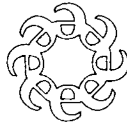
PRIVACY REVEALED

THE CANADIAN PRIVACY SURVEY

LKC
JC
597
.G73
1993
c.2

IC



STUDY SPONSORS

Amex Bank of Canada
Canadian Bankers Association
Consumer and Corporate Affairs Canada
Communications Canada
Equifax Canada Inc.
Privacy Commissioner of Canada
Statistics Canada
Stentor Telecom Policy Inc.

AUTHORS

Frank Graves
(Principal Investigator)

Nancy Porteous
Patrick Beauchamp

ADVISORS

Colin Bennett
Pierrôt Péladeau

ACKNOWLEDGEMENTS

Although we are ultimately responsible for any errors in this report we would like to share any success with a range of individuals. The Foreword has already acknowledged the role of the Study Sponsors and Project Steering Committee. We would like to underline our appreciation of their strong support and guidance. We also thank the 3,000 plus Canadians who devoted their time and thoughts to the survey team. The project also benefited from the thoughtful advice of the external experts — Pierrôt Péladeau and Colin Bennett. (Full study team is listed in Appendix B.)

CANADIAN CATALOGUING IN PUBLICATION DATA
Ekos Research Associates
Privacy Revealed: The Canadian Privacy Survey

Issued also in French under title: La vie privée.
Includes bibliographical references.
ISBN 0-662-20253-8
DSS cat. no. C022-125/1993E

1. Privacy, Right of - Canada - Public opinion.
2. Computers - Access control - Canada.
I. Canada. Communications Canada. II. Title.
III. Title: The Canadian privacy survey.

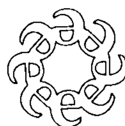
PRIVACY REVEALED

THE CANADIAN PRIVACY SURVEY

Industry Canada
Library - Queen

MAI
MAY - 3 2013

Industrie Canada
Bibliothèque - Queen



EKOS RESEARCH ASSOCIATES INC.

275 Sparks St., Suite 801
Ottawa, Ontario K1R 7X9
(613) 235-7215

cba
The Canadian Bankers' Association

Consumer And Corporate Affairs Canada
Communications Canada
Statistics Canada

EQUIFAX
CANADA

Privacy Commissioner of Canada	Commissaire à la protection de la vie privée du Canada

STENTOR

The Power of Telecommunications

TABLE OF CONTENTS

			Page
EXECUTIVE SUMMARY			**i**
FOREWORD			**vi**
1	**INTRODUCTION**		**1**
	1.1	Background and Context	1
	1.2	Core Issues/Study Objectives	2
	1.3	Methodology and Caveats	2
2	**PUBLIC CONCERNS ABOUT PRIVACY**		**4**
	2.1	Generalized Concerns	4
	2.2	Shifting Patterns of Concern	6
	2.3	Comparison of Findings with Recent American Data	7
	2.4	Public Understandings of Privacy	9
	2.5	Practical Tradeoffs: Weighing and Balancing Concern in the Real World	10
	2.6	Technology and Privacy Concerns	12
3	**THE REALM OF EXPERIENCE**		**15**
	3.1	"Serious" Invasions	15
	3.2	Specific Examples and Individual Responses	18
4	**AWARENESS, KNOWLEDGE AND THE DESIRE FOR ACTION**		**25**
5	**A TYPOLOGY OF THE CANADIAN PUBLIC**		**30**
	5.1	Summary Dimensions of Privacy	30
	5.2	Arraying the Population Into Distinct Types	34
6	**CONCLUSIONS**		**40**
	6.1	Privacy in the Shifting Societal Landscape	40
	6.2	What is a Privacy Invasion? Canadians' Experiences and Understanding	40
	6.3	A Hierarchy of Concern: From Nuisance to Fear	42
	6.4	Class Variations in the Nature of Privacy	44
	6.5	The Individual in the System	45
	6.6	Where To Go From Here?	46

APPENDICES

APPENDIX A BIBLIOGRAPHY

APPENDIX B PROJECT TEAM

APPENDIX C SURVEY MARGINALS

APPENDIX D SAMPLING STRATEGY AND WEIGHTING PROCEDURES

APPENDIX E DEMOGRAPHIC PROFILE OF SEGMENTS

EXECUTIVE SUMMARY

In light of the ongoing debate about the issue of privacy in Canada, many of the key players decided it was time to find out just how Canadians feel about this topic. A broad-ranging telephone survey of some 3,000 Canadian households was conducted between October 28 and November 4, 1992[1]. The survey provides a fairly detailed profile of Canadian public opinion.

PRIVACY: A MAJOR SOURCE OF CONCERN

Concern about privacy in Canada today is remarkably high. Ninety-two per cent of all Canadians express at least moderate levels of concern. In comparison to other more topical public opinion issues, the incidence of "extreme" concern[2] with personal privacy (52 per cent) surpasses national unity (31 per cent) and virtually ties unemployment (56 per cent) and the environment (52 per cent).

There is a pervasive sense that personal privacy is under siege from a range of technological, commercial and social threats. Moreover, most people (60 per cent) believe that they have less personal privacy than they had a decade ago. There is also evidence that Canadians' concerns about privacy are more pronounced than those of Americans. This sense of deep concern touches all portions of society and covers a broad range of problems. The concern is, however, more pronounced amongst the least educated, francophones, seniors and women.

WHAT IS A PRIVACY INVASION? CANADIANS' EXPERIENCES AND UNDERSTANDING

For Canadians, *"privacy" covers a broad range* of concerns and activities. There is considerable variety in the way different people use and understand the term and these usages often differ from the way experts and decision-makers speak of privacy issues.

Eighteen per cent of Canadians said they had experienced a "serious" privacy invasion. Given that over nine out of ten Canadians are concerned, it is quite clear that *for most Canadians their concerns are not based on personal experiences.* This is not to suggest that their concerns are not warranted or reasonable. For most Canadians concern is apparently driven by other factors such as: attitudes, ethics, the experiences of others or concerns about how these issues might affect them or their families in the future.

What sorts of things make up "serious invasions" of privacy? The largest reported categories were: *crimes* (e.g., robbery, break and enter, assault and sexual assault); and *disturbances-intrusions* (e.g., requests for information and unsolicited efforts to sell things to people in their homes). Other significant categories include *psychological and verbal harassment.* Rarer still are examples of the problems which are most frequently the subject of the recent public debate about regulation. These include — *information abuse* (e.g., release of data without permission), *credit and financial data problems* (e.g., incorrect credit information) and *workplace surveillance*. These problems have been experienced and noted as "serious invasions of privacy" by around three per cent of Canadians. Experts point out that many privacy problems may be invisible to the average Canadian.

A HIERARCHY OF CONCERN: FROM NUISANCE TO FEAR

There are wide differences in levels of concern associated with different privacy problems. What things are most troubling? Concern is generally higher when the problem is presented in more abstract terms. Hence, "general" concern about privacy, the relatively unfamiliar process of linking data bases and being watched or listened to without permission or knowledge engender much higher levels of extreme concern than more commonplace intrusions by telemarketers. More familiar types of privacy intrusions, where the purpose and nature of the intrusion is known, tend to be more acceptable.

Wide variation in levels of acceptability are also evident in rating different *types* of personal information requests — 45 per cent express extreme concern about financial information versus only eight per cent who express extreme concern about providing age data. Different *organizations/individuals* requesting data are also viewed with profoundly different levels of concern — for example, 49 per cent express extreme concern about home marketers compared to 14 per cent for doctors-hospitals.

Five interrelated factors tend to decrease levels of concern:

(i) *Knowledge and familiarity* — in general, fears tend to be highest when the citizen is in the dark about the process and its purpose. Paradoxically, people arrive at the most extreme concern positions *either* because of knowledge or ignorance. Some fear privacy abuse *because* they believe *they know* about the sheer capacity of information technology to threaten their own interests. Others are fearful *because they have no idea* what the consequences of technology are.

(ii) *Transparency* — Canadians are more comfortable with situations in which the process is explicit — where they understand the rules.

(iii) *Consent, control and regulation* — privacy intrusions, particularly those involving personal information, are much more acceptable when people have some sense of control over the process. This sense of control can be drawn from the right to consent or from some form of regulation.

(iv) *Rationale/benefit* — intrusions are relatively more acceptable when there is a clear perceived rationale or benefit.

(v) *Legitimacy/trust* — institutions which possess greater public legitimacy are viewed with considerably less concern than those which suffer from low levels of trust.

A simpler way of summarizing this hierarchy is to note that *people distinguish between two* different *levels of privacy concerns — nuisances and fears.* Nuisances are disturbances or intrusions (e.g., being bothered at home by telemarketers, or receiving advertising mail). More insidious forms of privacy invasion include specific threats such as being spied upon, harassed, or being victimized by the improper use of personal information. These produce fear. Fears also include generalized worry about how personal information can come back in the future to cause serious difficulties. These include the matching and linking of separate data bases for some unknown, unapproved and potentially harmful purpose.

Most Canadians demonstrate a reasonable sense of comfort in their responses to nuisances. They either throw out or read the advertising mail; hang up or listen to the marketing pitch; participate in or refuse the survey. Serious invasions — either experienced or hypothetical — are what are really troubling Canadians. Canadians believe that the current system does not provide adequate safeguards and they seek a greater sense of control, consent and protection. They are, however, not entirely clear on how this might be achieved.

GROUP VARIATIONS IN THE NATURE OF PRIVACY

Concern is not randomly distributed throughout the population. It is higher among some of those groups which historically have been relatively less powerful in Canadian society. These include: elderly Canadians (59 per cent extreme concern versus 43 per cent for those 18 to 29 years); the less educated (58 per cent for those who have completed high school or less versus 44 per cent for post-secondary graduates); women (56 per cent versus 46 per cent for males). Francophones are also more concerned (60 per cent versus 48 per cent for anglophones) although this is probably a reflection of higher levels of awareness of the issue in Quebec.

These, and other survey data, suggest a class cleavage in the nature and impact of privacy issues in society. For those in the less powerful and less privileged classes, privacy threats are seen as vague yet threatening. Their powerlessness may be combining with a growing disillusionment with Government and other institutions, to produce a generalized fear of the problem. At the same time, their economically marginal positions render them least capable of identifying and responding to these problems. For example, they are least capable of affording some of the new technologies designed to minimize privacy threats. They are also least likely to be subject to the irritants of marketing intrusions, since they are not attractive marketing opportunities. Despite extremely high levels of concern about their own privacy rights, they are also the most lax in their own personal attitudes to privacy invasions. For example, less privileged Canadians are more likely to approve of the use of radio scanners, less concerned about the propriety of following the personal lives of public figures, and most likely to accept the legislative *status quo*.

More privileged members of society, on the other hand, understand and experience privacy issues in a fundamentally different way. As consumers, they are the more likely users of the new information technologies. Because of their greater disposable incomes, they endure the majority of telemarketing and charitable agency intrusions. Finally, they are also more interested in and capable of affording new privacy protection services.

An indepth segmentation analysis produced five types of Canadians. These types provide a deeper picture of group differences. The types are presented below from the most to least concerned:

- *Fearful Regulators*, the largest group (31 per cent) are fearful about the insidious possibilities of new information technology. Regulators are a relatively sophisticated group featuring an overrepresentation of white collar Canadians, women and Quebeckers. This group seeks strong governmental controls.
- *Extroverted Technophobes* (23 per cent) also have urgent concerns about privacy. Unlike regulators, their fears are based on anxiety about the unknown possibilities of new technologies. This group tends to be economically marginal and overrepresents women and the elderly.
- *Guarded Individualists/Self-Reliants* (six per cent) show moderate levels of concern. They are much less likely to see the need for Government intervention and prefer to rely on their own resources. They are younger and computer literate.
- *Open Pragmatists* (22 per cent) are a middle-of-the-road group. They are not terribly concerned about new technology and reveal no notable social and demographic characteristics.
- *Indifferents* (18 per cent) are average on many attitudinal factors. They are not highly engaged by privacy issues and they tend to be younger, more poorly educated and overrepresent francophones.

THE INDIVIDUAL IN THE SYSTEM

Despite high levels of concern, *many Canadians do not feel helpless* in the face of what they see as growing threats to their personal privacy. There are clear splits in the population on the role of the individual in coping with privacy invasions.

Although most Canadians do not feel comfortable with their ability to deal with privacy, a sizable minority believe they are capable of meeting these challenges. The public is evenly divided on the issue of whether individuals know how new technologies affect their privacy. The more educated and technologically literate tend to show higher comfort levels.

