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TELECOMMUNICATIONS ADVISORY COMMITTEE

EXECUTIVE

ANNUAL REPORT

TELECOMMUNICATIONS ADVISORY COMMITTEE

March 25, 1981

Mr. K.T. Hepburn
Assistant Deputy Minister
Spectrum Management and
Government Telecommunications
300 Slater Street
Ottawa, Ontario
K1A 0C8

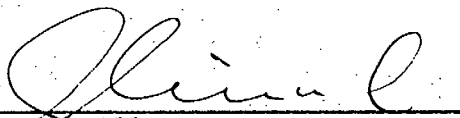
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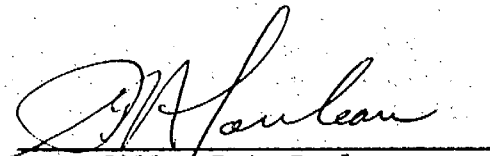
We are pleased to submit to you the following report on the activities of the Telecommunications Advisory Committee. As the first annual report of the executive, it encompasses the progress of the Committee from its inception in 1977 to the present.

These four initial years of existence have served to congeal the federal telecommunications community into a single body with a common purpose and commitment. As such, the Committee has addressed a number of important issues and has made considerable progress.

At the same time, changes have been taking place in information technology which indicate a re-birth: the integration of existing technologies into a single entity. Telecommunications is a major contributor to this convergence and is perceived as the binding agent of the emerging structure. Recognizing its potential impact on the development, revision, implementation and review of administrative policies and the development of federal government telecommunications as a whole, the Committee looks forward to this exciting new challenge.

In light of the above, you may wish to consider distribution of this report to senior departmental officials.


Gilles Girard
Chairman


Gilles P.A. Rouleau
Secretary

INTRODUCTION

Five years ago, when the telecommunications world was getting used to the novelty of digital switching and looking forward to the wonders of fibre optics, Treasury Board saw the need to provide direction to the federal telecommunications community. It responded to that need by publishing a Guide on Telecommunications Administration.

In enunciating the planning directives to be implemented, the Board decreed the establishment of a Telecommunications Advisory Committee (TAC) which would advise and assist "DOC in the long-range planning and coordination of the use of telecommunications on a government-wide basis". The Committee's terms of reference, as defined in the Guide, are attached as Appendix "A".

Comprised of 15 senior level members, the Committee held its first meeting on March 22, 1977 with Major General L. Wylie (DND) in the chair. The departments represented were:

- Treasury Board Canada
- Communications Canada
- National Defence
- External Affairs
- Transport Canada
- Environment Canada
- Revenue Canada - Taxation
- Revenue Canada - Customs & Excise
- Royal Canadian Mounted Police
- Indian and Northern Affairs
- Energy, Mines and Resources
- Supply and Services Canada
- Manpower and Immigration *
- Public Works
- National Research Council

* (Now Employment and Immigration)

One of the first concerns was to draw up procedural rules which, in the ensuing years, have been twice amended. (Procedural Rules for the Operation of the Telecommunications Advisory Committee are included here as Appendix "B").

According to these rules, the Chairman serves a one-year term, ending March 31. In the first year, however, owing to General Wylie's unanticipated departure from Ottawa, his term was completed by Colonel G. Gauthier (DND). As well as the incumbent, subsequent Chairmen have been Chief Superintendent L.E. Young (RCMP), 1978/79 and Mr. W.K. Wardroper (EA), 1979/80.

On January 18, 1978, Mr. G. Rouleau (DOC) replaced Mr. H. Palmer (DOC) as the Committee's Secretary.

Membership continues to include the original departments, with the addition of a second member from DOC in 1978, to represent the department's policy element, and the exception of National Revenue (Taxation) which withdrew in 1979. The original DOC membership remains on behalf of the Government Telecommunications Agency.

ACCOMPLISHMENTS

During the past four years Treasury Board's conception of a body which would act in an advisory role to DOC, as well as in a supportive role to individual participants and the telecommunications community as a whole, has found a comfortable home. Considerable momentum, built up through those years, has resulted in the Committee addressing a number of serious and pertinent concerns with encouraging results.

