place in the following cities:

Rochester, New York	May 3, 1973
Toronto, Ontario	May 4, 1974
Detroit, Michigan	May 8, 1973
Sault Ste. Marie, Ontario	May 10, 1973
Duluth, Minnesota	June 18, 1973

In 1974, 13 public hearings were held to discuss the Board's final report. (Those hearings which had evening as well as daytime sessions are starred.)

Detroit, Michigan	October 21, 1974
Green Bay, Wisconsin	October 22, 1974
Sault Ste. Marie, Ontario	October 23, 1974 *
Thunder Bay, Ontario	October 25, 1974 *
Muskegon, Michigan	November 6, 1974
Milwaukee, Wisconsin	November 7, 1974 *
Duluth, Minnesota	November 8, 1974 *
Cleveland, Ohio	November 18, 1974
Chicago, Illinois	November 19, 1974
Rochester, New York	November 20, 1974
Hamilton, Ontario	November 21, 1974 *
Owen Sound, Ontario	November 22, 1974 *
Montreal, Quebec	December 6, 1974 *

(It is interesting to note that in the first set [1973], Duluth was added to the original list of hearing locales after a public protest; in the second set [1974], both Green Bay and Chicago were added on the requests of a Congressman and citizen groups, respectively.)

In comparing these two sets of hearings, the main emphasis will be on the effect of the increased publicity. The first and most obvious question to ask, then, is whether there was an increase in attendance. Table 2 shows the estimated attendance at the hearings. Unfortunately, exact counts were not taken in 1973. The figures given in Table 2 for 1973 and for the Canadian hearings in 1974 represent the unofficial and very approximate head counts of the Canadian Secretary. The figures for the 1974 American hearings are based on the number of registration cards which were completed and handed in, plus 20% to account for government personnel, IJC staff (Excluding Commissioners), and others who did not fill out cards.

From the table, it is evident that there was not a great increase in attendance at the 1974 hearings. In fact, the 1974 Rochester hearing declined by over half from its 1973 counterpart. (However, the 1973 hearing was held very soon after Hurricane Agnes had devastated the Lake Ontario coastal area.) The hearings at Detroit and Sault Ste. Marie had similar attendance; Toronto/Hamilton was somewhat higher; but, in Duluth, there was a much greater turnout in 1974. There are two reasons for this and, unfortunately, neither of them is related to the advance publicity. The major reason is that Duluth had a very bad storm the week before the hearing. Water levels, shore erosion, and property damage became immediate, topical issues. People came to the hearing in great numbers because they were being affected and they hoped the IJC might halt Plan S0-901 which they believed to be responsible for their personal difficulties.⁴ Secondly, the Northern Environmental Council, with assistance from the American information officer, sponsored a series of workshops to train concerned citizens on how to participate effectively at public hearings.

TABLE 2

ESTIMATED ATTENDANCE AT LAKE LEVELS
HEARINGS, 1973 AND 1974

<u>1973</u>		<u>1974</u>	
Rochester	250-400	Detroit	50
Toronto	100	Green Bay	110
Detroit	50	Sault Ste. Marie	100-150
Sault Ste. Marie	125	Thunder Bay	50
Duluth	100-150	Muskegon	40
		Milwaukee	40
		Duluth	350-500
		Cleveland	140
		Chicago	50
		Rochester	110
		Hamilton	100-150
		Owen Sound	30
		Montreal	50

There was also another factor at work. With respect to the lake levels, Table 1 indicates that Lake Ontario had dropped almost four feet from when the first hearing was held in May 1973 to the time when the second hearing was held in November 1974. This may be one reason for the lower attendance at Rochester. By the same token, Lake Superior's level had risen from June 1973 to November 1974. This probably affected Duluth's residents, in addition to the storm and workshops. Similarly, in all other lakes but Superior, levels had decreased from their highs in 1973. Although there is no way to verify such a conclusion, it is very likely that lowering lake levels had a moderating effect on attendance at the hearings.

In the eight other cities where there had been no prior hearing in 1973, attendance was not high. Only Cleveland and Green Bay topped 100 and, in Green Bay, the Congressman who originally requested the hearing (and who was campaigning for re-election) recorded a television spot for his campaign around the lake levels question, as well as promoting other media coverage. In Owen Sound, Muskegon, Milwaukee, and Montreal, attendance was particularly low. In both Owen Sound and Montreal, for the evening session, no one turned up to make a presentation.

With respect to attendance, the increased publicity does not seem to have had much effect. Certainly attendance is only one criterion when investigating the effect of a publicity campaign. It is more important to look at those who did attend the hearing.

The second question which must be asked, then, in evaluating the publicity is whether respondents to the questionnaire were more knowledgeable in the second or first set of hearings.

Three questions were included in the questionnaire concerning factual knowledge of the IJC:

1. Does the IJC have both Canadian and American membership?
2. Can the IJC enforce international law?
3. Must the recommendations of the IJC be accepted by the two governments?

The answers to each of the three questions were coded and the respondent was then given one number to represent the number of questions he answered correctly. The differences between the two sets of respondents were striking (see Table 3).

The differences between the two years' responses are significant at the .001 level. (In layman's terms, this means that there is less than one chance in 1,000 that these differences are due simply to chance.) Of course, the increase in awareness might be due to the effect of publicity from the first round of hearings in 1973, instead of the increased publicity at the second round, but there were only five hearings in 1973 and eight new additions in 1974, so prior (1973) publicity couldn't have been too important.

A question was asked about the purpose of the hearing: "Before you came, what did you feel that the hearing was intended to accomplish?". The answers for 1973 and 1974 were quite similar, with approximately half of the respondents saying that the Commissioners were there to receive comments from the public. Following this, the question asked was: "Based on your expectations, do you feel the public hearing accomplished its purpose?". The answers to the 1974 questionnaires were much more affirmative (see Table 4).

Although the "partly" and "don't know" responses are very similar, there are differences between the "yes" and "no" categories; in fact, the differences between the two sets of figures are statistically significant at the .025 level. (This means the probability of their being "chance" are less than 25 in 1,000. Generally, the cut-off point for statistical significance is .05.) The fact that the expectations more closely met the (perceived) reality can probably be attributed to the respondents having more information about the hearing, both before the hearing and during it, with the distribution of the hearings fact sheet. However, since there were no significant differences between 1973 and 1974 responses as to what the public hearing was intended to accomplish, perhaps the results in Table 4 illustrate an increase in overall satisfaction with the hearing rather than an increase in knowledge.

TABLE 3

AWARENESS LEVEL OF LAKE LEVELS RESPONDENTS

	<u>1973</u>	<u>1974</u>
Very Low (no answers correct)	0 (0)	1.3% (4)
Low (one answer correct)	38.0% (30)	17.6% (54)
Medium (two correct)	39.2% (31)	25.8% (79)
High (all three correct)	22.8% (18)	55.2% (169)

$\chi^2 = 30.4928$
df = 3
p < .001

TABLE 4

"BASED ON YOUR EXPECTATIONS,
DID THE PUBLIC HEARING ACCOMPLISH ITS PURPOSE?"

	<u>1973</u>	<u>1974</u>
Yes	30.9% (25)	47.3% (149)
No	24.7% (20)	13.0% (41)
Partly	33.3% (27)	31.1% (98)
Don't know	11.1% (9)	8.6% (27)

$\chi^2 = 10.220$
df = 3
P < .025

Most of the questions in the questionnaire, in fact, were designed to gauge the satisfaction of respondents with the hearing. These questions will now be examined.

The questionnaire contained a table in which respondents were asked to rank on a five-point scale (very good, good, neutral, poor, very poor) seven characteristics of the hearing: amount of advance publicity, kind (type) of advance notice, amount of time before the hearing, location of the hearing, the time, the day, and the format. All the results are in the expected direction, although only four of the characteristics had differences which were statistically significant. Strangely enough, these were not in the areas of what the author feels were those of greatest change. For example, the format of the two hearings was virtually identical - the introduction by the Chairman, the order of speakers, etc. (although the atmosphere in 1974 did seem to be less rigid and some provision was made for questioning). Yet, the differences between 1973 and 1974 responses with regard to format are significant at the .001 level (see Table 5). There may be some different interpretations of the word "format". Some respondents (by their written comments) took it to mean "the general atmosphere".