Most Canadians see the role of protecting privacy as a Government responsibility or perhaps a partnership of Government and business. At the same time, many Canadians feel the individual has a strong role to play in solving privacy problems. Two out of three Canadians believe that it is "up to the individual" to solve privacy problems. These are not inconsistent responses. Most Canadians are seeking a shared division of responsibility amongst the individual, Government and business.

In dealing with "nuisances", most individuals seem to manage well. They cope by hanging up or refusing the intrusion and with surprising frequency complying with the request. A significant minority (from 20 to 35 per cent) have checked and/or corrected records about themselves in data bases, unlisted their phone numbers and used call management or related services to manage these intrusions. It is in the face of more serious or covert problems and fears that many Canadians look to Government for help.

WHERE TO GO FROM HERE?

This study was not intended to support specific policy recommendations. The results do, however, provide important policy insights. Although we cannot provide a precise blueprint for future action, the study does suggest important limits based on public opinion. A preliminary sketch of these parameters includes the following:

- There are very high levels of concern and a deep conviction that something must be done to deal with growing threats to privacy.
- There is no clear consensus, let alone public agenda, for what must be done.
- What clearly underlies the thirst for action is a search for a greater sense of control of the problem. Canadians want to feel comfortable that someone is minding the store and looking after their interests.
- Canadians strongly prefer a governmental regulatory response to the alternative of pure voluntary self-regulation by business.
- On the other hand, Canadians do not show a clear preference between a partnership model, of Government working with business, and the purely legislative response. The survey suggests, however, that Government participation is mandatory — either on its own or in concert with the private sector.
- Canadians also see themselves as individuals having a strong responsibility in shaping their levels of personal privacy.

Care must be exercised in using public opinion data because of the ambiguities and vagaries in this area. In particular, there is a gap between the privacy language of experts and decision-makers and the public's understanding. Despite these difficulties these findings should be carefully incorporated into future policy design.

ENDNOTES

1. In the worst case, the overall sample yields a 95 per cent confidence interval of +/- 1.8 per cent.
2. "Extreme" is defined as the seventh or most extreme point on a survey rating scale ranging from 1 "not at all concerned" to 7 "extremely concerned".

FOREWORD

This study is the first comprehensive, in-depth sounding of Canadians' attitudes, experiences and concerns about their privacy — information sorely needed in a society increasingly dependent on modern communications technology and the collection and use of personal data held by Government and the private sector.

New technologies are changing our lives. The benefits are undeniable; modern organizations can speed communication, cut costs, improve and expand services and develop new products. Consumers can access information, receive better service and enjoy greater convenience. We all stand to benefit.

The free flow of information — particularly in electronic forms — is a hallmark of modern societies. However, the test we now face is how to use new information tools while retaining some measure of control. In particular, the collection, manipulation and dissemination of Canadians' personal information raises important ethical questions: how to balance organizational efficiency and business opportunities against clients' need to protect their personal information, safeguard its use and understand how its substance affects the decisions others make about them.

This study is not intended to resolve debates about privacy — the debate has barely begun. Instead, the results will be a resource for Government, the private sector and the public to determine what policies and actions will reflect Canadians' values and deal with their privacy concerns.

The study is a cooperative venture of a group drawn from the private sector and the federal Government, representing a wide range of interests. The inspiration and the first financial commitment came from Stentor Telecom Policy Inc., the umbrella group of Canada's telephone companies. The project would not have been possible without Stentor and the contribution of Brian Milton, its National Director of Social Policy.

Seven other organizations contributed money and staff: Amex Bank of Canada, the Canadian Bankers Association, Equifax Canada Inc., Communications Canada, Consumer and Corporate Affairs Canada, the Privacy Commissioner of Canada and Statistics Canada. (Representatives on the Steering Committee are listed below.)

The group would like to acknowledge the thoughtful contributions of Colin Bennett, Associate Professor of Political Science, University of Victoria, and Pierrôt Péladeau, a privacy researcher and advocate. They offered helpful suggestions and comments on the questionnaire and the final report.

The members also want to cite the exceptional work of Ekos Research Associates Inc. in researching and reporting on what proved to be a very difficult subject. Ekos president Frank Graves and his team spent many extra hours on the project and have produced a high quality and probing analysis of the survey findings.

Joanne DeLaurentiis	Vice President Domestic Banking and Public Affairs	Canadian Bankers Association
Louise Desramaux	Director Data Access and Control Services	Statistics Canada
Peter Ferguson	Senior Policy Analyst	Consumer and Corporate Affairs Canada
Michel C. Globensky	Assistant Vice President Administration and Security	Equifax Canada Inc.
Sally Jackson	Director Public Affairs	Privacy Commissioner of Canada
Veronica Maidman	President and Chief Operating Officer	Equifax Canada Inc.
Helen McDonald	Director Strategic Planning Division	Communications Canada
Brian Milton	National Director Social Policy	Stentor Telecom Policy Inc.
Andrew Reddick	Advisor	Communications Canada
Jim Tobin	Vice President International Consumer Affairs	Amex Bank of Canada

1

INTRODUCTION

1.1
BACKGROUND AND CONTEXT

There is an ongoing debate about the issue of privacy in society. Rapid growth and concentration of human populations in the past century have heightened the basic need for privacy, while making it all the more elusive. More recently, the development of advanced information technologies has further reinforced the threats to privacy in modern society. The voracious appetites for information of both public and private sector bureaucracies have elevated the importance of informational privacy. If we understand privacy as what Sisella Bok refers to as the "condition of being protected from unwanted access by others — either physical access, personal information or attention", then it is quite possible that privacy may be one of the more threatened values in contemporary society.[1] If we argue for a still more expansive definition, then privacy can be positioned at the core of the precarious post-modern balance of the individual and society.[2]

In Canada, many of the key public and private sector players[3] in this debate decided that it would be a timely and useful initiative to find out just how Canadians feel about this topic. Do Canadians perceive privacy problems as threatening? Just how important is the issue to them and what, if anything, would they like to see done to deal with this problem?

A broad-ranging telephone survey of some 3,000 Canadian households was conducted in October and November of 1992.[4] The survey provides a fairly detailed profile of Canadian public opinion. The findings are at the same time both obvious and surprising. Taken as a whole, the survey provides a good sense of levels of

---

1 Sissela Bok, *Secrets: On the Ethics of Concealment and Revelation*, 1984, pp.10-11.

2 See for example, Pierrôt Péladeau's *The Informational Privacy Challenge: The Technical Rule of Law*, 1990.

3 Amex Bank of Canada; Canadian Bankers Association; Consumer and Corporate Affairs; Department of Communications; Equifax Canada Inc.; Office of the Privacy Commissioner; Statistics Canada; and Stentor Telecom Policy Inc.

4 The survey was conducted from a centralized computer-assisted telephone interviewing facility between October 28 and November 4, 1992. In the worst case, the sample yielded a 95 per cent confidence interval at +/- 1.8 per cent.

awareness, concern and experience with privacy. It also provides some practical evidence on where to go from here. It does not yield a precise blueprint for the future, but it does establish some limits and general orientations. Although there may be disagreements about the implications of the study, it should inject more light than heat into this crucial debate.

1.2
CORE ISSUES/STUDY OBJECTIVES

The purpose of the study was to provide an authoritative benchmark survey of Canadian attitudes, expectations, opinions, values and experiences. There were fairly comprehensive American profiles available (e.g., *Harris-Equifax Consumer Privacy Survey* 1991), but the Canadian situation was unknown.

The study issues include an ambitious range of questions which reflect the inherent complexity of the topic. This study provides basic coverage of six core issue areas:

1. Individual rights and ownership of personal information.
2. Control over the use of information and tradeoffs.
3. Awareness and experience.
4. Technology and privacy.
5. Attitudes to Government and private sector.
6. Attitudes to regulation/legislation.

1.3
METHODOLOGY AND CAVEATS

The study of privacy is an unusually challenging research assignment. There is an obvious, but unavoidable irony in using social scientific survey methodology to study privacy. A recent U.S. Louis Harris privacy poll[5] identifies surveys as the second most intrusive threat to privacy (surpassed only by the police).

The research is based on a nationally representative random sample of 3,015 households. Telephone interviews were conducted with Canadians aged 18 and older from Ekos' Hull CATI[6] centre from October 28 to November 4, 1992. The survey asked approximately 90 questions which together provide a broad picture of public attitudes about privacy. The survey instrument and the survey marginals are included in Appendix B.[7]

Attitudes and values were examined in light of tradeoffs and related behaviour. A series of design and analysis approaches were utilized to uncover both the surface and the deeper privacy picture. These included a multiple indicator measurement in which key concepts (e.g., fear of privacy invasions) were measured using several

5 Louis Harris and Associates and Alan Westin, *Harris-Equifax Consumer Privacy Survey*, 1991.

6 Computer-assisted telephone interviewing.

7 As in any bilingual survey endeavour, there are undoubtedly subtle differences in the French and English versions of the questionnaire. Some areas may be affected more than others. To test differences due to translation, we carried out statistical analyses which controlled for both language and region. Interpretation of the data and conclusions have taken into account these differences, in the few instances where they existed.

distinct types of questions. A series of questions on related behaviours and attitudes was asked to test attitudes to privacy. For example, respondents were asked whether they would be willing to have their name published in this report (as a test of the actual strength of their commitment to privacy opinions).

Analysis of data quality suggests the evidence meets good standards. To measure refusal bias, the study included a separate follow-up survey of initial refusers. The follow-up survey group was not significantly different from the initial sample in terms of sociodemographics and key attitudes. A more detailed discussion of sampling and data quality appears in a separate Technical Report.

It should be emphasized that survey data are largely reflections of perceptions, attitudes and beliefs. The study asks for "behavioural" data (e.g., incidence of invasions of privacy), but these verbal reports are imperfect indicators of "objective" reality. Attitudes, memory problems and social desirability biases all coalesce to alter the gap between objective and reported reality. This is sometimes known as the "words-deeds" gap and the reader should bear in mind that this study deals in the realm of words. It should also be recognized that certain types of privacy problems may be invisible to respondents (e.g., they may not know that they are being watched, respondents may be unaware of incorrect files kept on them, etc.).

As a final caveat it is worth alerting the reader to the inevitable conflict of interest involved in using social scientific survey methods to study privacy. Survey researchers, along with several study sponsors, collect data as part of their operations. In order to conduct this study we used an obtrusive research methodology which infringed on respondents' privacy. Although we believe that our research contributes to improved decision-making and heightened knowledge about society, indisputably we make our livings from this act. The reader should be aware of this somewhat inevitable conflict, although we do not believe it has influenced the design, analysis or reporting of the survey results.

2

PUBLIC CONCERNS ABOUT PRIVACY

2.1
GENERALIZED CONCERNS

Concern about privacy in Canada today is remarkably high. Only three per cent of respondents are "not at all" concerned about personal privacy — 52 per cent are "extremely" concerned[8] with 92 per cent at least "moderately" concerned. But where does concern about privacy fit into the broader hierarchy of public opinion concerns? Comparing levels of concern about privacy to other public issues underlines just how troubled Canadians are about privacy issues. The level of extreme concern about privacy matches extreme concern for the environment and just barely trails unemployment and education. Despite surveying just at the conclusion of the Referendum on the Charlottetown Constitutional Accord, privacy was viewed as a much higher concern than national unity. Exhibit 2.1 provides a comparison of concern about these issues.[9]

Groups who have historically been underrepresented in the mainstream of the political and economic systems are more likely to express concern about privacy: women, seniors, the poorly educated and francophones.[10] Exhibit 2.2 highlights this

---

8 Throughout this report we give special attention to the seventh point on a 7-point scale (e.g., "extremely concerned", "strongest agreement"). On most issues most people are capable of some level of concern or agreement. The polar position on the scale provides a sense of the most urgent and deeply felt attitudes. As such, it receives special attention in our analysis and presentation.

9 The graphs throughout this report provide a visual representation of the survey data. Appendix B contains the exact question wording as well as the associated frequencies for each response category, the mean scores for continuous variables and the sample size.

For 7-point scales, the 2 and 3 response categories as well as the 5 and 6 categories have been collapsed. As the legend indicates, the categories are represented in the bar graph by different shades. The bars represent the response scale, moving from left to right or from a low rating on the scale to a high rating. For example, the extremes of the 7-point scale (i.e., 1 and 7) appear in black — 1 on the extreme left and 7 on the extreme right. The length of the bars is proportional to the percentage of respondents indicating that response category.