Working Groups

Perhaps the most visible results have been accomplished through working groups.

In accordance with a directive of the Guide, one of the early working groups was assembled to assist DOC in the preparation of the 1976/77 Annual Review of Telecommunications in the Government of Canada. This was the first attempt to collect and publish data on telecommunications in the federal government. It laid the groundwork for subsequent reviews which have evolved into a comprehensive planning instrument for the information and aid of management.

Guidelines were established in 1978 for Government of Canada Listings in Public Directories and Government of Canada Telephone Directories. These resulted from the initiatives of a working group on telephone directories. While departmental directories were also a matter of concern, widespread diversity in requirements was considered and the working group recommended that assistance, as required, should be sought individually from the Government Telecommunications Agency.

When the issue of coordinated procurement of telecommunications software and hardware was raised by the Committee, two working groups emerged, one to address consolidated acquisition and the second, equipment procurement. Neither matter has been simple; nor has either, as yet, been completely resolved.

One working group identified for the Committee the mechanisms that exist to provide flexibility in equipment procurement. Since major changes in the present system would require amendment to the Financial Administration Act, no immediate solution was available. Departments were asked to monitor their experiences and report them to the working group at the end of the

1980/81 fiscal year, that being the time of year when problems normally arise. The effectiveness of the various measures accessible to departments will then be assessed.

By 1981 the working group on acquisition, in comparing computer and manual optimization of GTA's TELPAK, had estimated a potential cost savings of \$2.5M by consolidating government procurement. However, negotiations with the Trans Canada Telephone System to keep a consolidated circuit inventory for the government and provide itemized billing by circuit to departments, have been protracted and remain unresolved. Alternate methods will be studied and reported to the Committee.

The first Annual Review identified two major areas of concern to the telecommunications community that were pursued through TAC working groups with encouraging results. Those were: (1) the need to standardize identification of telecommunications expenditures to simplify reporting procedures and (2) to categorize personnel according to their telecommunications duties and responsibilities.

Consequent to production of that Annual Review, it was also apparent that the definition of telecommunications as it applies to the government required revision. A TAC working group was thus appointed to address jointly the matter of definition and expenditure coding.

This group produced a new definition, updating the message and computer aspects, which was officially accepted by Treasury Board. To be published in the Administrative Policy Manual (Chapter 435) it is expected to be useful to departments in clarifying and standardizing terminology.

As for expenditure coding, 31 major categories of telecommunications expenditures were identified and put forward to the Office of the Comptroller General. Of those, 12 were accepted for economic object codes. Although five of the 12 retained require future revision, it is anticipated that the progress achieved will help departments identify and report their costs more effectively, at the same time fulfilling the requirements of the Auditor General's Report.

A sub-committee of the working group is currently addressing the non-financial aspects of its terms of reference. A discussion paper, entitled "Information Requirements for Senior Management Telecommunications Administration", is under development, its aim being to improve management and evaluation.

The concerns respecting telecommunications personnel have been both fundamental and extensive. In 1978, the TAC established a working group on personnel tasked to investigate and report to the Committee on matters pertaining to personnel employed within the federal government on telecommunications duties. This included the identification and classification of telecommunications personnel, career development and training. Fourteen recommendations were generated, resulting in an interdepartmental meeting to determine action plans. Subsequently, under the leadership of DOC, an ad hoc committee on Telecommunications Training and Development Needs Identification Study was established by the TAC to deal with one of the recommendations: that criteria should be developed by DOC (in consultation with TBC and PSC) for guidance of departments in the identification and qualification of their needs for telecommunications training.

First, an Occupational Profile for Departmental Telecommunications Coordinator was developed by DOC with assistance from PSC and four other departments. This was followed by a Training Needs Analysis Survey, based on the profile, which provided data for the determination of the present level of telecommunications expertise and training required.

Much remains to be accomplished in this area and to that end initiatives have been taken to establish an Interdepartmental Committee on Telecommunications Personnel to address the remaining recommendations of the working group's report. Meanwhile, the work which has ensued as a result of the study is being undertaken on a gradual basis by DOC.

A working group, appointed to study the proposed Telecommunications Act, submitted to the Department of Communications the concerns felt by government departments about the proposals being drafted. The mutual cooperation experienced in this exercise was helpful to both those responsible for the preparation of the legislation and those who will be affected by it.