The time of the hearing was also ranked much more highly in 1974 than in 1973 (.001 significance level) which was to be expected since some of the 1974 hearings included evening sessions for the first time (see Table 6). Yet, when the 1974 answers were broken down as to whether there was an opportunity to attend an evening hearing or not, there was no significant difference. In fact, those respondents without the opportunity to attend an evening hearing ranked "time" slightly higher (see Table 7)! This can probably be explained by the large proportion of respondents in the "evening hearing" category who attended the Duluth meeting. Of the 34 respondents who attended hearings in a city where an evening session was offered and who ranked "time of the hearing" as neutral, poor, or very poor, 20 were from Duluth (59%). In comparison, Duluth respondents comprised 38% of the total evening hearing sample. The reason that many Duluth respondents were unhappy with the time of the hearing is that it did not start until 3:00 p.m.,

TABLE 5

RANKING OF THE FORMAT OF THE HEARING BY
LAKE LEVELS RESPONDENTS

	<u>1973</u>	<u>1974</u>
Very good	10.8% (8)	34.9% (102)
Good	58.1% (43)	43.8% (128)
Neutral	16.2% (12)	12.3% (36)
Poor	9.5% (7)	6.2% (18)
Very poor	5.4% (4)	2.7% (8)

$\chi^2 = 16.9021$
df = 4
p > .001

TABLE 6

RANKING OF THE TIME OF THE HEARING

	<u>1973</u>	<u>1974</u>
Very good	23.7% (18)	41.1% (120)
Good	47.4% (36)	41.8% (122)
Neutral	13.2% (10)	5.1% (15)
Poor	9.2% (7)	5.1% (15)
Very poor	6.6% (5)	6.8% (20)

$\chi^2 = 26.2376$
 $df = 4$
 $p > .001$

TABLE 7

RANKING OF TIME OF THE HEARING BY 1974 RESPONDENTS

	<u>EVENING HEARING</u> <u>(Sault Ste. Marie,</u> <u>Thunder Bay, Milwaukee,</u> <u>Duluth, Hamilton,</u> <u>Owen Sound, Montreal)</u>	<u>NO EVENING HEARING</u> <u>(Detroit, Green Bay,</u> <u>Muskegon, Cleveland,</u> <u>Chicago, Rochester)</u>
Very good	36.4% (59)	46.5% (60)
Good	42.6% (69)	41.1% (53)
Neutral	8.0% (13)	1.6% (2)
Poor	6.2% (10)	3.9% (5)
Very poor	6.8% (11)	7.0% (9)

Not significant

and although it went on until midnight, there were still many persons who did not have an opportunity to speak.

The three aspects relating to advance publicity were ranked as shown in Table 8. The 1974 responses are all "better" (i.e., a higher proportion of "goods" and "very goods"). (However, only one of the differences [with respect to kind of notice] is statistically significant.) The amount of time before the two sets of hearings was similar, but the amount of publicity was much different, so it is surprising that the difference in 1973 and 1974 responses to this question is not greater.

The remaining two aspects (location and day) were ranked as shown in Table 9. Location was ranked significantly higher by 1974 respondents. This is difficult to interpret if "location" means the actual site of the building, since the sites were more or less comparable to 1973. However, "location" might have been interpreted as the city in which the hearing was held. Since there were eight additional cities in 1974 (increasing the opportunity for participation by those affected by high lake levels), it is not surprising that "location" would get a much higher ranking in 1974.

As indicated in the following tables, responses for these seven aspects of the public hearing were all ranked higher than the 1973 responses, and this tone of satisfaction pervaded the second set of questionnaires. It was evident in the written comments, as well as in answers to questions such as the following: "Would you suggest changes in the structure of the IJC?" (see Table 10). Whereas, over half the 1973 respondents wanted some kind of change in the IJC; by 1974, this figure had dropped to 28%.

Another encouraging indicator is that, of the seventy-two 1974 respondents who had also attended a 1973 hearing, almost all their comments were favourable concerning the second set of hearings.

TABLE 8

RANKING OF THREE ASPECTS OF ADVANCE
PUBLICITY BY LAKE LEVELS RESPONDENTS

<u>Ranking</u>	<u>Amount of Publicity</u>		<u>Kind (type) of Notice</u>		<u>Amount of Time Before Hearing</u>	
	<u>1973</u>	<u>1974</u>	<u>1973</u>	<u>1974</u>	<u>1973</u>	<u>1974</u>
Very good	14.3% (11)	19.2% (58)	12.2% (9)	20.1% (56)	17.6% (13)	26.0% (75)
Good	36.4% (28)	36.4% (110)	37.8% (28)	43.7% (122)	41.9% (31)	42.2% (122)
Neutral	20.8% (16)	18.5% (56)	23.0% (17)	20.1% (56)	17.6% (13)	16.3% (47)
Poor	11.7% (9)	16.2% (49)	14.9% (11)	9.3% (26)	13.5% (10)	10.0% (29)
Very poor	16.9% (13)	9.6% (29)	12.2% (9)	6.8% (19)	9.5% (7)	5.5% (16)

$\chi^2 = 4.0178$
df = 4
not significant

$\chi^2 = 10.5489$
df = 4
p > .05

$\chi^2 = 3.8648$
df = 4
not significant

TABLE 9

RANKING OF "LOCATION" AND "DAY" OF
HEARING BY LAKE LEVELS RESPONDENTS

	Location		Day	
	<u>1973</u>	<u>1974</u>	<u>1973</u>	<u>1974</u>
Very good	36.4% (28)	51.5% (157)	18.4% (14)	30.0% (87)
Good	41.6% (32)	40.3% (123)	44.7% (34)	45.9% (133)
Neutral	5.2% (4)	4.3% (13)	25.0% (19)	16.2% (47)
Poor	7.8% (6)	3.0% (9)	6.6% (5)	5.2% (15)
Very poor	9.1% (7)	1.0% (3)	5.3% (4)	2.8% (8)

$\chi^2 = 22.1555$
df = 4
p > .001

$\chi^2 = 6.8943$
df = 4
not significant

TABLE 10
"WOULD YOU SUGGEST CHANGES IN THE
STRUCTURE OF THE IJC?"

	<u>1973</u>	<u>1974</u>
Yes	58.7% (44)	28.1% (84)
No	20.0 (15)	34.1 (102)
Don't Know	21.3 (16)	37.8 (113)

$$\chi^2 = 24.9043$$

$$df = 2$$

$$p > = .001$$

For example:

"I came away last year believing nothing would be done for us along the lake, this year that something may be done to alleviate our high water problems." (Rochester)

"I was pleased at the new format - more time for public input, and more effort to answer questions... It is good to know that one's efforts to bring about changes in format and attitude have [succeeded]." (Hamilton)

"At this second meeting, the board seemed to 'listen' more and I hoped they realized some of their figures were faulty." (Duluth)

"Much better hearing this year. The Commissioners asked questions of the people making presentations. I was impressed by the concern of the Commission to hear all the people by having a hearing in the afternoon and evening... Very pleased with the Commission this year, much more concern shown for the people. The Chairman did a beautiful job at our hearing in Sault Ste. Marie. Please extend my thanks."

The effect of the increased publicity is difficult to separate from the effect of the other changes at the hearing. The respondents of the second questionnaire were definitely more satisfied with the hearings and the commission itself than those of the first (as shown by the questionnaire responses, the verbatim comments, and the lack of "propaganda" sent back with the questionnaires: letters, brochures, association newsletters, etc). Yet, to what extent this is a result of increased publicity, evening hearings, fact sheets, etc., or of lower lake levels (or of some other unknown factor) is difficult to say.

With respect to advance publicity, Table 11 shows that the diversity of publicity techniques paid off. The differences between 1973 and 1974, as to how the respondent heard about the hearings, are significant statistically. The proportion of those altered to the hearing by radio, television, and notices directly from the IJC increased. In addition, the total number of mentions increased, thereby justifying the increased effort and expenditure on publicity.

There were a variety of comments about the publicity of the hearing:

TABLE 11

"HOW DID YOU LEARN THAT THE HEARING
WAS GOING TO TAKE PLACE?"