10 The inequality in power and privilege for francophones is clearly more of an historical than a current feature of Canadian society.

EXHIBIT 2.1

How concerned are you with each of the following issues?

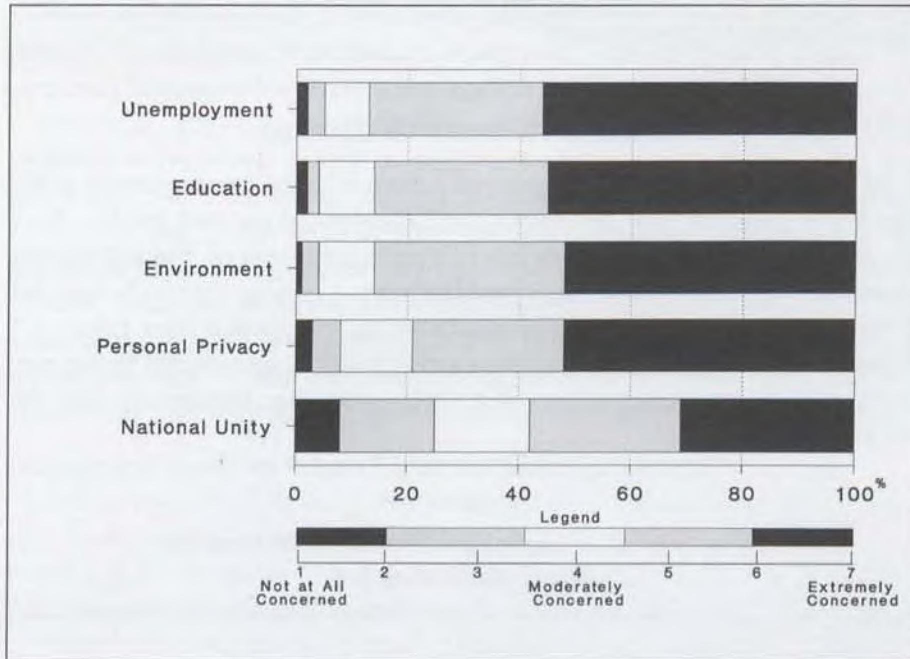
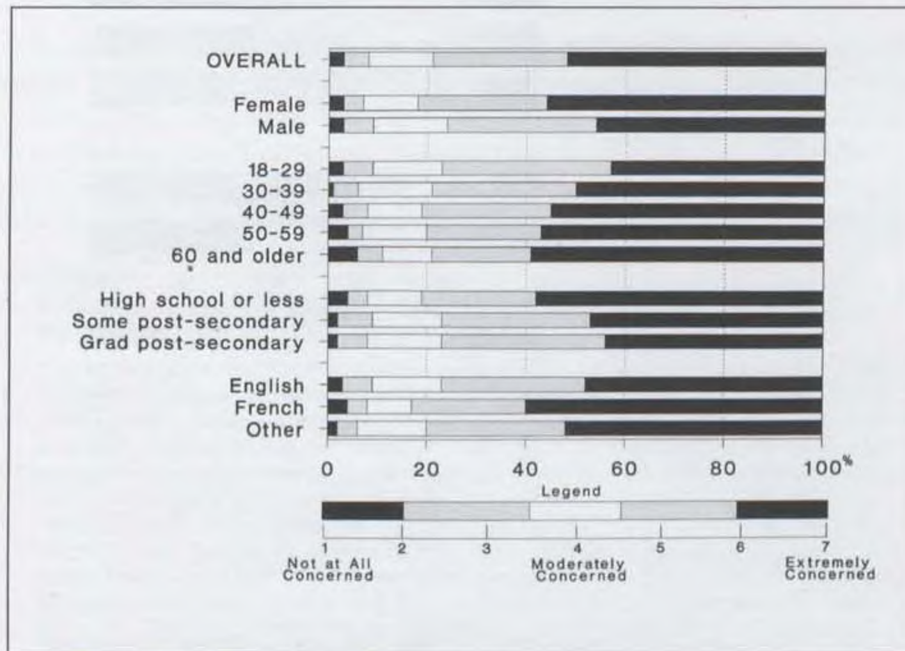


EXHIBIT 2.2

General concerns about privacy by sociodemographics



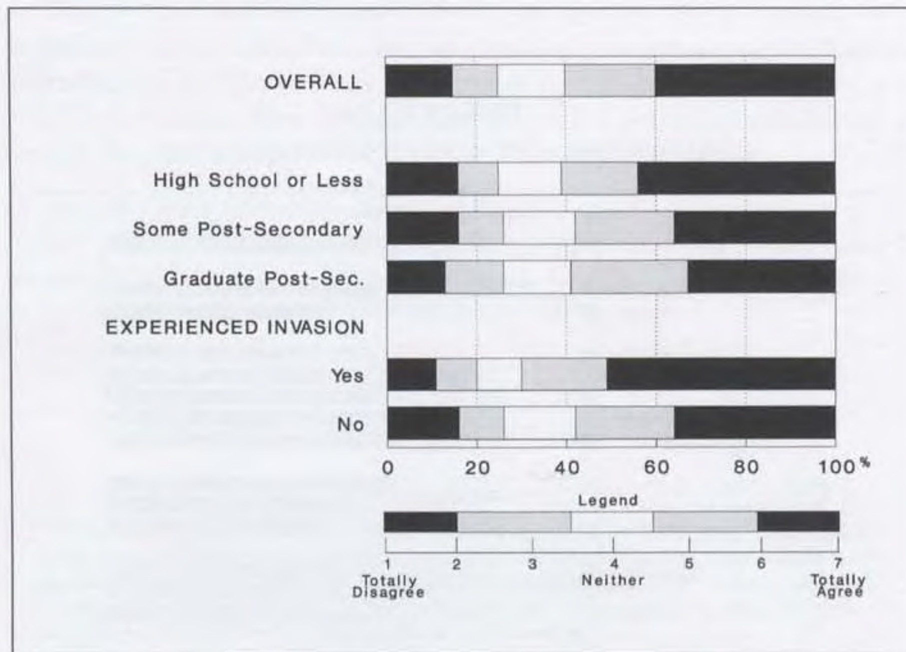
finding. Concern is also somewhat higher among those with some first hand experience;[11] 57 per cent of respondents who reported having experienced a serious invasion of privacy expressed extreme concern compared to 51 per cent of those who did not report such an invasion.[12]

2.2
SHIFTING PATTERNS OF CONCERN

There is a *sense that Canadians' personal privacy is under greater pressure today than it was a decade ago.* The majority of Canadians (60 per cent) feel they have less privacy than they did a decade ago; 40 per cent feel strongly that their privacy has eroded. Again, this perception is particularly strong amongst the poorly educated and people who report to have experienced a serious invasion of privacy. Exhibit 2.3 illustrates these relationships. This sense of growing fear is not restricted to Canada. American data suggest that concern about privacy has risen considerably since the late 1970s.[13]

EXHIBIT 2.3

I FEEL THAT I HAVE LESS PERSONAL PRIVACY IN MY DAILY LIFE THAN I DID 10 YEARS AGO



---

11 The survey asked respondents whether they had ever experienced a serious invasion of privacy.

12 Throughout this report, only differences which are statistically significant at more than a .05 level (95 per cent confidence interval) are reported. Most of these differences are significant at a $p < .001$ level.

13 For example, see Louis Harris and Associates and Alan Westin, *Harris-Equifax Consumer Privacy Survey*, 1991, p.3.

2.3
COMPARISON OF FINDINGS WITH RECENT AMERICAN DATA

Cultural differences among nations make meaningful comparisons of survey data difficult. This challenge is particularly strong when attitudes towards privacy are compared, because of the diverse ways in which people conceive of the key issues.[14] Comparisons with recent American survey data, based on items similar to those contained in this survey, as well as one key item from a cross-national survey, are very useful. The results (Exhibit 2.4) indicate that Canadians and Americans share some similarities in their attitudes about the lack of consumer privacy and in the amount of personal experience they have had with privacy invasion. Levels of concern appear to be higher in Canada than in the U.S.. As well, important substantive differences are found with respect to what respondents consider to be sources of privacy invasion. The comparison suggests that Americans and Canadians may harbour somewhat different notions of what constitutes an invasion of privacy.

Perception of Consumer Privacy Rights and Consumer Control

Canadians are more likely than Americans to feel there is a lack of consumer control over how personal information about them is circulated and used. As shown in Exhibit 2.4, 61 per cent of Canadians and 39 per cent of Americans strongly agreed that "consumers have lost all control over how personal information about them is circulated and used by companies". This exhibit also reveals that, somewhat paradoxically, Canadians are more likely (22 per cent) than Americans (10 per cent) to strongly agree that their "privacy rights in credit reporting are adequately protected today by law and business practices". There is no significant difference in level of strong disagreement.[15]

Is the conclusion that Canadians are more concerned about privacy consistent with earlier cross-national comparisons? In 1984, a Gallup poll asked respondents in six nations if they thought that "there is no real privacy because the Government can learn anything it wants about you". Sixty-eight per cent of Canadians responded that this condition was "already happening" compared to only 47 per cent of Americans who thought this.[16] In response to this same item in 1992, 73 per cent of Canadians

---

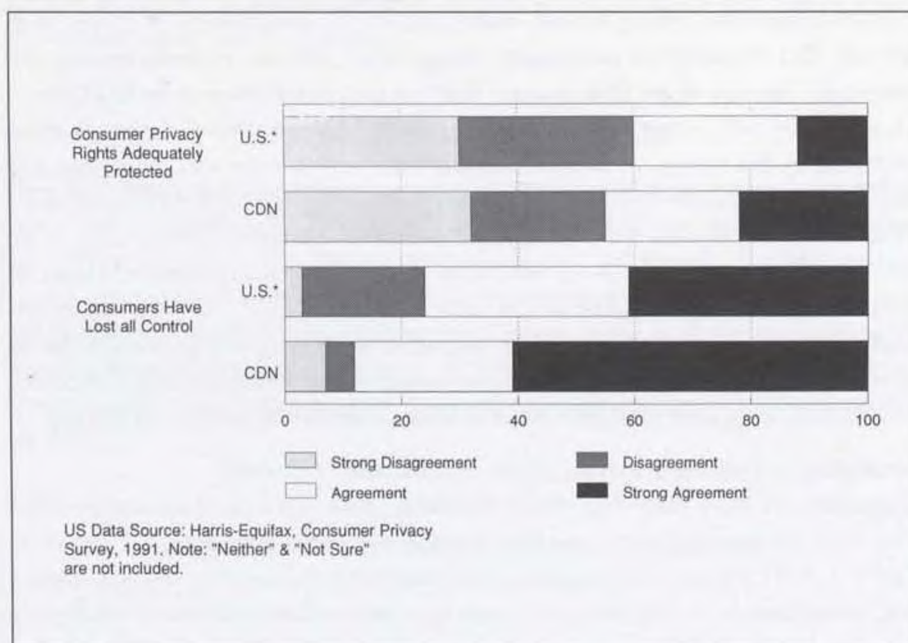
14 Colin Bennett, *Regulating Privacy: Data Protection and Public Policy in Europe and the United States*, 1992, p.37.

15 The comparisons are based on survey items that are identical, but which have different response scales. In the U.S. study (Harris-Equifax Consumer Privacy Survey, 1991), the following four choices were given to respondents: "agree very strongly", "agree somewhat strongly", "disagree very strongly" and "disagree somewhat strongly". The response "neither" was not read, but was recorded. In order to compare the American results with those captured by means of the 7-point ("totally agree/disagree") scale used in this survey, we removed the "neither" and "not sure" responses from both data sets, and then collapsed the scaled responses 5 and 6 to correspond to the "agree somewhat strongly" choice and collapsed responses 2 and 3 to correspond with "disagree somewhat strongly". This is the most appropriate transformation in our view. If 6, 7 and 1, 2 are recoded to represent "strongly agree"and "strongly disagree", then the same basic conclusions remain although differences are even more pronounced. In the case of "rights protected", Canadian views would be even more polarized 45/30 in the strong disagree/strong agree categories. For the "lost all control" item, about 73 per cent of Canadians would strongly agree, nearly twice the U.S. level.