This year, Chapter 430 of the Administrative Policy Manual (now Chapter 435), has been re-drafted with the assistance of a working group. Essentially the manual now renders the Guide obsolete and consolidates policy on telecommunications between the covers. Chapter 436, to be added at the same time, will include administrative practices.

Advisory Assistance to DOC/TBC

The Committee's overall goal, specified by Treasury Board in the Terms of Reference, is as follows:

"The Telecommunications Advisory Committee advises and assists DOC in the long range planning and coordination of the use of telecommunications on a government-wide basis".

In this context the Committee has served a useful purpose. As DOC and TBC play a team role in the development and promulgation of telecommunications planning and policy, this section deals with the Committee's work in an advisory capacity to both bodies.

With assistance and guidance from the Committee, administrative practices have been developed as follows:

- Telecommunications Administrative Practices for Local Telephone Services of Consolidated Systems in the Government of Canada. TB Circular No. 1978-6, February 16, 1978.
- Telecommunications Administrative Practices for Government of Canada Listings in Public Directories. TB Circular No. 1978-13, March 29, 1978.
- Telecommunications Administrative Practices for Government of Canada Telephone Directories. TB Circular No. 1978-51, November 22, 1978.
- Telecommunications Administrative Practices for Teleconference Services. TB Circular No. 1980-21, April 30, 1980.
- *Telecommunications Administrative Practices for the Acquisition and Use of CNCP Interconnected Telecommunications Services.
- *Telecommunications Administrative Practices for the Application of Official Languages Policies with respect to the Provision of Telephone Services.
- *Telecommunications Administrative Practices for Long Distance/ Intercity Telephone Services.

Although those marked (*) have for some time been approved by Treasury Board, their promulgation has been delayed as a result of the Board's revision of the Administrative Policy Manual.

Recently the Committee assisted in the revision of the Administrative Practice, formerly developed by a Working Group, on Government of Canada Listings in Public Directories. The revised version reflects late Cabinet Decisions on Service to the Public, defining such new concepts as functional and core listings, blue pages and easy reference list. Its appearance in Chapter 436 of the Administrative Policy Manual is expected to facilitate the implementation of these measures by departments.

A cost allocation guide, developed by DOC with the assistance of the Committee, has been endorsed and will appear in the Treasury Board Manual. Part I - General Policy and Principles explains the theory by which costs are allocated by the Government Telecommunications Agency. Part II - Methods is now in effect.

Further work on guidelines took the form of changes to procedures for the use of authorization codes, to effect stricter controls.

After the Guide had been in circulation for a year, TBC and DOC undertook to evaluate its effectiveness. A study was conducted and a report produced in 1978 which was first submitted to the Committee for review and input. Recommended changes will be reflected in the revised Chapter 430 (Chapter 435) and proposed Chapter 436 of the Administrative Policy Manual.

The Committee's assistance in developing telecommunications plans in 1979 resulted in a "Supporting Paper Concerning the Development of Telecommunications Plans for the Government of Canada". To be incorporated in the revised policy manual's Chapter 435, this identified the objectives of the planning process, responsibilities of the various components (TBC, TAC, ACIS, DOC, departments) and the benefits to be derived. It set the stage for the emerging framework elucidated in the Annual Reviews of 1979 and 1980.

The Committee lends its support on a continuing basis by studying and endorsing the Annual Review and by assisting in the improvement of reporting structures which contribute to the development of that publication.

Matters of timely concern to the federal community are frequently discussed by the Committee for the enlightenment of TBC/DOC in the pursuit of their responsibilities to departments. When the Task Force on Service to the Public, for example, instituted certain measures which placed financial demands on departments, the concern of funding was expressed. Subsequently, an Advisory Board to the Task Force was established to deal with such matters.

More recently the Committee has queried its future relationship with the Advisory Committee on Information Systems as telecommunications and electronic data processing veer towards merging paths. It was proposed to Treasury Board that a formal link should be established between the two committees, but no immediate mechanism has been adopted.