	Percentage of Total Responses	
	<u>1973</u>	<u>1974</u>
Newspaper	43.5% (42)	30.6% (130)
Through group membership	15.6% (15)	6.6% (28)
Friends	13.5% (13)	18.1% (77)
Radio or TV	7.3% (7)	16.5% (70)
Through job	6.6% (6)	5.9% (25)
Through school, university	0% (0)	0.9% (4)
Other (a specific individual, IJC directly, etc.)	13.5% (13)	21.3% (91)*

* Of the 91 responses which were coded as "other", 55 were informed of the hearing directly by the IJC.

$$\begin{aligned}\chi^2 &= 20.61 \\ df &= 6 \\ p &> .001\end{aligned}$$

"Good publicity but lacking education and information for the public."

"As far as I know, the hearing was only advertised once in the legal section of our local paper. A block ad should have appeared once a week for the 4 to 5 weeks preceeding the hearing. Few people read the legal section regularly."

"The Milwaukee Journal carried a notice of the meeting on an inside page about 3" long. A photo of shore damage or erosion, etc. would have increased notice of the announcement by 90%."

When asked about general publicity for IJC activities (i.e., beyond the public hearing), 1974 responses were more encouraging than 1973, but three-quarters of the 1974 sample still indicated that publicity was inadequate (see Table 12).

Some comments and suggestions related to general publicity were:

"This is by far the weakest part of the IJC performance... I think now [after the hearing and after reading the IGLLB report] that an excellent job has been done in handling the water, with the controls available, but a very poor job of informing the public over the last two years."

"News media some distance from the Great Lakes ignore the IJC, even though much of the shoreline is in absentee ownership."

"A weekly or monthly summary of IJC actions could be published in major Great Lakes area newspapers, labelled as the IJC column and appearing on some regular basis. People may acquire the habit of looking at such a column."

The general consensus seems to be that publicity about the IJC is improving, but that it still has a long way to go.

DIFFERENCES BETWEEN CANADIAN AND AMERICAN HEARINGS, 1974

As mentioned above, there were differences in the advance publicity for Canadian and American hearings. This was due partly to budget restrictions and partly to the fact that two different people were responsible for each country's publicity. Ms. Bonner, for the Americans, had an extremely low budget and had to rely on personal contact.

TABLE 12

"ARE IJC ACTIVITIES WELL
ENOUGH PUBLICIZED?"

	<u>1973</u>	<u>1974</u>
Yes	12.0% (9)	17.6% (54)
No	85.3% (64)	74.5% (228)
Don't know	2.7% (2)	7.8% (24)

$\chi^2 = 4.4478$
 $df = 2$

Not significant

Her efforts are summarized in Table 13. She contacted (by letter or telephone) numerous newspapers, radio and television stations, citizen groups, libraries, politicians (Congressmen, Senators, Governors, State House/Senate Environmental Committee Heads, Mayors, Regional Councils, etc.), and any individual who had shown an interest in the Great Lakes. Any possibilities for free advertising and assistance were pursued: a notice in the Great Lakes Basin Commission's newsletter, the Communicator, public service announcements on radio and television, citizen groups' newsletters, notices posted in stores and libraries, telephone interviews, and media contacts by co-operating agencies (e.g., League of Women Voters). Once in the city for the hearing, she telephoned all the newspapers and television stations for a further reminder. Mr. Kirby, on the other hand, did have a budget for publicity and was able to pay for advertising in the media (i.e., newspapers and radio)--see Table 14. Such advertising has the potential to reach a wide audience. The newspaper "display ads" were much more eye-catching and informative than the official "legal" notice which the IJC has traditionally inserted in the newspaper (although these too were published to advertise the hearings, in accordance with the Rules of Procedure). Care was taken to have the advertisements placed in a prominent position. In addition, there was a variety of unpaid publicity: complimentary feature stories (as a result of the display advertisement or the press release), arranged articles and interviews, free publicity on radio and television, and advance man interview features. Arrangements were made to have "pick-up points" where interested citizens could obtain a copy of the IGLLB report. Finally, the Assistant to the Secretary at the IJC, Mr. Tom Sneddon, who worked with Mr. Kirby on the advance publicity, undertook a three-day telephone campaign to inform directly all potentially interested groups and individuals. Written notices about the hearing were also sent out.

One of the (unintended) results of the fact that one side was able to have paid advertising and the other not is that an opportunity was created to compare the results from Canadian and American hearings. There were five Canadian hearings and eight American hearings, but American respondents outnumbered Canadians 2 to 1. The overwhelming majority of

TABLE 13

ADVANCE PUBLICITY FOR EIGHT AMERICAN
LAKE LEVELS HEARINGS, 1974

	Newspapers sent releases, booklet and fact sheet with cover letter	Radio stations sent public service spots	T.V. Stations sent information	Citizens' groups, individuals sent booklet, release and/or poster without requesting	Libraries sent poster, number of booklet and groups or letter requesting help	Approximate number of individuals contacted directly by 'phone
DETROIT	35	10	6	114	37	45
GREEN BAY	28	11	7	75	17	20
SAULT STE. MARIE	20*	11*	10*	38*	20*	-
THUNDER BAY	-	-	-	23	-	-
MUSKEGON	30	37	8	16	43	3
MILWAUKEE	25	40	7	28	28	10
DULUTH	17	26	4	302	9	11
CLEVELAND	35**	37	20	100	44	25
CHICAGO	58	90	9	68	40	20
ROCHESTER	48	40	17	82	20	7
HAMILTON	10*	7*	6*	40*	7*	8*
OWEN SOUND	-	-	-	-	-	-
MONTREAL	22*	19*	4*	17*	10*	-
TOTAL	328	328	98	903	275	149

* American only

** Metropolitan Cleveland newspapers on strike preceeding and during hearing; therefore all suburban and district newspapers covered.

Source: Patricia A. Bonner, "Public Hearings on Lake Levels", Memorandum, December 19, 1974

TABLE 14
PAID ADVANCE PUBLICITY FOR THE FIVE
CANADIAN LAKE LEVELS HEARINGS, 1974

SAULT STE. MARIE, ONTARIO

3 advertisements in the Sault Daily Star (on the editorial page)

20	60-second spots on AM radio	(CKCY)
5	" " " " FM "	(CKCY-FM)
20	" " " " AM "	(CJIC)
5	" " " " FM "	(CJIC-FM)

THUNDER BAY

3 advertisements each in the Thunder Bay Times News and
Thunder Bay Chronicle - Journal

20	60-second spots on AM radio	(CKPR)
5	" " " " FM "	(CKPR-FM)
10	" " " " AM "	(CFPA)

HAMILTON

3	advertisements in the	<u>Toronto Globe and Mail</u>
"	" " "	<u>Hamilton Spectator</u>
"	" " "	<u>St. Catharines Daily Standard</u>
"	" " "	<u>Niagara Falls Review</u>
"	" " "	<u>Oakville Journal Record</u>
1	" " "	<u>Burlington Gazette</u>

12	60-second spots on CHML and CKDS-FM	(Hamilton)
20	" " " " CHSC and CHSC-FM	(St. Catharines)

OWEN SOUND

3 advertisements in the Owen Sound Sun-Times
20 60-second spots on CFOS radio

MONTREAL

1 advertisement each in La Presse, Montreal Star, and Montreal Gazette
3 advertisements in Le Devoir
20 60-second spots on AM radio (CJMS)
10 " " " " CJAD and CJFM

Note: Newspaper advertisements were three columns wide, 8" deep.

Source: A.R. Kirby, "Recommendations for Public Relations Aspects of Hearings on Great Lakes Levels", Memorandum, September 9, 1974.

participants at each hearing were of the same nationality as the locale (e.g., Americans at Detroit, Canadians at Owen Sound), with the exception of Sault Ste. Marie, Ontario, where there were approximately one-quarter Americans.

A glance back to Table 2 will show that attendance was about the same at both Canadian and American hearings. Some cities had good attendance (e.g., Rochester, U.S.A., and Sault Ste. Marie, Canada) and some had poor turnouts (e.g., Milwaukee and Owen Sound). The paid publicity does not seem to have made much difference as far as attendance is concerned.

Table 15 indicates how American and Canadian respondents answered the question "How did you learn about the hearing?". The differences are not statistically significant, in fact, far from being so. There are minor differences; the "newspaper" response was higher in Canada and "other" (i.e., third party; for example, someone from the Corps of Engineers or the Congressman in Green Bay) was higher in U.S.A., but overall, the type of publicity (i.e., paid or non-paid) does not seem to have made much difference.