16 Gallup, *Six-Nation Survey on Orwell's "1984"*, 1984. Quoted from Colin Bennett, *op. cit.*, p.37.

EXHIBIT 2.4

COMPARISON OF CANADIAN AND U.S. VIEWS ON CONSUMER PRIVACY AND CONTROL



strongly agreed (six or seven on a seven-point scale) with the above statement. The important point is that Canadians were nearly one and one-half times as likely to opt for the concerned response as Americans. This is similar to the higher ratio of concern evident on the similar "lost all control" indicator comparison.

Taken together, this evidence strongly suggests that *Canadians have a more acute sense that their personal privacy is threatened than Americans*. It also provides weaker evidence that Canadians may be relatively more comfortable with the *status quo* concerning current business practices and laws that are in place to protect their consumer rights. That Canadians are somewhat less concerned about protecting their privacy as consumers compared to Americans, and also perhaps less concerned about the consumer protection dimension of their personal privacy, is consistent with other evidence produced by this survey.[17] For example, Canadians see consumer-related informational privacy as less important to their understanding of the general concept of privacy (see Exhibit 2.5), and the potential violation of their privacy as consumers as less of a concern (see Exhibit 3.2 and related discussion). Dimensions of physical privacy, on the other hand, more prominently shape Canadians' understanding of personal privacy, and potential violation of these aspects, through such actions as covert monitoring or robbery, elicit greater concern.

17 This may also reflect the relative underdevelopment of the consumer protection movement in Canada vis-à-vis the U.S.A.

Incidence and Sources of Invasions of Privacy

Canadians reported a somewhat lower incidence of privacy invasion than Americans.[18] According to a Louis Harris survey conducted in 1991, 25 per cent of respondents replied in the affirmative when asked: "Have you personally ever been the victim of what you felt was an improper invasion of privacy, or not?".[19] This compares to 18 per cent of Canadians who said that they have experienced a "serious invasion of privacy". The Canadian question using "serious" may be more restrictive and hence may partially account for the smaller reported incidence in Canada. On the other hand, the U.S. survey's use of the terms "improper" and "victim" may have suggested something tantamount to serious.[20]

The main sources of privacy invasions cited by Canadians and Americans differ significantly. Nineteen per cent of American respondents who said they had been the victim of an improper invasion, pointed to the police as the source. The next tier of organizations or authorities blamed for invasion included market research/polling firms (10 per cent) and neighbours/various people and credit bureaus which were each identified by nine per cent. Only five per cent of respondents reported burglary as the source.[21] In describing the nature of the invasion of privacy they experienced, approximately 16 per cent of Canadian respondents identified a robber or burglar as the invader, with eight per cent identifying telephone disturbances by telemarketers and pollsters as the main cause. Police and other security agencies were identified by only five per cent of Canadian respondents who had experienced a serious invasion of privacy.

2.4
PUBLIC UNDERSTANDINGS OF PRIVACY

Privacy is a broad and amorphous term which means different things to different people. The study investigated which aspects of privacy were most important to different people. Exhibit 2.5 displays the rated importance of various aspects of privacy. It is only the first illustration of some of the key patterns evident throughout the survey. Situations which involve lack of control, consent or awareness appear to be more troubling to Canadians (e.g., being watched or listened to without permission, having control over the collection and distribution of personal information) than disturbances at home (which are announced and can be stopped).

---

18 A much more detailed analysis of the Canadian data is presented in Section 3.1. It is introduced here only to allow the completion of the U.S.-Canada comparison.

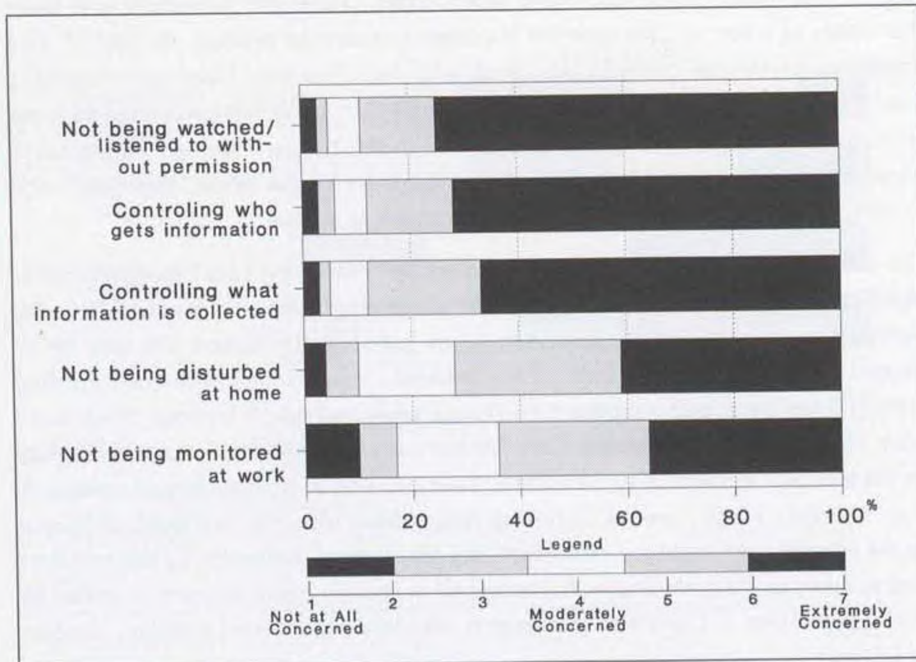
19 Louis Harris and Associates and Alan Westin, *Harris-Equifax Consumer Privacy Survey*, 1991, p.13.

20 A recent Equifax Canada Report (1992), using the exact Harris methodology, found the figure of 22 per cent for Canada. The Equifax was a narrowly focused study of *consumer* privacy.

21 The Harris-Equifax survey asked: "What type of organization or authority was involved in this invasion of privacy?" A multiple record of open-ended responses was kept.

EXHIBIT 2.5

PRIVACY MEANS DIFFERENT THINGS TO DIFFERENT PEOPLE. PLEASE TELL ME HOW IMPORTANT EACH ASPECT IS TO YOU.



People clearly distinguish between nuisances and more insidious and covert dimensions of privacy invasion. This is obvious from a range of survey evidence (including subsequent factor analysis reported in Section 5.1). Being monitored at work, while clearly a significant source of concern, is typically viewed as less important than the other areas tested in this question. This single indicator is inadequate evidence to speak authoritatively about the complex field of surveillance and control in the workplace. It does, however, probably suggest that surveillance is considered relatively less troublesome if it is explicit as opposed to covert (an interpretation evident in several other parts of the survey). Observation at work is (usually) both explicit and part of a recognized exchange process between labour and management. There are clearly instances where being monitored at work does not meet these criteria, but these are relatively rare. Their existence may explain the 36 per cent incidence of extreme concern.

2.5
PRACTICAL TRADEOFFS: WEIGHING AND BALANCING CONCERN IN THE REAL WORLD

The study shows a sharp distinction between reactions to privacy in abstract, generalized terms and reactions to more specific or concrete examples. Generally speaking, *levels of concern are modulated when dealing with more specific and commonplace problems.* The overall sense from the survey is that the more extreme concern characterizing reactions to abstract concepts and principles is substantially reduced when weighed and balanced in the everyday world.

One of the key patterns evident in the survey is that one's level of *comfort with privacy tends to be enhanced if one feels a greater sense of control and knowledge.* In situations where the respondent knows the purpose and nature of the information request, or when they appear to feel they have some control over the process, they feel less concerned. The following findings lend further support to this principle:

- 81 per cent feel strongly that they should be notified in advance when information about them is being collected;
- 83 per cent strongly believe that they should be asked for their permission before an organization can pass on information about them to another organization;
- 87 per cent strongly agree that when information about them is collected they should be told what it will be used for;
- 72 per cent of respondents said that being in *control of who* can get information about them is extremely important;
- 67 per cent feel *controlling what* information is collected about them is extremely important; and
- only 15 per cent of Canadians say they have absolutely no problem giving personal information to anybody who wants it. When awareness and control are factored in (e.g., I don't mind companies using information about me as long *as I know about it and can stop it*), 49 per cent register the highest level of agreement.

All of the preceding evidence points to the conclusion that *meeting the condition of informed consent renders information provision far more acceptable.*

The extent to which a practice is explicit and whether a benefit is perceived tempers concerns. First, consider the role of explicitness. Concern is highest when the invasion is covert, unknown or hidden. Take, for example, being observed or watched *without permission.* This is considered to be most central to the meaning of privacy; 75 per cent said this is an extremely important aspect of privacy. The *same* activity when explicit (i.e., being monitored at work which is usually explicit) is much more acceptable; this was rated by 36 per cent as extremely important.

The role of perceived benefits and rationale must also be considered. Cooperation is greater when the benefit or rationale is clear. Recording cellular conversations may be more acceptable to more people if there is some apparent public rationale. This may explain why a significantly greater percentage of respondents favoured recording cellular phone conversations when important political issues were revealed to the public (question 14) than when there was no rationale offered (question 10e) — 17 per cent approval versus only 12 per cent.[22]

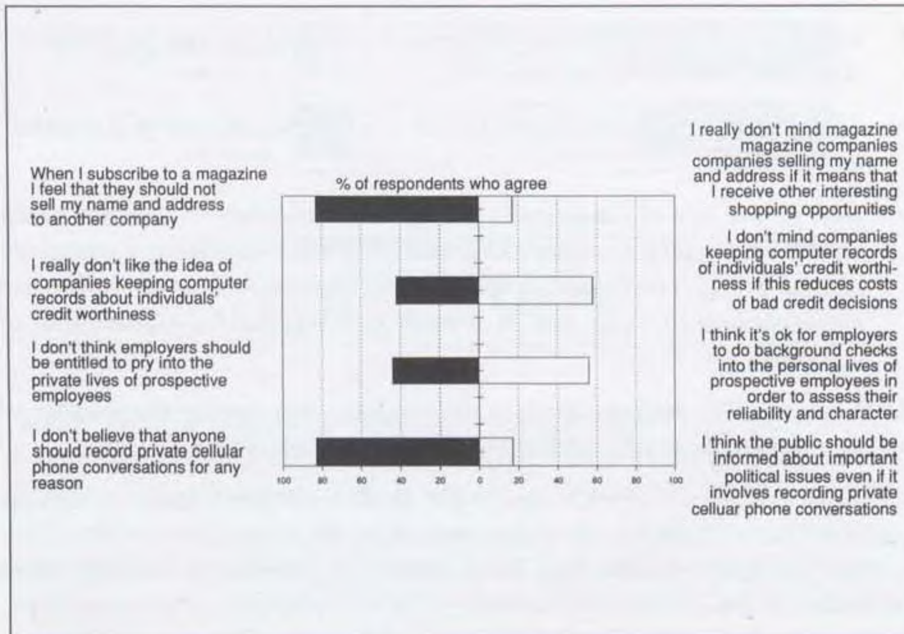
---

22 Quebeckers, as evidenced in the wake of the "Wilhemy" affair in which the cellular phone conversation of a Quebec DM was recorded and reprinted in the media, are much more likely to support cellular recording when public information is advanced. This tolerance is surprising in light of their generally stricter attitudes to privacy invasions and may well reflect a sense that there was a public interest served in this case.

As Exhibit 2.6 reveals, many privacy intrusions are relatively more acceptable when there is a practical rationale or benefit. For example, keeping records of credit worthiness was more acceptable when there was some apparent benefit. A higher proportion of respondents (58 per cent versus 42 per cent) accepted companies keeping computer records of individuals' credit worthiness when a benefit (reducing the cost of bad credit decisions) was made explicit. Similarly, the public were more likely to support the notion of background checks on prospective employees (56 per cent versus 44 per cent) when the purpose (i.e., to assess their reliability and character) was spelled out clearly.

EXHIBIT 2.6

TRADEOFFS



The practical tradeoff or rationale does not always counterbalance the underlying principle. In the case of recording cellular telephone calls, generating important public information was less convincing than the principle that this should never happen (notwithstanding the slight advantage that recording for political purposes enjoys over scanning for idle curiosity). Similarly, the "benefit" of interesting shopping opportunities does not convince most Canadians that selling their personal information without permission is acceptable.