Concern about the future of the development of telecommunications standards was also brought to the attention of the Board, together with the suggestion that a TAC sub-committee be appointed and officially recognized as the designated body for the development of "TB approved telecommunications standards". This is being deliberated by the Board at the present time.

Advisory Assistance from DOC

A dimension acquired by the Committee but not explicitly defined in the Terms of Reference, has been the provision of a forum for DOC to address departments on an up-to-the-minute basis from its vantage point as organiser of government telecommunications. Helpful information has been given on a

number of subjects, such as the funding of research by Communications - criteria for application. When interconnection of telecommunications services was approved by CRTC on an interim basis a year ago, DOC cautioned members to be astute in the purchase of terminal attachments. An "Information Report to TAC on Terminal Attachment" was distributed to the Committee.

Other briefings by Communications have taken the form of presentations covering the Government Telecommunications Agency's long range plans, the Telecommunications Act, GTA's proposed cost allocation methods, DOC's office communications systems program, Telidon and the mobile satellite. (A full list of presentations to the Committee is attached as Appendix "C").

Security in the non-voice transmission of information became a matter of pertinence to the Committee when Employment and Immigration pointed out a requirement existing in that department. This raised the question of possible similar conditions in other areas of the government, confirmed by a survey conducted by the Department of Communications. Total needs, however, proved not to justify a dedicated secure network at this time. Through the efforts of the Department of Communications negotiations with DND and RCMP have resulted in acquiring the use of their secure networks by other departments as an interim measure pending the outcome of the proposed Freedom of Information Act and ensuing guidelines. A trial run is scheduled for May, 1981.

SUMMARY

The Telecommunications Advisory Committee has expanded dialogue between Treasury Board and departments, between DOC and departments and among departments themselves. As telecommunications continues to grow in importance in today's world, the TAC will become increasingly supportive in its contribution to effective government operations.

TELECOMMUNICATIONS ADVISORY COMMITTEE

TERMS OF REFERENCE

1. Overall Goal

The Telecommunications Advisory Committee advises and assists DOC in the long-range planning and co-ordination of the use of telecommunications on a government-wide basis.

2. Advisory Role

The Telecommunications Advisory Committee acts as a forum for the telecommunications users to discuss mutual problems and to provide, at a senior level, advice to GTA on such matters as:

- a) long-range planning needs;
- b) the demand for new services and the need for the development of new systems;
- c) means of satisfying user requirements.

3. Supportive Role

The Telecommunications Advisory Committee, through the individual experience of member departments, creates feedback at a senior level by:

- a) providing a forum for members to exchange information concerning the cost and effectiveness of services received from GTA and other sources;

- b) providing a forum for the discussion of major issues and problems, and for suggesting possible courses of action;
- c) encouraging the evaluation of major systems in the government and the evaluation of present co-ordinating mechanisms in government;
- d) providing a forum for the discussion of proposals for changes in administrative policy, directives and guidelines regarding the planning, co-ordination, acquisition, operation, and evaluation of telecommunications systems in government.

4. Committee Membership and Meetings

Membership on the Committee is at a senior level and includes the departments of Communications, Supply and Services (Supply), National Defence, Transport, External Affairs, Environment, the Royal Canadian Mounted Police, the Treasury Board Secretariat and a number of other departments and agencies which are normally major users of telecommunications in the government and which are selected by TBS.

The Chairman of the Committee is elected by the members, while GTA provides the secretariat for the Committee on an on-going basis. The Committee meets at least once a year and additional meetings may be called by the Chairman or DOC, as required. Requests to the Chairman may originate from any member.

PROCEDURAL RULES
FOR THE OPERATION OF THE
TELECOMMUNICATIONS ADVISORY COMMITTEE

1. Appointment of Chairman

- a) The department to provide a Chairman shall be selected by the members by nomination and majority vote;
- b) Should the Chairman resign for any reason, it is the responsibility of his department to provide a replacement, acceptable to the Committee, to finish the one year term;
- c) The term of office for each Chairman shall be the fiscal year, i.e. April 1 to March 31;
- d) The department supplying the Chairman may also have no official to represent the department. It is intended that each department shall only have one vote.