When the ranking questions are examined, some differences are apparent, although these are not statistically significant (i.e., $p > .05$). Table 16 illustrates how Canadian and American respondents ranked three aspects of advance publicity for the hearings.

In all cases, the Canadian sample ranked the various aspects higher than the American sample. For example, 68.2% of those attending a Canadian hearing ranked "amount of advance publicity" as very good or good compared to 50.7% of the Americans. Similarly, 73.7% of the Canadians ranked the advance notice (i.e., the form it was in) as very good or good compared to 60.1% of the Americans. It is difficult to state conclusively that these differences are due to the differences in publicity. It is very possible they are due to other factors, perhaps even the differences in national characters. However, it is entirely outside the scope of this report to speculate on such differences.

TABLE 15
"HOW DID YOU LEARN ABOUT THE
HEARING?"

	<u>U.S.A.</u>		<u>CANADA</u>	
	% of Responses	N	% of Responses	N
Newspapers	28.5	90	35.4	40
Friend(s)	19.6	61	14.2	16
Radio or T.V.	16.3	51	16.8	19
Notice from IJC	12.8	40	13.3	15
3rd Party, not mentioned above	9.3	29	2.7	3
Through group membership	7.4	23	4.4	5
Through job	5.1	16	8.0	9
Through school, University	0.0	0	3.5	4
Other	0.6	2	1.8	2

$$\chi^2 = 0.7398$$

$$df = 8$$

not significant

TABLE 16

RANKING OF THREE ASPECTS OF ADVANCE
PUBLICITY BY AMERICAN AND CANADIAN
RESPONDENTS

<u>Ranking</u>	<u>Amount of Advance Publicity</u>		<u>Kind (Type) of Notice</u>		<u>Amount of Time Before Hearing</u>	
	<u>U.S.A.</u>	<u>Canada</u>	<u>U.S.A.</u>	<u>Canada</u>	<u>U.S.A.</u>	<u>Canada</u>
Very good	17.5% (38)	23.5% (20)	18.7% (38)	23.7% (18)	25.5% (53)	27.2% (22)
Good	33.2 (72)	44.7 (38)	41.4 (84)	50.0 (38)	40.4 (84)	46.9 (38)
Neutral	19.8 (43)	15.3 (13)	21.7 (44)	15.8 (12)	17.3 (36)	13.6 (11)
Poor	18.9 (41)	9.4 (8)	10.3 (21)	6.6 (5)	10.6 (22)	8.6 (7)
Very poor	10.6 (23)	7.1 (6)	7.9 (16)	3.9 (3)	6.3 (13)	3.7 (3)

$$\chi^2 = 8.2345$$

$$df = 4$$

not significant

$$\chi^2 = 4.6717$$

$$df = 4$$

not significant

$$\chi^2 = 2.0503$$

$$df = 4$$

not significant

The one aspect in which there were differences was "location of the hearing", primarily because no Canadians ranked the site of the hearing less than "good" (see Table 17). The Canadian sites did seem to be better located; two were city halls, two were downtown hotels, and the fifth was a municipal library - all centrally located. A downtown hotel in a major city such as Montreal should be considered carefully, however. Parking is often very difficult and the location is somewhat removed from those who are most affected - in this case, shore property owners on the St. Lawrence River. Undoubtedly, ideal "big city" locations are more difficult to arrange than in smaller centres.

On the American side, three of the eight hearing sites were either airport hotels (Milwaukee and Chicago) or near the airport (Cleveland). As one Cleveland respondent complained, there was "no access to the meeting place by public transport, so anyone without a car couldn't have come to the hearing". Airport hotels introduce the suspicion that the site is chosen more for the convenience of the Commissioners than for the public they want to hear, but given the Commissioners' hectic schedules, this will be a difficult problem to resolve. The week of November 18, 1974, saw the Commissioners attending five hearings in five days.

The other aspects of the hearing are ranked in Tables 17 and 18. Some differences are apparent, but when "very good" and "good" are combined, the percentages are very similar (see Table 19).

Table 19 indicates a high degree of satisfaction, since over three-quarters of the sample ranked time, day, and format as "very good" or "good". (Publicity, on the other hand, is so ranked by only 50 - 74% of the sample - Table 16.) Again, it appears that the evening hearings had little effect on the rankings, since all the Canadian hearings had evening sessions, but only two of the American ones, and yet there is little difference (5%) between the Canadian and American samples.

TABLE 17

RANKING OF "LOCATION" AND "FORMAT"
BY AMERICAN AND CANADIAN RESPONDENTS

	LOCATION OF THE HEARING		FORMAT OF THE HEARING	
	<u>U.S.A.</u>	<u>CANADA</u>	<u>U.S.A.</u>	<u>CANADA</u>
Very good	50.5% (110)	54.0 (47)	38.1% (80)	26.8% (22)
Good	38.1 (83)	46.0 (40)	40.5 (85)	52.4 (43)
Neutral	6.0 (13)	0 (0)	11.4 (24)	14.6 (12)
Poor	4.1 (9)	0 (0)	6.2 (13)	6.1 (5)
Very poor	1.4 (3)	0 (0)	3.8 (8)	0 (0)

χ^2 not valid
because the
expected frequency
in one cell is
less than one.

$\chi^2 = 7.6842$
 $df = 4$
not significant

TABLE 18
RANKING OF "TIME" AND "DAY"
BY AMERICAN AND CANADIAN RESPONDENTS

	TIME		DAY	
	<u>U.S.A.</u>	<u>CANADA</u>	<u>U.S.A.</u>	<u>CANADA</u>
Very good	43.6% (92)	34.6% (28)	33.0% (69)	22.2 (18)
Good	37.9 (80)	51.9 (42)	43.5 (91)	51.9 (42)
Neutral	6.2 (13)	2.5 (2)	17.2 (36)	13.6 (11)
Poor	4.3 (9)	7.4 (6)	4.8 (10)	6.2 (5)
Very poor	8.1 (17)	3.7 (3)	1.4 (3)	6.2 (5)
	$\chi^2 = 8.1809$ $df = 4$ not significant		$\chi^2 = 8.5908$ $df = 4$ not significant	

TABLE 19

PERCENTAGE RESPONDING "VERY GOOD"
AND "GOOD" AND "VERY POOR" AND "POOR"
WHEN RANKING TIME, DAY, AND FORMAT

	Very good and good		Very poor and poor	
	<u>U.S.A.</u>	<u>CANADA</u>	<u>U.S.A.</u>	<u>CANADA</u>
Time	81.5% (172)	86.5% (70)	12.4 (26)	11.1% (9)
Day	76.5 (160)	74.1 (60)	6.2 (13)	12.4 (10)
Format	78.6 (165)	79.2 (65)	10.0 (21)	6.1 (5)

When asked about the general publicity of IJC activities, almost twice as many Canadians as Americans stated the publicity was adequate (see Table 20). This finding is significant at the .025 level. A large proportion of both nationalities, however, believe that more could be done.

In conclusion, it appears that the two different publicity approaches made little difference in the attendance or satisfaction of American and Canadian respondents. Further research must be done on publicity techniques (both paid and unpaid) to determine what medium is most effective, what combination of media should be employed, the effectiveness of personal contact, what factors induce the newspapers or electronic media to follow up on a press release about the hearings, and how to get the public's attention in these times of information overload and numerous and varied demands on free time. This paper has only dealt with the opinions and comments of those who did attend a public hearing on lake levels. A comprehensive examination of IJC publicity would include a study of those in the area who were not exposed to any of the publicity, those who were exposed but remained unaware, and those who heard the publicity and made a conscious decision not to attend the hearing.

TABLE 20

"ARE IJC ACTIVITIES
WELL ENOUGH PUBLICIZED?"

	<u>U.S.A.</u>	<u>CANADA</u>
Yes	14.0% (31)	27.4 (23)
No	77.9 (173)	65.5 (55)
Don't know	8.1 (18)	7.1 (6)

$\chi^2 = 7.557$
 $df = 2$
 $p > .025$

DISCUSSION AND RECOMMENDATIONS

The initial reaction to the 1974 lake levels hearings is probably one of disappointment. The advance publicity was the most extensive the IJC had every undertaken; eight new cities were added to the hearings schedule, making it the longest ever, and other innovations were implemented as part of the hearings' procedure (i.e., evening hearings, an illustrated summary report in layman's language, a hearings fact sheet, press kits for the media [U.S. only] and registration cards). Yet, no attendance records were set (except for Duluth) and, at two of the evening hearings, no one appeared to make a presentation. This was very disheartening to the Commissioners, IJC staff, and those who had worked so hard on the publicity.