2.6
TECHNOLOGY AND PRIVACY CONCERNS

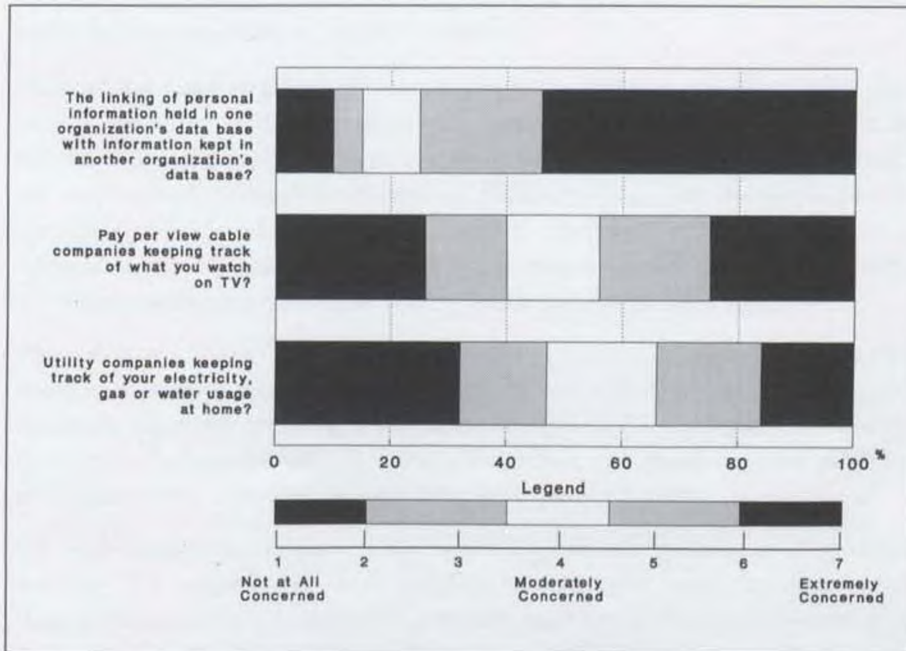
Some of the specific concerns are related to information technology's impact on privacy. There is a general acknowledgement that *new technologies — particularly computers — pose increasing threats to privacy.* Four out of five (81 per cent) believe that computers are reducing the level of privacy in Canada today. There is little concern about the monitoring of utility consumption and moderate concern about the

monitoring of television viewing habits. There is, however, serious concern with the linking of personal data. The incidence of extreme concern is over three times higher when dealing with the relatively mysterious and hidden process of "recombinant" data linking (54 per cent) than it is with the more straightforward monitoring of power consumption (16 per cent). Exhibit 2.7 highlights this finding.

"Technological literacy" may be a useful explanatory variable for understanding perceived threats. People who use computers are less likely to attribute declining levels of privacy to computers: 54 per cent of computer users strongly believe that computers are reducing privacy compared to 63 per cent of non-users. Computer literacy tends to produce higher confidence and comfort levels with the problems associated with new technology. Fear and ignorance of technology coalesce to produce anxiety about privacy threats. The more technologically sophisticated and better educated members of society feel lower abstract fears, but are more alert to specific threats (e.g., matching of data bases).

EXHIBIT 2.7

HOW CONCERNED ARE YOU ABOUT...



SUMMARY

- Privacy concerns are high and pervasive in Canadian society
- There is a sense of erosion/growing pressure on personal privacy
- Canadians and Americans may have different notions of what constitutes privacy invasion; Canadians have a more pronounced sense of threats to privacy than Americans
- Abstract concerns are more troubling than specific examples/experiences
- Concern is higher amongst less powerful
- Concerns are balanced and weighed as tradeoffs in the real world.

3

THE REALM OF EXPERIENCE

3.1
"SERIOUS" INVASIONS

The survey did not restrict itself to attitudes and opinions. It also queried respondents about their personal experiences.[23] One crucial question asked respondents if they had *ever* experienced a serious invasion of their personal privacy and if so, what it was. The value of this evidence lies in the fact that "serious" invasions are defined from the perspective of the respondent. It also provides specific examples of what the public believes constitutes a "serious" invasion.

Many of the types of privacy invasions which are key issues in discussions about privacy are unlikely to be mentioned in response to this question. This question taps into the notion of privacy invasions only in so far as these invasions are apparent to the respondent. Informational privacy problems (e.g., an incorrect pension contribution file), which are often hidden, are likely to be underreported. Acknowledging this bias, one can also argue that if the problem is truly serious, it should eventually have some observable impacts on the individual's life.

Fewer than one in five Canadians (18 per cent) claims to have experienced a serious invasion of privacy. Reports of serious invasions are somewhat less common among the poorly educated, seniors and francophones. Exhibit 3.1 highlights these findings. As noted earlier (see Exhibit 2.2), some of the groups with lowest reported incidences of invasions are groups with the highest levels of general concern.

For most Canadians, concern is not based on personal experience of a serious invasion. This suggests that many people's concerns are based on other factors. These factors may include: matters of principle; hypothetical situations; concern about these problems applying to them or their families in the future; or the experiences of friends and family.

What sorts of incidents constitute a "serious" invasion in the minds of Canadians? Of those who said they had experienced a serious invasion (about 600), 400 described the episode. Summarizing the descriptions of these invasions is revealing. Responses can be organized into eight broad categories. Exhibit 3.2 presents these categories by their frequencies. The purpose of this summary is not to provide a precise quantitative profile, but rather to present general patterns.

---

23 Recall the words/deeds caveat discussed on p.3.

EXHIBIT 3.1

HAVE YOU EVER EXPERIENCED A SERIOUS INVASION OF PRIVACY?

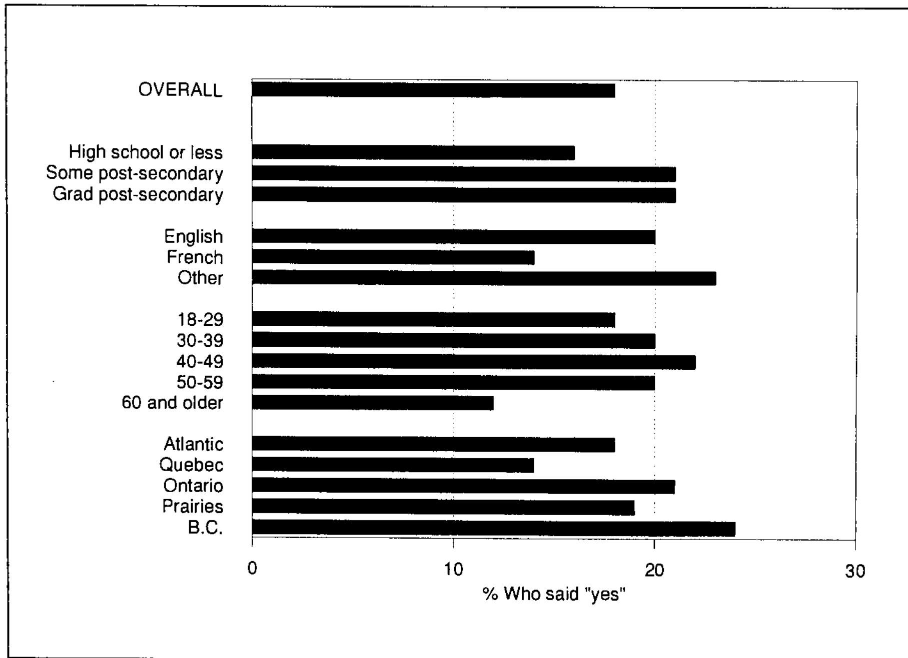
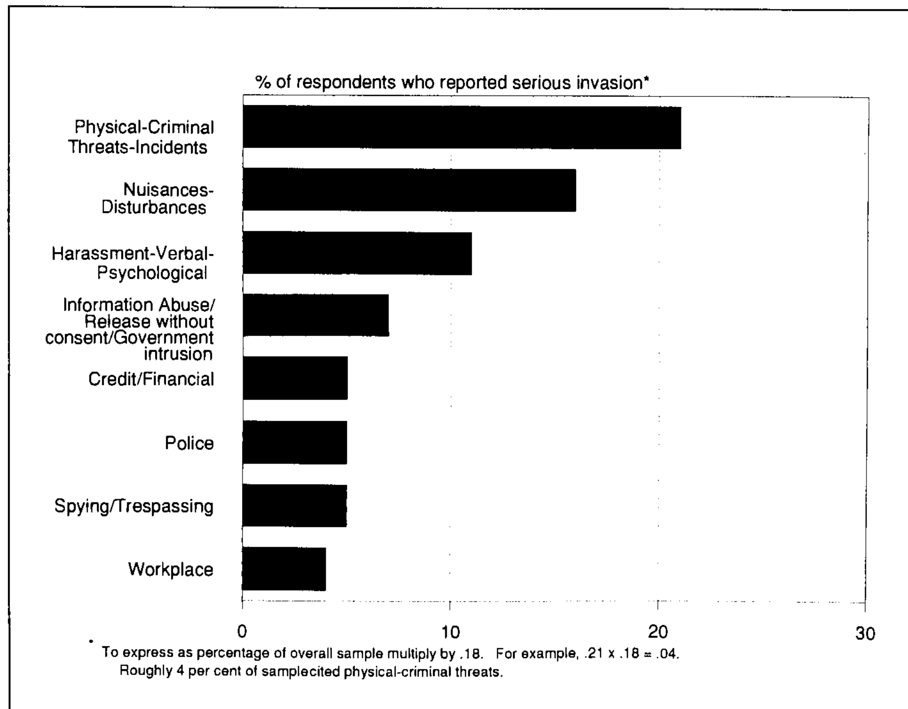


EXHIBIT 3.2

TYPES OF SERIOUS INVASIONS EXPERIENCED



* To express as percentage of overall sample multiply by .18. For example, .21 x .18 = .04. Roughly 4 per cent of samplecited physical-criminal threats.

The categories cover the range of responses, although there may be some overlap in cases where an invasion could reasonably fall into more than one category. For example, unsolicited phone calls to households with unlisted numbers could feasibly fall into two categories: the nuisance/disturbance category or the release of information without consent category. It is unclear whether the seriousness of the invasion is defined by the fact that there was an unwanted phone call or the fact that a telephone number which is not publicly available was passed on to a third party without permission.

The examples cited cover a broad variety of situations. Some invasions are the sorts of things usually discussed at the level of legislative or policy issues and which experts agree are central to the privacy debate. Others are clearly not. Incidents that clearly fall into the realm of the privacy debate include:

- Information abuse which pertains to the release of personal information without knowledge or consent, for example, the sale of personal information to retail companies and, in general, computerized tracking systems.
- Credit or financial problems where institutions are able to access individuals' personal financial information.
- Spying; the most common example given was "peeping Toms". A number of respondents also indicated eavesdropping as an example of privacy invasion.
- Workplace issues. Unauthorized monitoring by supervisors and the abuse of power over a subordinate were cited as examples.

These types of invasions were mentioned by slightly over 100 respondents in a sample of about 3,000 cases. This implies that roughly three per cent of the population had knowingly experienced these types of problems (and considered them to be serious).

In contrast, some of the most commonly cited examples are not the sorts of things most experts talk about when they speak of privacy issues. Crimes such as robbery, burglary or extortion, as well as verbal and psychological harassment from strangers, friends or relatives, account for 168 responses. These are indeed serious invasions, but they fall outside the realm of the current policy debate on informational privacy.

Respondents also identified telemarketers, door-to-door salespeople and people representing religious organizations as frequent examples of nuisances and disturbances (22 per cent of all examples). Draft privacy legislation certainly does talk about these issues, *but,* most of the public views these intrusions as less troubling nuisances. Canadians are significantly less concerned about uninvited calls and advertising mail than, for example, data matching. Fewer than one in three respondents reported extreme concern about receiving unsolicited calls and mail, while 54 per cent expressed extreme concern about data base linking. *Nuisances and disturbances*, albeit annoying, are generally not considered the most pressing and serious of privacy issues according to the survey respondent ratings noted elsewhere. Together these types of invasions represent about two thirds of the examples provided.

3.2
SPECIFIC EXAMPLES AND INDIVIDUAL RESPONSES

This section deals with the concerns and reported incidence of two types of invasions of privacy — (i) in-person or telephone solicitations and advertising mail and (ii) direct requests for different types of personal information from different types of organizations.

Solicitations and Advertising Mail

Few Canadians remain untouched by the rapid growth of direct marketing. Almost all respondents (95 per cent) reported receiving advertising mail in the past month: roughly three quarters (70 per cent) said they received uninvited telephone calls from someone selling a product or soliciting a donation; and about half (48 per cent) said they had uninvited calls at the door.

On average, respondents reported receiving 22 pieces of advertising mail in the past month, five unsolicited telephone calls and three calls at their door. The frequency of both telephone and door solicitations, as well as advertising mail is closely related to socioeconomic status — education, occupation and income. This is probably a reflection of the fact that better heeled citizens are more attractive marketing targets since they have larger disposable incomes.