2. Secretariat of the TAC

- a) GTA shall provide the Secretary and secretarial services necessary to support the TAC. The Secretary is a non-voting member of the Committee;
- b) The agenda and any supporting documentation, papers or proposals are to be distributed at least two weeks before each meeting. Only the Chairman may table papers that have not been in the hands of the membership for two weeks;

- c) The minutes of the TAC meeting will normally be distributed in both official languages, to representatives and alternates within three weeks of each meeting. The minutes will also be distributed to the departmental telecommunications coordinators of all departments and agencies covered by the Guide on Telecommunications Administration.

3. Working Groups

- a) The work of the Committee will be carried out by working groups selected by and tasked by the Committee. The working groups will have specific objectives with time limits.

4. Minority Positions

- a) All recommendations of the Committee that are not unanimous will include the position and identification of each dissenting member.

5. Membership

- a) Membership on the Committee is at a senior level and includes the departments of Communications, Supply and Services (Supply), National Defence, Transport, External Affairs, Environment, the Royal Canadian Mounted Police, the Treasury Board Secretariat and a number of other departments and agencies which are normally major users of telecommunications in the government. (Ref. Appendix I, pg. 1-2 of the Guide);
- b) At any time, any department may apply to TBS for membership;
- c) At least annually, the membership of the Committee is to be reviewed by TBS with the Chairman, who will consult with appropriate members;

- d) The following criteria will be evaluated when considering new membership applications and when reviewing the on-going membership;
 - i) impact of department or agency on total telecommunications expenditures of the federal government;
 - ii) impact of telecommunications on departmental program;
 - iii) level of representative - members shall normally be at the Director General or equivalent level;
 - iv) attendance record of representative.
- e) The names of each departmental representative and one alternate representative shall be transmitted by letter to the Secretary. Departmental representatives not so identified are not entitled to vote.

6. Observers

- a) Departmental representatives may be supported, as they deem necessary, by any number of observers to provide specialist advice.

7. Frequency of Meetings

- a) Meetings may be called by the Chairman or DOC, as required. (Ref. Appendix I, pg. 2 of the Guide);
- b) The Committee shall normally meet quarterly;

- c) The date of the next meeting shall be decided as the last item on the agenda of each meeting and any subsequent change of this date will require three weeks notice to departmental representatives.

8. Location of Meetings

- a) The location of the TAC meetings will be determined by the Secretary.

PRESENTATIONS
TO THE
TELECOMMUNICATIONS ADVISORY COMMITTEE

1. TAC's Potential Usefulness - Mr. J.P. Lefebvre (DOC), 27 April, 1977.
2. GTA's Procedures for Equitable Allocation of Costs to Users - Mr. R. Beauparlant (DOC), 21 September, 1977.
3. GTA's Long Range Plans - Mr. B. Donaldson (DOC), 6 November, 1977.
4. External Affairs' Global Telecommunications System - Mr. W.K. Wardroper (EA), 18 January, 1978.
5. Digital World - Messrs A. Curran and F. Deegan (Northern Telecom), 8 March, 1978.
6. Communications Command: Canada's Military Strategic Communication Systems - Maj. D.D. Dingle & Major G.E. Maveety (DND), 19 April, 1978.
7. RCMP's Organization and Telecommunications Facilities - Insp. B. Scarth (RCMP), 31 May, 1978.
8. Telecommunications Act (Bill C-24) - Mr. A. Watt (DOC), 27 September, 1978.
9. Committee on Security Procedures under Review (SPUR) - Supt. F. Fedor (RCMP), 12 December, 1978.
10. GTA's Cost Allocation Methods - Mr. P. Wade (consultant to DOC), 12 December, 1978.

11. Employment and Immigration's Requirements for Secure Communications within Canada - Mr. Gilles Girard (CEIC), 30 May, 1979.
12. BBC Film: When the Chips are Down - arranged by DOC, 26 September, 1979.
13. WARC Conference 1979 - Messrs E.D. DuCharme and R.W. Jones (DOC), 7 May, 1980.
14. Telidon - Mr. A Tenne-Sens (DOC); MSAT - Mr. P. Boudreau (DOC), 3 September, 1980.
15. Office Communications Systems Program - Dr. S. Wagner (DOC), 17 September, 1980.