Yet, it is not necessarily a gloomy picture. Public hearings are confrontation situations, as several authors have pointed out.⁵ They tend to attract persons who disagree with the report to be discussed. Those who agree are content to stay home. The respondents who answered the 1974 questionnaire were more satisfied with the hearings and the IJC, and less irate about the lake levels situation. There were very few, if any, of the vindictive comments which characterized the 1973 questionnaires. However, as mentioned earlier, this was also a function of lower lake levels, as well as the effect of more open, informative hearings.

It is difficult to evaluate the effect of the increased publicity. Was so much time and expense worth the final result? On the American side, over 2,000 contacts were made (newspapers, radio and T.V. stations, citizens groups, individuals, and libraries). On the Canadian side, over \$8,500 was spent on publicity to advertise the five hearings, not to mention the time spent in arranging interviews, sending out information, and telephoning potentially interested parties. Yet, the hearing with the highest attendance was not due directly to this publicity, but rather, a storm the week before! This again shows that response is most easily generated when people are directly affected by an issue or problem.

Publicity is always a difficult problem for those who are organizing public hearings or any type of public meeting. Dr. O. M. Solandt in his report on "A public inquiry into the transmission of power between Lennox and Oshawa" stated that even though Ontario Hydro had undertaken a mass mailing to every householder in the study area (in addition to the "usual" publicity), there were people at the hearings who complained they had known nothing about the planning for the transmission line.⁶ Citizen apathy, excessive demands on free time, and information overload are all partly responsible, but these are difficult to combat.

The solution for poor media coverage is to build up a good relationship with the press and other reporters, over time. When a reference group or study board is appointed, there should be someone responsible for keeping the reporters, journalists, local councils, and citizen groups informed. This should help to pave the way for a worthwhile public hearing. There must be some background work so that citizens can make informed rational statements.

There is one aspect of the advance publicity which is still weak - the formal notice of the hearing. It is too legalistic and uninformative. These two verbatim comments point out some of the resultant confusion:

"Perhaps the notice could explain the purpose, the planned agenda or procedure and what the hearing will accomplish or help to accomplish."

"I was not prepared to speak because the meeting announcement said it was open to the public but discussion was not mentioned."

Quite a few of the respondents had not realized that submissions could be mailed in to the IJC offices in lieu of a presentation. Some would have preferred not to attend the hearing, but rather, submit a statement. It should be made clear in the notice that written submissions without personal attendance are acceptable. It should also be explained why 30 copies of the written statement are required 10 days before the hearing. Furthermore, for many private citizens, reproductions of a statement and postage for 30 copies would be very costly.

It would be most useful if the notice could specify exactly what the Commission was interested in hearing. "The public's views" and "information, statements, and views" are a bit vague and do not give much guidance for citizens who wish to prepare a brief. Specific questions could be included in the notice, if only, "Do you agree or disagree with Plans SO-901 and SEO-42P?". In a content analysis of all the verbatim presentations made at the 1973 lake levels hearings, A. P. Grima found that 48 of the 154 people making presentations (31%) did not even mention the IGLLB's interim report and all of these but one had no opinion on the proposed plan. Significantly, of the 106 who did mention the interim report, only 9 did not comment on the adequacy of the proposed plan.⁷ This underlines the importance of making reports and facts available to the interested public and of letting them know what kind of comment is expected and desired. It would also make it easier for the Commission to analyze the submissions afterward.⁸

The other changes made in the 1974 hearings were very positive. The summary report was well written and received many favourable comments, although some believed it was too glossy and costly. The hearings fact sheet was very useful. It was very unfortunate that Sault. Ste. Marie and Thunder Bay participants did not receive copies. The press kits in the U.S. and the tables outside the room with information on them were helpful. The registration cards were a good idea, but it is regrettable that, to date, these have not been used for follow-up, particularly when the hearings fact sheet stated: "Persons who fill out a card can expect to receive... a summary report of the Commission's recommendations resulting from the Board report and public hearing comments." However, since the IJC's report to the governments has just been published, this aspect of follow-up can still occur. The cards have served several other purposes, however, some people at the hearing wrote questions on the back and they received an answer from the IJC office. They have also been used as a source for names of persons concerned about the Great Lakes (and they served as a means for this researcher to determine response rates to the questionnaire and attendance at the hearing).

Evening hearings remain a question mark. The lack of evening or weekend hearings was one of the most frequently mentioned complaints in the 1973 questionnaires. Even in the 1974 questionnaire, 17 respondents mentioned it in additional written comments, yet the attendance at the evening hearings was always less than the daytime sessions. It is difficult to say why this was so, except that government officials, politicians, and some professionals would probably prefer to attend during the day, and perhaps most people want to attend the first session, whether it be morning, afternoon, or evening. No one can argue against having evening hearings when the majority of the public is free to attend. Evening hearings, then, should not be abandoned. The choice should be available. One point, however: evening hearings were chaired as a continuation of the afternoon. This meant that, although there was a word of welcome given for newcomers, there was no introduction of the commissioners or further explanation of procedures, agenda, or the Board report. This was quite confusing to new arrivals. There should be a brief speech (a summary of the earlier introductory presentation) for the benefit of those who were unable to come during the day or who chose the evening session. The length of this evening introduction could depend on the number of newcomers present.

Another comment is that, of the seven evening sessions, four were on Friday nights. This is not really the best time to attract a large audience, particularly in the large cities (like Montreal, 2-1/2 weeks before Christmas). The Commission should consider having evening hearings mid-week. Some attention should also be paid to timing. The American hearings were held in October and November of an election year, which were probably resulted in reduced participation.

In conclusion, the 1974 lake levels hearings must be considered a mixed success. Attendance was not high, but the atmosphere was more open, and those who attended were pleased with the experience. Comparisons of 1973 and 1974 responses show that the 1974 responses were more positive in every case.

The following recommendations, therefore, are made as a result of the foregoing study:

- 1) That each reference group or board appoint one or two (Canadian and American) persons to be responsible for publicity during the course of their study. That person should develop and maintain contacts with the press, municipal and regional councils, citizen groups, and interested individuals. This would serve a two-fold function: a good relationship with the press would ensure good coverage at the time of the hearing and the public would be more adequately prepared to make informed submissions.
- 2) That the IJC centralize the publicity function (i.e., the person in charge and the program). During the 1974 lake levels hearings, there were four centres of publicity: Windsor, Burlington, Ottawa, and Washington. Although co-operation with many agencies and many persons is required, one person in charge might be better able to co-ordinate the publicity effort.
- 3) That the formal (legal) notice announcing the hearings be less legalistic and more informative. A notice in bigger print and in a more prominent location than the legal section would attract more notice. Information concerning the purpose and the agenda of the hearing (including what information and opinions the Commission would like to hear) would reduce confusion and false assumptions on the part of the public and should result in more useful submissions. The notice could be more of an "invitation" to submit views about the report under discussion and should state where the report could be obtained.
- 4) That evening hearings be held mid-week, and that they start with an abridged introduction. The length of the introduction will depend on the number of newcomers.
- 5) That the registration cards be used for sending a brief report of the hearings' outcome to registrants.

- 6) That awkwardly located hearing sites be avoided. Preference should be given to centrally located buildings with provision for parking and access by public transit.
- 7) That the timing of the hearings be examined so that they do not conflict with holidays, elections, or other special events.
- 8) That the IJC continue to analyze and evaluate its public hearings and its relationship with the public.