People were asked to rate their concern with these practices. Exhibit 3.3 summarizes levels of concern about these examples. Concern about advertising mail and unsolicited calls is considerably more muted than concern about other aspects of privacy, such as linking data bases. Overall, these practices are viewed as bothersome and about three in ten Canadians are extremely concerned.

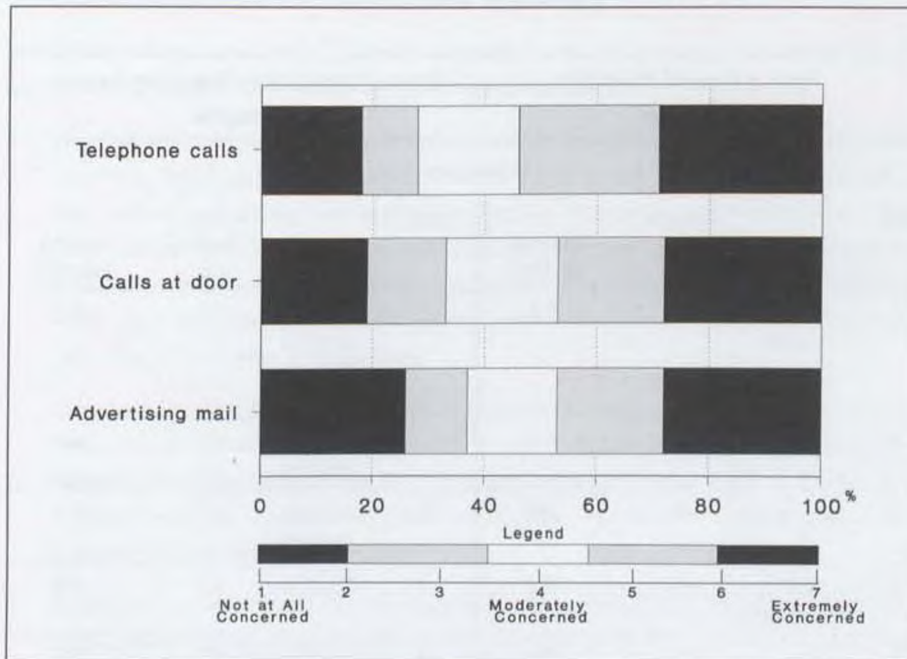
Although the differences in concern for these different intrusions are quite small, advertising mail is least worrisome with 26 per cent stating that they are "not at all" concerned, and 28 per cent stating that they are "extremely" concerned. About one in five say they are "not at all" concerned about live intrusions (18 per cent for telephone and 19 per cent for door).

Concern about uninvited phone calls or intrusions at the door is highest among women, Quebeckers and seniors. Women, the less educated and seniors are more concerned about advertising mail. Concern about advertising mail in Quebec and the Atlantic is much lower than in other provinces.

Although many believe that new technologies are a threat to personal privacy, Canadians are also turning to new technologies to protect their privacy. For example, 43 per cent currently have an answering machine or service at home and of these, about half (48 per cent) use it to screen calls. Less common, but still significant, is the use of newer call management services (14 per cent). The tendency to use these screening technologies increases with socioeconomic status and decreases with age. About one in five respondents (22 per cent) has had an unlisted telephone number and this is higher (32 per cent) among those who report to have experienced a privacy invasion. This evidence shows that many Canadians take individual action in dealing with privacy issues.

EXHIBIT 3.3

CONCERN ABOUT UNSOLICITED CALLS AND ADVERTISING MAIL



Requests for Personal Information

Furnishing personal information is a precondition for full participation in our post-industrial society. Not all requests for information, however, are viewed with equal levels of concern. The survey asked Canadians to rate their levels of concern and experience with a series of hypothetical information requests. It should be noted that some of the combinations tested are purely hypothetical and rarely, if ever, occur in the real world (e.g., credit companies do not request financial information from individual citizens).

The relative concern about providing various types of information and types of "requesters" is presented in Exhibit 3.4. Each is presented from highest concern to lowest concern. Requests for information about personal finance, health and purchasing behaviour produce the highest levels of concern, while age, television viewing habits and address are considered the least threatening pieces of personal information.

Concern depends upon the type of information sought as well as who is asking. For types of information, "extreme" concern ranges from 45 per cent for financial data to only nine per cent for age. A similar range is evident in terms of who asks for information, with a range of "extreme" concern from 49 per cent (home marketers) to only 14 per cent for doctors.

EXHIBIT 3.4

CONCERN ABOUT PROVIDING INFORMATION (RANKED BY MEAN SCORE)

Types of Personal Information Requested				Types of Organizations Requesting Personal Information			
Highest Concern							
Rank		Mean on 7-point scale	% Extremely Concerned	Rank		Mean on 7-point scale	% Extremely Concerned
1	Financial Situation	5.0	44.6	1	Companies that Sell to People at Home	5.1	49.0
2	Health History	4.5	37.6	2	Survey Companies	4.7	40.1
3	Buying Habits	4.3	30.5	3	Telephone Companies	4.5	39.6
4	Social Insurance No.	4.2	35.9	4	Retail Stores	4.2	30.8
5	Name	3.6	23.8	5	Credit Bureaus	4.2	32.8
6	Job History	3.6	21.4	6	Television Cable Companies	4.0	32.9
7	Home Phone Number	3.6	24.0	7	Insurance Companies	3.7	25.0
8	Address	3.3	19.5	8	Banks	3.4	19.6
9	TV Viewing Habits	3.2	15.6	9	The Government	3.3	16.9
10	Age	2.4	8.5	10	Police	3.0	17.0
				11	Statistics Canada	3.0	13.2
				12	Employer	2.9	14.7
				13	Doctor or Hospitals	2.8	14.3
Lowest Concern							

Requests for information from different sources also produce different degrees of concern. The relative concern about providing information to various types of organizations and individuals is also presented in Exhibit 3.4. Requests from

companies that sell to people at home, survey companies and telephone companies rate the highest levels of concern.[24] Requests from doctors/hospitals, an employer or Statistics Canada induce the least concern.

In thinking about why these different concern levels occur, there are a variety of factors which appear to underlie this hierarchy of concern:

- The presence of either a personal or public benefit generally increases the acceptability of requests for information. Benefits to the individual are evident in the case of providing information to doctors/hospitals or to employers. The Government and Statistics Canada, in particular, are generally recognized as working in the public interest (whereas survey companies are often not seen this way). Law enforcement and the protection of the public are clear benefits of providing information to the police.

  The purely private benefit of the initiator (the person or organization approaching you) is a less convincing reason for cooperation than personal or societal benefits. Providing information to the following types of organizations elicited the highest levels of concern — home marketers, survey companies, telephone companies and retail stores.

- Requests from institutions which possess greater authority and legitimacy result in lower levels of concern. Hence, medical professionals, the Government and police fare better than telemarketers and pollsters.

- There is a clear distinction made between private and public sector research. For example, requests for personal information from survey companies engender higher levels of concern than requests from Statistics Canada (or the Government). This differs somewhat from American data which suggest governments are viewed as less benign information gatherers (although still preferable to private survey firms). One should probably not ignore the role of the federal Statistics Act which makes completion of some Government surveys mandatory by law.

It is also interesting to note that concern with different types of information may vary depending on the agent requesting the information. For example, concern is much higher when survey companies are requesting information which personally identifies an individual (e.g., S.I.N.). Since survey companies generally do not request such information, their poor ranking here may be somewhat misleading.

Clearly, concern about relinquishing personal information cannot be adequately explained in a unidimensional model. It is the interaction of the setting, the purpose, the initiator and the type of information which determines acceptability in the real world. People are more willing to provide sensitive information (e.g., income) to a bank or Government than to a telemarketer or survey firm. Moreover, the provision of a material incentive has been shown to further increase participation — even in the case of less trusted initiators, such as survey firms.

---

24 The high resistance to survey companies may partly reflect survey fatigue from the unprecedented frenzy of polling which accompanied the Referendum. It may also reflect the somewhat questionable image of pollsters and the high use of pseudo-polls as a marketing disguise.

Despite high levels of concern about providing information to various organizations, people often furnish the information sought. Respondents who expressed high levels of concern (six or seven on a seven-point scale) about providing certain types of information to certain initiators were asked how they responded to the request and what, if any, subsequent action they took. In slightly more than half the cases, respondents provided the information. Slightly less than half the respondents reported refusing to provide the information. Registering a complaint was reported in some instances. Further action was also taken by a small minority — e.g., moving, getting an unlisted number, calling the police or contacting a lawyer. Exhibits 3.5 and 3.6 provide a separate breakdown of responses to requests for various types of information and across types of organizations.

The perceived relevance of the request, and the credibility of the requester are key determinants of the decision to comply or refuse. For example, if asked for details of their financial situation, people would be more likely to provide information to a credit bureau or bank than to survey companies or to companies that sell to people at home. Refusals to provide information to certain types of initiators are consistently higher for some types of organizations — telephone companies, companies that sell to people at home and survey companies. These same organizations are generally the least trusted. In contrast, people are significantly more likely to comply with requests from banks, Statistics Canada, doctors or hospitals, their employer or the Government.

EXHIBIT 3.5

REPORTED RESPONSES:
REQUESTS FOR VARIOUS TYPES OF PERSONAL INFORMATION*

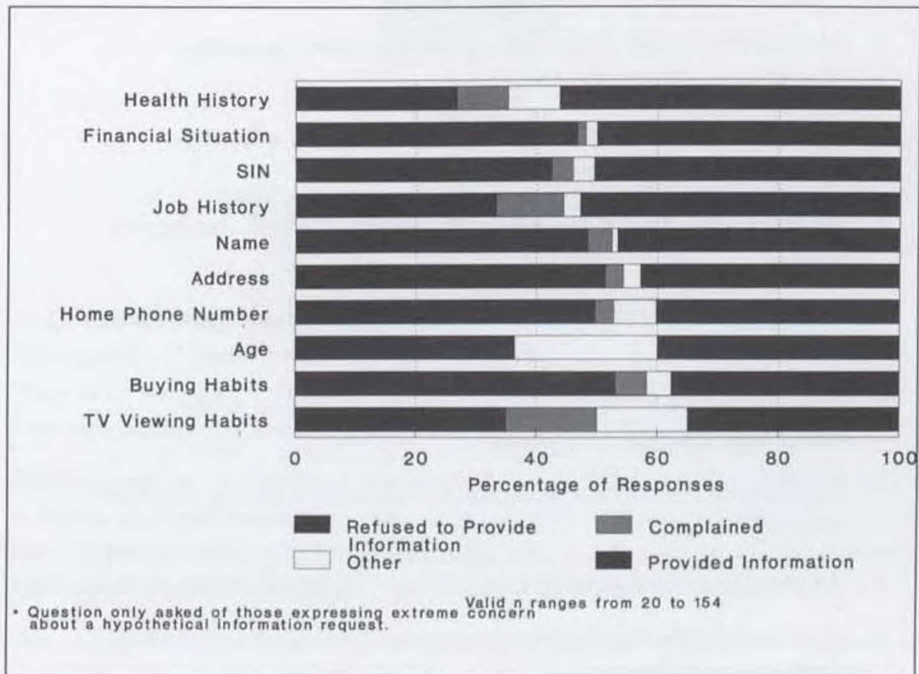
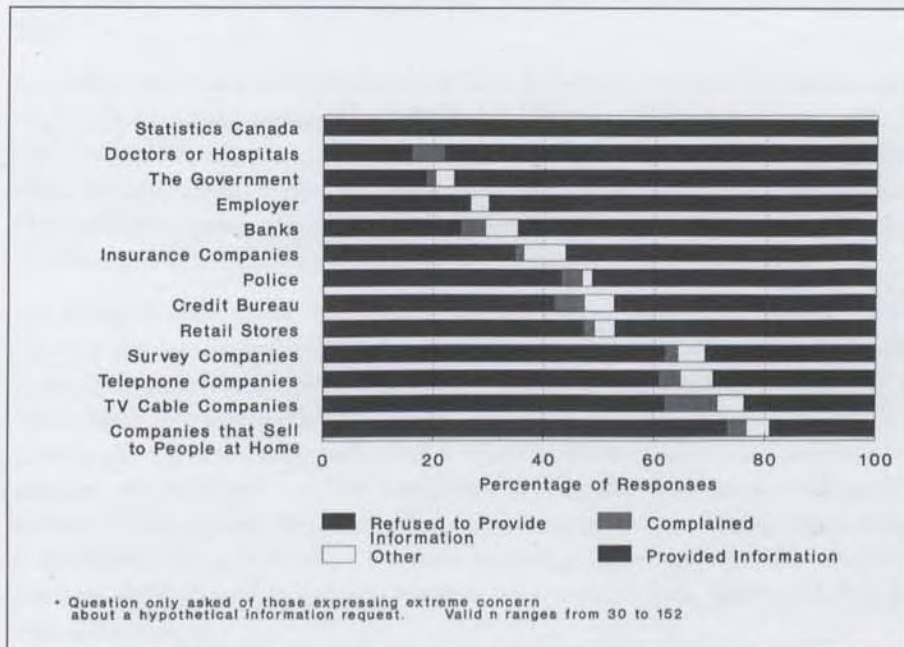