FOOTNOTES AND REFERENCES

- ¹ Sinclair, Margaret, Report to the International Joint Commission concerning "An Evaluation of the IJC Public Hearings". September 20, 1974.
- ² Press Release, International Joint Commission, "Notice of Public Hearings Conducted by the International Joint Commission on Further Regulation of Great Lakes Water Levels".
- ³ Sinclair, op. cit.
- ⁴ Patricia A. Bonner, "Public Hearings on Lake Levels". Memorandum, December 19, 1974.
- ⁵ Sinclair, Margaret, "The Public Hearing as a Participatory Device: An Evaluation of the IJC Experience", in Public Participation in Planning, W. R. D. Sewell and J. T. Coppock (Editors), London, 1976.
Heberlein, Thomas A, "Some Observations on Alternative Mechanisms for Public Involvement: The Hearing, the Public Opinion Poll, the Workshop and the Quasi-Experiment", Natural Resources Journal, Vol. 16, No.1, January 1976, pp. 197-212.
- ⁶ O. M. Solandt, Report of the Solandt Commission, 1975, p.148.
- ⁷ A. P. Grima, "An Assessment of the Public Hearings held by the International Joint Commission on Great Lakes Levels Regulation, 1973", Lake Superior Inter-University Co-operative Research Project, 1976. Unpublished report.
- ⁸ This paper only deals with the actual public hearing and its advance publicity, but what happens afterward is another area for analysis. The structure of the public hearing should reflect the ultimate purpose of the hearing. In other words, of what use are the public's presentations? Dr. Grima's report suggests a technique to code and retrieve the public's input as recorded verbatim in the transcripts.

APPENDIX A

HEARINGS FACT SHEET

Background

The International Joint Commission, the U.S./Canada body established by the Boundary Waters Treaty of 1909, functions as a quasi-judicial body in matters involving those waters. Its six members, three from each nation, receive reports from boards of experts set up in response to references to the Commission from the two federal Governments. The Commission has no enforcement powers; it recommends to Governments. It therefore depends in part on public support and pressure for enactment of its recommendations by Governments.

Prior to making their recommendations to the Governments, the Commission frequently holds public hearings to receive "oral and documentary evidence and argument that is relevant... within the published purpose of the hearing."

Hearing Format

Introduction by Chairman welcoming attendees, summarizing the IJC's history, the problems under investigation and the purpose of the hearing.

Summary of the report being considered by the Chairman of the originating Board, in this case the International Great Lakes' Levels Board.

Presentations by elected officials, members of the public, members of citizen groups, industrial representatives and government officials.

Clarification of points covered by presenters may be requested by the Commissioners.

Questions from attendees are generally not possible because of time constraints and the fact that technical experts may not be present. However, if time permits, written questions from the audience are at times accepted.

Registration Cards can provide the follow-up mechanisms many attendees desire. Persons who fill out a (name/address/representing -) card can write questions on the back and can expect to receive both answers and a summary report of the Commission's recommendations resulting from the Board report and public hearing comments. (These follow-up actions will not occur until the entire 13-hearing series is completed, December 6, 1974).

Statements or Briefs should be submitted in writing and, if possible, thirty copies should be provided. Less than ten copies are for the Commission; all others are immediately distributed to press. Persons making oral presentations should be prepared to summarize their most important points in the event that the number of speakers is too great for each to have all the time desired. Written statements will be included in total in the hearing record. Persons unable to attend are encouraged to send their written comments directly to the IJC Headquarters (1717 H Street N.W. Washington D.C. 20440) or (151 Slater Street, Ottawa, Ontario K1P 5H3). Persons wishing to submit statements but not make presentations, are urged to bring their comments to the hearing.

RENSEIGNEMENTS SUR LES AUDIENCES

Historique

La Commission mixte internationale, organisme américain et canadien établi par le Traité des eaux limitrophes de 1909, joue un rôle quasi judiciaire dans les questions touchant ces eaux. Ses six membres (trois représentants par pays) reçoivent des rapports des comités d'experts créés pour étudier les questions que soumettent à la Commission les deux gouvernements fédéraux. Cette commission n'a aucun pouvoir exécutif, mais présente des propositions aux gouvernements. Elle compte donc en partie sur l'appui et les pressions du public pour faire mettre ses propositions à exécution par les gouvernements.

Avant de faire ses propositions aux gouvernements, la Commission tient souvent des audiences publiques pour recevoir "de vive voix et par écrit, des preuves et des arguments pertinents ... dans les limites du but officiel de l'audience."

Formule de l'audience

Présentation par le président qui souhaite la bienvenue aux personnes présentes, résume l'historique de la Commission, expose les problèmes à l'étude et le but de l'audience.

Résumé du rapport étudié par le président du comité intéressé, présentement le Bureau international du niveau des Grands lacs.

Exposés donnés par des officiels élus, des membres du public, des membres de groupes de citoyens, des représentants de l'industrie et des fonctionnaires.

Les commissaires peuvent demander des précisions sur les questions traitées par les orateurs.

En général, on ne permet pas aux personnes présentes de poser des questions parce qu'on dispose de peu de temps et que les experts techniques risquent d'être absents. Cependant, s'il reste du temps, on accepte parfois les questions écrites de l'assistance.

Les cartes d'inscription assurent les mécanismes de relance que souhaitent de nombreuses personnes de

l'assistance. Celles qui remplissent leur carte (nom, adresse, représentant de...) peuvent écrire leurs questions au verso et s'attendre à en recevoir les réponses, ainsi qu'un résumé des propositions de la Commission consécutives au rapport du comité et aux observations de l'audience publique. Ces rappels ne commenceront pas avant la fin des 13 audiences, le 6 décembre 1974.

Les rapports et les exposés doivent être présentés par écrit et, si possible, en trente exemplaires. Moins de dix exemplaires reviennent à la Commission, tous les autres sont destinés à la presse. Les personnes qui présentent des exposés oraux devraient pouvoir en résumer les plus importants points au cas où il y aurait trop d'orateurs pour le temps dont on dispose. On inscrira, dans le compte rendu de l'audience, toutes les déclarations écrites. Nous invitons les personnes empêchées à envoyer par écrit leurs observations à l'administration centrale de la Commission mixte internationale (1717 H Street N.W., Washington, D.C. 20440) ou (151, rue Slater, Ottawa (Ontario) K1P 5H3). Nous prions les personnes qui désirent présenter des déclarations sans faire d'exposé, d'apporter leur texte à l'audience.

APPENDIX B

QUESTIONNAIRE FOR PARTICIPANTS
OF THE INTERNATIONAL JOINT COMMISSION
PUBLIC HEARINGS

The International Joint Commission wishes to evaluate its public hearings and would appreciate learning your answers to the following questions about the hearings. Please note that this questionnaire refers to public hearing procedures and not the actual issue of lakes levels.

This same questionnaire has already been sent to various persons who attended the last set of hearings on lakes levels (May and June, 1973), and their responses were included in a report presented to the Commission in September. If you have answered the questionnaire previously, we would also appreciate your answers to this one since there have been several changes made in the hearings' format, and your opinions might have changed. The questionnaire is being distributed at every hearing in this set.

A return self-addressed stamped envelope has been provided so that you can take the questionnaire home and complete it there. A reply within a week of the hearings would be appreciated. A high response rate will mean a more accurate analysis. All responses are confidential and anonymous.

Thank you in advance for contributing your time and opinions to this study. If you have any questions or comments about this survey, please include them on the questionnaire or contact the undersigned by letter or phone (collect).

Margaret Sinclair
Social Sciences Division
Canada Centre for Inland Waters
P.O. Box 5050
Burlington, Ontario
L7R 4A6
(416) 637-4323

1. Which hearing did you attend? (Please circle the appropriate number.)

	<u>N</u>	<u>%</u>		<u>N</u>	<u>%</u>
Detroit	17	5.3	Duluth	73	23.0
Green Bay	31	9.7	Cleveland	42	13.2
Sault Ste. Marie	35	11.0	Rochester	23	7.2
Thunder Bay	16	5.0	Hamilton	26	8.2
Muskegon	15	4.7	Owen Sound	10	3.1
Milwaukee	18	5.7	Montreal	4	1.3
			Chicago	8	2.5

2. Did you attend any one of the previous hearings on lakes levels?

	<u>N</u>	<u>%</u>
Yes	72	22.7
No	245	77.3

If yes, which one?

Rochester, May 3, 1973	12	16.7
Toronto, May 4, 1973	6	8.3
Detroit, May 8, 1973	9	12.5
Sault Ste. Marie, May 10, 1973	21	29.2
Duluth, June 18, 1973	24	33.3

If yes, did you receive this questionnaire about the public hearings?

Yes, and returned it	28	38.9
Yes, but did not return it	4	5.6
No	40	55.6

3. How did you learn that the hearing you just attended was going to take place?

	<u>N</u>	<u>%</u>
Saw the notice in the newspaper	130	30.6
Heard about it on radio or T.V.	70	16.5
Friend(s) told me	77	18.1
Other (specify) - Through job	25	5.9
- Through school/univ.	4	0.9
- Through group membership	28	6.6
- From IJC	55	12.9
- Other	36	8.4

4. Had you heard of the IJC before?

	<u>N</u>	<u>%</u>
Yes	281	88.4
No	37	11.6

5. How had you first heard of it?

	<u>N</u>	<u>%</u>
Radio, T.V.	45	11.4
Newspapers	103	26.1
Magazines, Journals	61	15.5
Brochures, Pamphlets	27	6.9
Friends, Acquaintances, Relatives	43	10.9
Citizens Group or Other Organization (please specify which one)	60	15.2
- School/univ.	6	1.5
- Job	46	11.7
- Don't know, can't remember	3	0.8

6. Why did you decide to go to the hearing?*

	<u>N</u>	<u>%</u>
Concerns about property	102	32.4
Because of job, school	55	17.5
Interest, concern	50	15.9
To receive more information	48	15.2
Wish to make views known	32	10.2
Concerns about ecology	16	5.1
To hear others' views	5	1.6
Other	7	2.2

7. Were you representing an organization at the hearing?

	<u>N</u>	<u>%</u>
Yes: Government agency	72	22.8
Industry	24	7.6
University	10	3.2
Environmental, conservation group	17	5.4
Property owners	37	11.7
Community or Service Group	15	4.7
Other (please specify)	12	3.8
<hr/>		
No: Self only (or self and spouse)	105	33.2
Several people (unorganized group)	24	7.6

* Each question with an asterisk indicates an open-ended question, i.e., no categories supplied. Answers were coded afterward. The coded answers are typed in prestige elite. The actual questionnaire is typed in script.

8. Before you came, what did you feel the hearings were intended to accomplish?*

	<u>N</u>	<u>%</u>
To hear the public's view	139	44.3
The IJC was to give its opinion, information	46	14.6
Two-way communication	41	13.1
To solve the problem of high lake levels	37	11.8
To discuss the issue	18	5.7
Placation of the public	14	4.5
Other	10	3.2
Don't know	9	2.9

9. Based on your expectations, do you feel the public hearing accomplished its purpose?

	<u>N</u>	<u>%</u>
Yes	149	47.3
No	41	13.0
Partly	98	31.1
Don't know	27	8.6

If No or Partly, why not?*

Hearing did not solve problem	30	20.8
Negative comments about Commission	25	17.4
Poor attitude/behaviour or public	24	16.7
Didn't like format of hearing	13	9.0
Don't know - haven't heard any result	13	9.0
Not everyone had opportunity to speak	10	6.9
Not enough advance publicity	6	4.2
Public did not understand	4	2.8
Other	24	16.7

10. Did your ideas concerning the purpose of the hearings change after attending?

	<u>N</u>	<u>%</u>
Yes	47	15.0
No	224	71.3
Partly	35	11.1
Don't know	8	2.5

If Yes or Partly, how and why did they change?*

Heard other viewpoints, more explanation	16	22.9
Dissatisfaction with hearing/report	12	17.1
Positive change, IJC seemed willing to help	10	14.3
Decision already made	10	14.3
Wanted more information	3	4.3
Public relations purpose served	3	4.3
Other	16	22.9

11.(a) Do you think it was a useful hearing for the IJC Commissioners?

	<u>N</u>	<u>%</u>
Very Useful	79	26.5
Quite Useful	116	38.9
Slightly Useful	78	26.2
Not at all Useful	25	8.4

If Not at all Useful, why not?*

The public's presentations were not useful to the Commission	15	33.3
Decision already made; decision is political	14	31.1
Problem not solved; dissatisfaction with report	4	8.9
Don't know because of no follow-up	1	2.2
Other	11	24.4

11.(b) Was it useful for the public who attended?

	<u>N</u>	<u>%</u>
Very Useful	95	31.1
Quite Useful	134	43.9
Slightly Useful	65	21.3
Not at all Useful	11	3.6

Please comment on your answer.*

Useful for public

Public learned IJC's stand, more information	92	36.1
Public was able to make their views known	46	18.0
Heard many other viewpoints	27	10.6

Not useful for public

No solution to problem	13	5.1
IJC's decision already made	11	4.3
The public did not understand, either the purpose of the hearing, the nature of the problem or effect of their briefs	11	4.3
Little or no new information presented	7	2.7
Other	48	18.8

12. Using the table below, describe your opinion of the hearings by circling the appropriate number:

	<u>Very Good</u>	<u>Good</u>	<u>Neutral</u>	<u>Poor</u>	<u>Very Poor</u>
Advance Publicity	58	110	56	49	29
- amount of publicity	(19.2%)	(36.4%)	(18.5%)	(16.2%)	(9.6%)
- kind (type) of notice	56	122	56	26	19
	(20.1%)	(43.7%)	(20.1%)	(9.3%)	(6.8%)
- amount of time before hearing	75	122	47	29	16
	(26.0%)	(42.2%)	(16.3%)	(10.0%)	(5.5%)

continued....

12. (Continued)	<u>Very Good</u>	<u>Good</u>	<u>Neutral</u>	<u>Poor</u>	<u>Very Poor</u>
Location of Hearing (e.g., school auditorium)	157 (51.5%)	123 (40.3%)	13 (4.3%)	9 (3.0%)	3 (1.0%)
Time (e.g., 9:30 a.m.)	120 (41.1%)	122 (41.8%)	15 (5.1%)	15 (5.1%)	20 (6.8%)
Day (e.g., Monday)	87 (30.0%)	133 (45.9%)	47 (16.2%)	15 (5.2%)	8 (2.8%)
Format of Meeting	102 (34.9%)	128 (43.8%)	36 (12.3%)	18 (6.2%)	8 (2.7%)

Please elaborate or suggest improvements on any of the above factors.*

Comments about publicity	76
Location	33
Time	44
Day	5
Format	64
Commissioners	18
Total number of additional comments	<u>240</u>

ANSWER QUESTIONS 13-18 ONLY IF YOU MADE A PRESENTATION AT THE HEARING. IF YOU DID NOT MAKE A PRESENTATION, SKIP TO QUESTION NUMBER 19.

	<u>N</u>	<u>%</u>
Respondents making presentation	95	30.1
Respondents not making presentation	221	69.9

13. Specifically, whose views did your presentation represent?

	<u>N</u>	<u>%</u>
Yoursel ^f Only	15	16.0
Self and Spouse	12	12.8
An Organized Group (Which one?)		
- Government, university	24	25.5

continued.....

13. (Continued)

	<u>N</u>	<u>%</u>
<i>An Organized Group (Which one?)</i>		
- Industry, labour	8	8.5
- Environmental, Community/service	15	16.0
- Property owners	11	11.7
<i>Other (please specify)</i>		
- Unorganized group	7	7.4
- Other	2	2.1

14. What prompted you to make a presentation?*

	<u>N</u>	<u>%</u>
Concerns over property	37	39.8
Wish to make views known	34	36.6
Concerns over ecology	9	9.7
Directly affected by report/ proposal	6	6.5
Other	7	7.5

15. Where did you get most of your information for the presentation?

	<u>N</u>	<u>%</u>
My Own Ideas and Experience	62	36.9
Public Library	8	4.8
Materials at Hand (home or office)	33	19.6
Talking with Other People	30	17.9
Other (please specify)		
- Mass media	3	1.8
- An organized group (gov't, industry, environmental grp.)	28	16.7
- Other	4	2.4

16. Was there any information that you needed for your presentation which was not available to you?

	<u>N</u>	<u>%</u>
Yes	26	28.6
No	65	71.4

If yes, please elaborate:*

Could not find some scientific or technical data	10	38.5
Could not get report or appendices	5	19.2
Not enough time available	2	7.7
Other	9	34.6

17.(a) Were you satisfied with the response of the Commissioners to your presentation?