EXHIBIT 3.6

REPORTED RESPONSES:
REQUESTS FOR INFORMATION FROM VARIOUS INITIATORS*



SUMMARY

- Fewer than one in five Canadians report ever experiencing a serious invasion of privacy
- Most common types of invasions: robbery/burglary, telephone disturbances, information abuse
- Reports of invasions are less common among poorly educated, francophones and seniors
- Most frequent information-seekers are: doctors/hospitals, retail stores, banks
- Most frequently sought information is: address, home phone number, name
- Least acceptable information-seekers are: telemarketers, survey companies, telephone companies
- Most acceptable information-seekers are: doctors/hospitals, employers, Statistics Canada
- Most acceptable information sought is: age, TV viewing habits, address
- Concern is hierarchically arranged according to knowledge, control, legitimacy and benefits
- Individuals are surprisingly pliant — even the most concerned are unlikely to complain
- About one in five Canadians use technology to protect themselves

4

AWARENESS, KNOWLEDGE AND THE DESIRE FOR ACTION

Awareness and Knowledge

The majority of Canadians do not feel well equipped to deal with privacy problems. There is considerable ambiguity evident in Canadians' responses to questions about their personal comfort levels and their sense of who is responsible.

Sixty-one per cent of Canadians agree that they would not really know who to turn to if they wanted to do something about an invasion of their privacy. Fewer than one in five (19 per cent) feel completely comfortable with their knowledge of who to turn to. Exhibit 4.1 presents this finding.

The comfort levels of older Canadians are polarized; 47 per cent of respondents aged 60 and over feel very uncertain (seven on scale) about where to turn while 25 per cent feel very certain (one on scale). The young are less likely to possess knowledge; just 13 per cent of 18-29 year-olds (compared to 25 per cent of those 60 years and older) are very clear about where to turn. Francophones are a little more knowledgeable; 22 per cent say they would know who to turn to versus 17 per cent for anglophones and allophones[25]. Exhibit 4.1 illustrates these sociodemographic trends.

Canadians feel more comfortable about their knowledge of how new technologies might affect personal privacy (see Exhibit 4.2). There is, however, an even split; 23 per cent feel strongly that they have enough information to know how technologies affect privacy, while 24 per cent believe that they do not have enough information. Francophones, males, and less educated Canadians express the highest levels of confidence in their knowledge levels, although these differences are modest.

The survey also examined awareness of specific avenues of *formal* recourse. One in five (18 per cent) reported that they know of legislation or an agency that helps Canadians deal with privacy issues. Better educated respondents (14 per cent of those with a high school education or less compared to 26 per cent of post-secondary graduates), and respondents with some first hand experience of privacy problems (23 per cent versus 18 per cent) are more likely to claim that they are knowledgeable. Exhibit 4.3 lists the most frequently cited agencies or legislation. The responses range in frequency from a high of 53 mentions for human rights legislation (less than two per cent of the sample) to just nine mentions for a credit bureau (less than half a per cent of the sample).

---

25 Non-charter language speakers.

EXHIBIT 4.1

I WOULDN'T REALLY KNOW WHO TO TURN TO IF I WANTED TO DO SOMETHING ABOUT AN INVASION OF MY PRIVACY

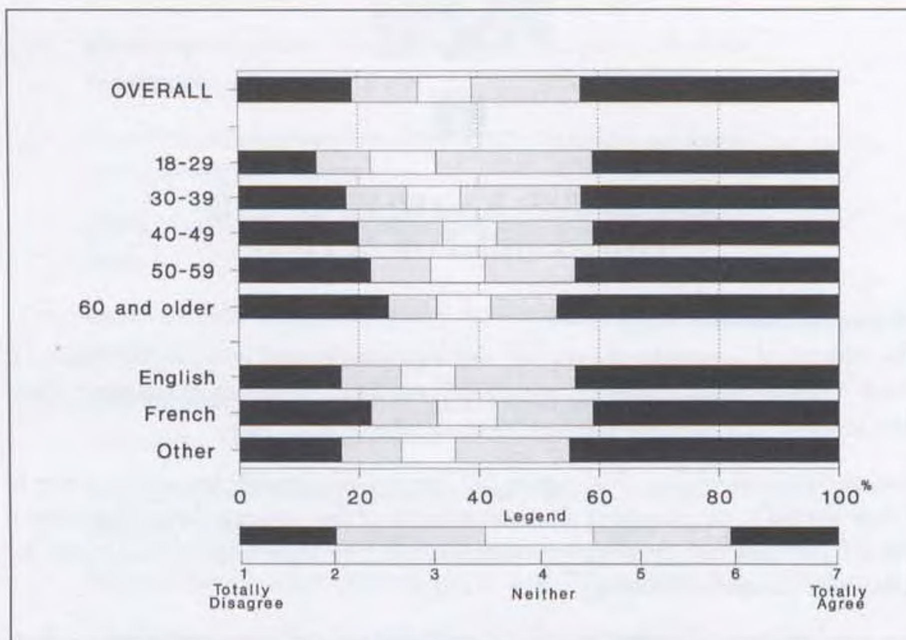


EXHIBIT 4.2

I FEEL CONFIDENT THAT I HAVE ENOUGH INFORMATION TO KNOW HOW NEW TECHNOLOGIES MIGHT AFFECT MY PERSONAL PRIVACY

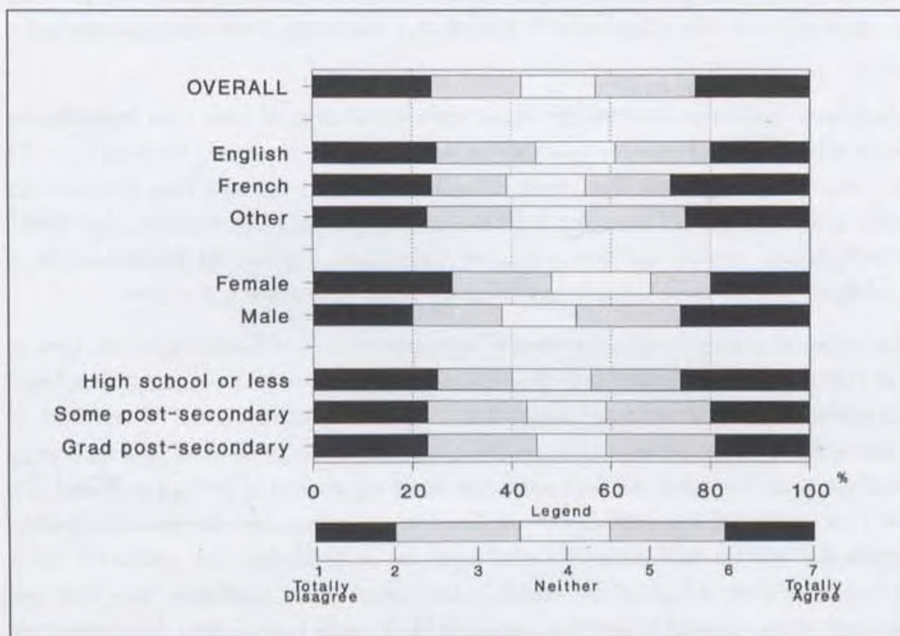


EXHIBIT 4.3

ARE YOU AWARE OF ANY LEGISLATION OR AGENCY THAT HELPS CANADIANS DEAL WITH PRIVACY ISSUES?

TOP TEN RESPONSES

Rank	
1.	Human rights legislation
2.	Access to Information Act
3.	Freedom of Information Act
4.	Privacy Act
5.	Charter of Rights and Freedoms
6.	Government
7.	Ombudsman
8.	Consumer Protection Act
9.	Privacy Commissioner
10.	Credit bureau

Quebec residents are twice as likely as residents of other provinces to report awareness of privacy-related legislation or agencies: 33 per cent versus less than 15 per cent in any of the other provinces. This finding may be linked to the higher degree of legislative protection found in Quebec: the 1975 Charter of Rights which includes respect for private life; the comprehensive Privacy Act passed in 1982, one year in advance of the federal act; the recently passed amendments to the civil code which include the right to privacy; and the current media attention to extensions of data protection laws. Higher levels of awareness may also be linked to the strength of the consumer and the public services users' associations movement and the priority that these movements have placed on privacy.[26]

Reported behaviour is also an important indicator of awareness and knowledge. The survey included questions which asked respondents whether or not they had ever requested to see or to correct personal information kept about them by either Government, business or institutions such as schools or hospitals. One in five (21 per cent) reported requesting to see their personal records. One third (35 per cent) of those who had requested to see information had also attempted to make corrections to information about them on file.

26 Some of this discussion, and in particular the last point, is based on personal communication with Pierrôt Péladeau.

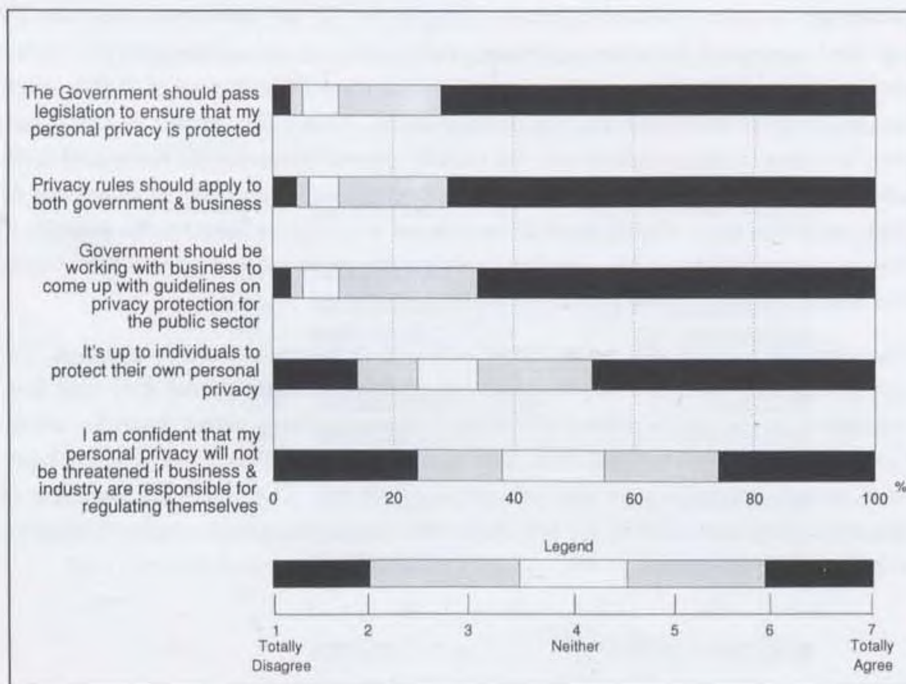
Desire for Action

The survey shows a mixture of views about what should be done to protect privacy (see Exhibit 4.4). There is a very strong desire for action. The strongest support is for an active involvement of Government — either on its own or in partnership with business. There is, however, also a significant segment who see the need for individual responsibility. Canadians feel that both Government and individuals must protect personal privacy. Many also see a role for business, in concert with Government. There is general agreement that rules should apply to both the public and private sectors.

Views regarding what should be done reflect some scepticism about the degree of protection offered strictly through the self-regulation of business and industry (26 per cent strongly support business self-regulation). Although self-regulation is clearly not the preferred option, respondents did not show a clear preference between a partnership model, which envisions Government working *with* business, and a purely legislative model which puts the onus on Government to ensure privacy protection.[27] The fact that both approaches are considered highly favourable reflects the overwhelming sense that something should be done, yet there is a conspicuous lack of clarity as to precisely what should be done. What is clear is that Canadians insist on Government involvement in the future.