	<u>N</u>	<u>%</u>
Yes	50	54.3
No	18	19.6
Partly	18	19.6
Don't know	6	6.5

COMMENTS:*

There was no definite response from Commissioners	11	28.2
Favourable comments about Commissioners	9	23.1
Commissioners' attention was not complete	2	5.1
Commissioners did not seem to understand my presentation or the problem	2	5.1
Other	15	38.5

17. (b) *Were most, if not all, of your questions answered during the course of the hearings?*

	<u>N</u>	<u>%</u>
Yes	45	52.3
No	34	39.5
Didn't have any questions	7	8.1

COMMENTS:*

Answers were vague and did not really answer questions	5	20.8
Commissioners were not able to answer my questions	5	20.8
Was not allowed enough time	2	8.3
Commissioners would not answer questions	2	8.3
Other	10	41.7

18. (a) *What would you like to see done with the information and/or opinions you presented?**

	<u>N</u>	<u>%</u>
Views taken into consideration	37	42.0
Views, ideas implented, adopted	33	37.5
Follow-up, to include resume of all information presented	11	12.5
A solution to problem	3	3.4
Other	4	4.5

(b) *What do you expect to see done?**

Optimistic reply	42	48.8
Pessimistic reply	32	37.2
Neutral reply	3	3.5
Don't know	9	10.5

19. In general, what aspects of the public hearing did you like?*

	<u>N</u>	<u>%</u>
Favourable comments about Commissioners	99	29.9
Specific comments related to hearing	59	17.8
Favourable comments about report, Board	46	13.9
Opportunity to hear others' views	44	13.3
Open to any and all members of the public	36	10.9
Opportunity to express own views	17	5.1
Everything (non-specific answer)	7	2.1
Nothing (non-specific answer)	6	1.8
Other	17	5.1

20. In general, what aspects of the hearing did you not like?*

	<u>N</u>	<u>%</u>
Specific comments related to hearing	64	26.8
Unfavourable comments about Board, IJC, staff	59	24.7
Unfavourable comments about audience or speakers	57	23.8
Not everyone had opportunity to speak	17	7.1
Communication was one-way, no debate	10	4.2
Dissatisfaction with report	8	3.3
Hearing was political -- decision was made	7	2.9
No follow-up	2	0.8
Other	15	6.3

21. How would you rank the public hearing you attended as a means of learning public opinion?

	<u>N</u>	<u>%</u>
Very Good	105	34.3
Good	130	42.5
Neutral	38	12.4
Poor	22	7.2
Very Poor	11	3.6

22. What other means of learning public opinion would you suggest?*

	<u>N</u>	<u>%</u>
Surveys	58	29.3
Public meetings	43	21.7
T.V., radio debates (mass media)	25	12.6
Personal communication with those affected	17	8.6
On-site visits	8	4.0
Lay representation	8	4.0
Other	39	19.7

23. What are the major functions of the IJC?*

	<u>N</u>	<u>%</u>
The Great Lakes	59	21.5
To solve water problems	53	19.3
Lake levels	47	17.1
To advise	32	11.6
To settle boundary disputes	27	9.8
To solve problems (general)	20	7.3
In Boundary Waters Treaty	9	3.3
Other	17	6.2
Don't know	11	4.0

24. (a) *Do you think the IJC has been effective in performing these functions?*

	<u>N</u>	<u>%</u>
Yes	106	37.5
No	55	19.4
Don't know	109	38.5
Partly	13	4.6

(b) *In what ways (or instances)?**

Solution of problems	47	32.6
Forum for discussion, wide range of issues dealt with	6	4.2
Hold public hearings	3	2.1
Yes for some references; no for others	4	2.8
No: dissatisfaction with lake levels problems	40	27.8
Too slow, not enough teeth	26	18.1
Don't know -- poor publicity	2	1.4
Other	16	11.1

25. *Does the IJC have both Canadian and American membership?*

	<u>N</u>	<u>%</u>
Yes	299	98.7
No	1	0.3
Don't know	3	1.0

26. *Can the IJC enforce international law?*

	<u>N</u>	<u>%</u>
Yes	28	9.3
No	221	73.7
Don't know	51	17.0

27. Must the recommendations of the IJC be accepted...

	<u>N</u>	<u>%</u>
By both governments?	90	30.9
By neither government?	198	68.0
By the Canadian government only?	0	0
By the American government only?	0	0
Don't know	3	1.0

28. Would you suggest changes in the structure of the IJC?

	<u>N</u>	<u>%</u>
Yes	84	28.1
No	102	34.1
Don't know	113	37.8

*If yes, suggestions:**

IJC should have enforcement power; more teeth	24	27.0
Citizen representation on Commission, Boards	22	24.7
Better selection of Commissioners	12	13.5
Other	31	34.8

29. Do you think its activities are well enough publicized?

	<u>N</u>	<u>%</u>
Yes	54	17.6
No	228	74.5
Don't know	24	7.8

COMMENTS:*

Comment showing result of inadequate publicity: unawareness, confusion	40	39.6
Should be more and better publicity	30	29.7
Suggestion for specific media coverage	5	5.0

continued.....

29. COMMENTS - Continued

	<u>N</u>	<u>%</u>
Suggestion for specific publication	4	4.0
Publicity good for some aspects, not for others	4	4.0
Other	18	17.8

30. Are you a member of any organized group which is concerned with the environment?

	<u>N</u>	<u>%</u>
Yes	179	59.3
No	123	40.7

If yes, which one(s)?*

Conservation group	51	30.4
Through job (i.e., government, university, industry)	47	28.0
Property owners	31	18.5
Community/service group	15	8.9
Several groups (more than one type)	14	8.3
Professional association	6	3.6
Other	4	2.4

31. Do you feel that your efforts with such a group have been worthwhile in terms of:

	<u>N</u>	<u>%</u>
(a) What you learned? Yes	149	85.6
No	8	4.6
Somewhat	17	9.8
(b) Its effectiveness toward action? Yes	87	52.1
No	19	11.4
Somewhat	61	36.5

THE LAST SIX QUESTIONS ARE OF A PERSONAL NATURE. THE INFORMATION YOU GIVE WILL BE HELD IN THE STRICTEST CONFIDENCE AND WILL BE USED ONLY FOR STATISTICAL PURPOSES.

32. Which age group are you in?

	<u>N</u>	<u>%</u>
Under 30	49	15.6
30 - 45	93	29.5
46 - 64	129	41.0
65 and over	44	14.0

33. What was your last completed year in school?

	<u>N</u>	<u>%</u>
Grade 8 or less	4	1.3
Grade 9, 10, 11	10	3.2
High School Graduate	27	8.6
Training past High School (except university)	27	8.6
University - part	52	16.6
- degree or post-degree	194	61.8

34. What is your occupation?*

	<u>N</u>	<u>%</u>
Professional, managerial	173	56.2
Business	23	7.5
Skilled, technical, clerical	27	8.8
Semi-skilled, unskilled	2	0.6
Student, housewife, retired	80	26.0
Other: farmer, fisherman, etc.	3	1.0

35. Into which category does your total income fall?

	<u>N</u>	<u>%</u>
Under \$5,000	20	6.5
\$ 5,000 - \$10,000	39	12.7
\$10,000 - \$15,000	89	29.1
Over \$15,000	156	51.0
Refused to answer (with written comment)	2	0.7

36. Sex:

	<u>N</u>	<u>%</u>
Male	237	75.2
Female	73	23.2
Husband and wife	4	1.3
Undetermined	1	0.3

37. Area of Residence:

	<u>N</u>	<u>%</u>
U.S.A.	230	73.0
Canada	85	27.0

38. Did respondent send any extra information?

	<u>N</u>	<u>%</u>
Letter, additional comments	13	
News clippings	1	
Pamphlet, brochure	2	

39. Language of questionnaire

	<u>N</u>	<u>%</u>
English	316	99.1
French	3	0.9

35. Into which category does your total income fall?

	<u>N</u>	<u>%</u>
Under \$5,000	20	6.5
\$ 5,000 - \$10,000	39	12.7
\$10,000 - \$15,000	89	29.1
Over \$15,000	156	51.0
Refused to answer (with written comment)	2	0.7

36. Sex:

	<u>N</u>	<u>%</u>
Male	237	75.2
Female	73	23.2
Husband and wife	4	1.3
Undetermined	1	0.3

37. Area of Residence:

	<u>N</u>	<u>%</u>
U.S.A.	230	73.0
Canada	85	27.0

=====

Did respondent send any extra information?

	<u>N</u>	
Letter, additional comments	13	
News clippings	1	
Pamphlet, brochure	<u>2</u>	
Total number of respondents sending extra information	16	(5% of total number of respondents)

Language of questionnaire

	<u>N</u>	<u>%</u>
English	316	99.1
French	3	0.9