EXHIBIT 4.4

PREFERRED ROLES AND RESPONSIBILITIES



27 There is a slight but statistically significant advantage for the Government option.

People who have experienced a serious invasion are less likely to entrust the protection of their privacy solely to business and industry. They are also less likely to believe that it is up to individuals to protect their personal privacy and significantly more likely to feel that Government legislation is needed. Perhaps this is a reflection of the memory of their past powerlessness in the face of a serious invasion.

There are some internal inconsistencies and ironies evident in the survey. Consider, for example, the following findings. Those most likely to believe that Government regulation is needed overrepresent some of the most concerned: the poorly educated and women. These same groups also expressed the *highest* level of confidence in business and industry to regulate themselves. The poorly educated are less likely to believe that privacy rules should extend beyond the public sector to the private. The poorly educated and women are also more likely to believe that individuals must assume responsibility for the protection of their personal privacy.

SUMMARY

- Widespread unease with knowledge levels
- Low awareness of options; lack of knowledge of key agencies
- Desire for action; preference for Government involvement
- Sense that individual also has a key role
- High receptivity to a business-Government partnership model
- Options are not seen as mutually exclusive
- Some inconsistency/vagaries/ironies
- Stacked/combined approach — division of responsibility

5

A TYPOLOGY OF THE CANADIAN PUBLIC

The search for a more complete understanding of Canadians' attitudes to privacy is elusive. The complex and often contradictory nature of beliefs and perceptions makes it difficult to discern the basic patterns. Moreover, simple relationships between attitudes and background characteristics do not easily fit together to produce a coherent "big picture". To address these limitations we have produced a multidimensional typology of the Canadian public. This typology provides a more realistic and direct tool for arraying different constellations of attitudes, beliefs, behaviour and preferences about privacy.

The typology provides two major advantages. First, it "solves" some of the apparent contradictions in the data. For example, it will show how very different demographic characteristics and experiences can come together to yield the highest levels of concern. The overall patterns help explain why certain types of Canadians think and feel the way they do about privacy issues. Secondly, the typology provides a much more meaningful and practical tool for developing policy responses which will suit the unique character of different types of Canadians. The Canadian public should not be viewed as a monolith. Any responses which assume this overall similarity are destined to miss the mark.

The typology is based on three steps. In the first step, the basic "factors"[28] were distilled from the variety found in the full set of attitudes tested in the survey. The second step involved a cluster analysis to identify distinct groups (or clusters) in terms of their overall similarity on the attitudinal factors. Several different solutions were evaluated and a model which yields five distinct types was selected. The third and final step involved creating a profile of the types. The types are based on overall similarities/differences in attitudes. The purpose of profiling the attitudinal types is to discover their social, demographic and behavioural characteristics.

5.1
SUMMARY DIMENSIONS OF PRIVACY

In addition to asking respondents which aspects of privacy are most important to them personally, it is also possible to (statistically) inductively analyze the underlying patterns in attitudes to privacy. This provides another way of discerning the mental

28 Drawn from the use of a statistical approach known as factor analysis.

map Canadians utilize to arrange their perceptions and images of privacy. The result of this dimensional analysis parallels and completes our knowledge of public understanding of privacy. These summary dimensions are used to support a segmentation of the Canadian public.

Individual variables tend to group together to form summary dimensions or "factors". Simple summary indices of the underlying dimensions were created to help distil the essential meaning contained in the survey. These summary dimensions provide reliable and valid measures of the underlying concepts that the survey has attempted to measure. The factors also provide a much simpler way of analyzing all of the variety contained in the original data set.

Twenty-seven distinct attitudinal variables were analyzed to produce 10 summary factors. These underlying dimensions or factors tend to account for most of the variety in the way people answer these 27 different questions. They also provide a more stable picture of the true underlying patterns used by Canadians in arranging their attitudes about privacy.[29] A brief synopsis of the factors is presented in Exhibit 5.1. A description of their meaning follows, along with highlights of some of the key correlations between the dimensions and other social and demographic variables.

1. *Concern about "live" intrusions.* This factor captures concern about uninvited calls in-person and over the phone from salespeople and solicitors. Women, Quebeckers and the middle-aged (30-59 years) expressed the highest levels of concern about "live" intrusions.

2. *Informed consent.* This index represents the desire for informed consent — being notified in advance when personal information is collected; being asked for permission before an organization can distribute personal information; and being informed of the ultimate purpose of the information. Some of the most concerned groups believe most strongly in the principles of informed consent — Quebeckers, seniors, women, low socioeconomic status Canadians.

3. *Fear.* This important factor pulls together a bundle of factors reflecting fear, suspicion and distrust of institutions. The fear factor measures the belief that there is *no* real privacy because Government and business can learn anything they want about citizens and that consumers have lost *all* control over how personal information is used. Few would agree that in their extreme form, these statements reflect objective reality. Although Government and business *can* learn a great deal, it is not the case that they know *everything.* For instance, personal income tax and unemployment insurance information are still relatively immune from business prying. The Government does *not* ask questions or keep records of sexual orientation. Nor is it the case that consumers have lost *all* control over how personal information is used.

---

29 The exact composition of the factors, and the reliability coefficients, are presented in an accompanying Technical Report.

Perceptions of fear are accompanied by a strong conviction that the situation is worsening. The sociodemographic breakdowns on this variable mirror those on the concern measures — the poorly educated, seniors, francophones and women score highest on the fear index. People who feel that they know where to turn to in the event of a privacy invasion are somewhat less fearful than others.

4. *Concern about tracking.* This factor neatly summarizes concern about the tracking of consumer habits or behaviour (specifically television viewing habits and utility consumption) for the purposes of consumer profiling and targeted marketing. Quebeckers and women are the most apprehensive about behavioural tracking.

5. *Rules needed.* This is a measure of the perceived need for some sort of action to solve privacy problems. It reflects a general concern that there are not adequate measures in place to safeguard against privacy infractions. This factor includes a belief that formal rules should be enforced in both the public and private sectors. The poorly educated and women are likely to score high on this factor. Those with a clear sense of where to turn about a privacy invasion are less convinced of the need for rules.

6. *Dismissal.* In contrast to the "rules needed" factor, this dimension represents a discounting of the seriousness of threats to privacy — a kind of "what's the big deal" factor. It reflects a sense of personal immunity to privacy problems and a belief that infringements on privacy do not cause serious negative consequences. Dismissal is inversely related to the concern and fear factors. It represents an alternate view to the rules needed and informed consent approaches. The poorly educated and young men who have not experienced a privacy violation first hand are the most likely to dismiss the seriousness of privacy concerns.

   Some ironies are evident here. For instance, the poorly educated are often the most fearful and express the strongest need for action but, at the same time, they are the most dismissive of the seriousness of the issue. This type of internal contradiction may demonstrate a lack of understanding of the issues.

7. *Openness and confidence.* This crucial summary variable combines a willingness to disclose personal information with sociability and personal confidence. The confidence refers to feeling assured that one possesses sufficient knowledge to fully realize the possible threats that new technologies pose to personal privacy. Although Quebeckers and the poorly educated are very concerned about encroachments on their privacy, they claim to be the most willing to share personal information. They also feel confident about their ability to understand how new technologies might affect their privacy. Being young and being male are also related to high levels of openness and confidence.

8. *Others' responsibility and system out of control.* This summary index reflects a mildly fatalistic attitude and a sense of chaos — privacy is being eroded, individuals have lost all control. Coupled with this is the belief that the responsibility for solutions rests outside of the individual. Quebeckers are the least fatalistic and least likely to put the onus on others to prevent further erosion of privacy. Middle-aged, high socioeconomic status Canadians score highest on this index.

9. *Idle curiosity.* This "enquiring minds" factor neatly summarizes a prurient interest in public figures and celebrities. It combines the right to know about the personal lives of people running for public office with an inquisitiveness about stars and other public figures. Seniors, allophones, women and Maritimers are the most curious. Quebeckers are the least interested in the personal lives of public figures.

10. *Extroversion.* This dimension taps the self-reported gregariousness of respondents — a measure of how sociable people consider themselves and the degree to which they prefer dealing with others on a face-to-face basis. Low socioeconomic status Canadians, Quebeckers and women claim the highest levels of extroversion.[30]

Exhibit 5.1 presents the individual questionnaire items that grouped together to form the summary dimensions.

EXHIBIT 5.1

COMPOSITION OF SUMMARY DIMENSIONS

Question Number	
	1. Concern about "live" intrusions
6bi	Concern about uninvited telephone calls from someone selling a product or soliciting a donation.
6bii	Concern about uninvited calls to your door from someone selling a product or soliciting a donation.
	2. Informed consent
13p	I think I should be notified in advance when information about me is being collected.
13s	I should be asked for my permission before an organization can pass on information about me to another organization.
13x	When information about me is collected I should be told what it will be used for.
	3. Fear
13a	There is no real privacy because the Government can learn anything it wants about you.
13b	Computers are reducing the level of privacy in Canada today.
13d	There is no real privacy because businesses can learn anything they want about you.
13j	Consumers have lost all control over how personal information about them is circulated and used by companies.
	4. Concern about tracking
2a	How concerned are you about pay per view cable companies keeping track of what you watch on TV?.
2b	How about utility companies keeping track of your electricity, gas or water usage at home?

30 Clinical psychometric indicators involve dozens and often hundreds of indicators. Such a scope is well beyond the realm of the current project. The *extroversion* factor is a crude proxy which measures sociability and gregariousness, not fundamental extroversion.

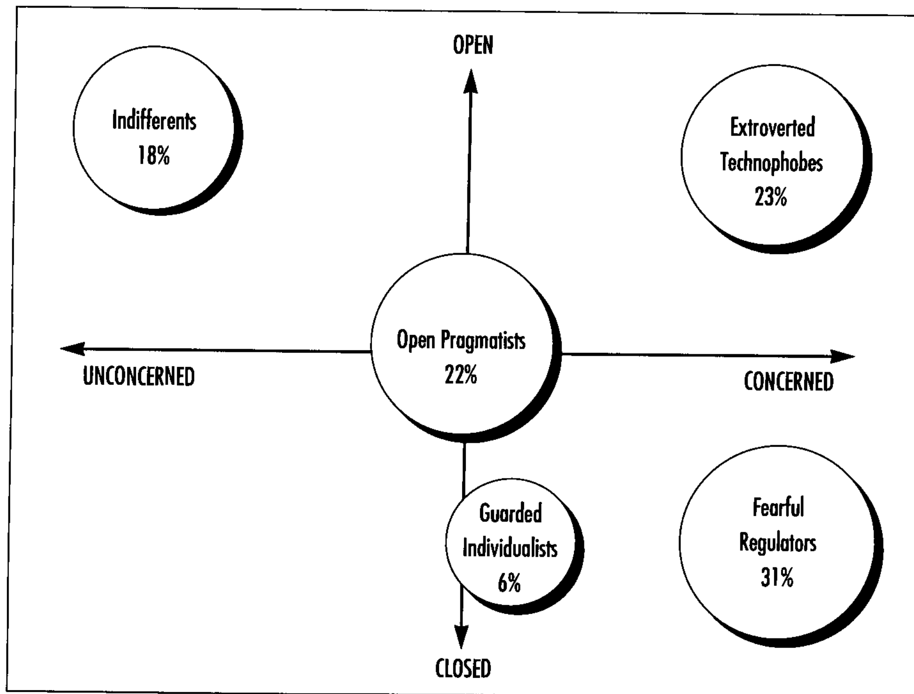
	5. Rules needed
18b	The Government should pass legislation to ensure that my personal privacy is protected.
18c	Privacy rules should apply to both Government and business.
18e	Government should be working with business to come up with guidelines on privacy protection for the private sector.
	6. Dismissal
13c	I don't think the average Canadian suffers any serious negative consequences because of so-called invasions of privacy.
13e	Personally, I don't see any harm in using electronic scanners to listen in on cellular phone conversations.
13f	My privacy rights as a consumer in credit reporting are adequately protected today by law and business practices.
	7. Openness and confidence
13k	I have no problem giving information about myself to anybody who wants it.
13l	I feel confident that I have enough information to know how new technologies might affect my personal privacy.
13m	I don't mind companies using information about me as long as I know about it and can stop it.
13q	Basically, I'm a really social person that thrives on human contact.
	8. Others' responsibility/system out of control
13h	I feel that I have less personal privacy in my daily life than I did 10 years ago.
13i	Individuals should not have to pay to see or correct information held about themselves under any circumstances.
13j	Consumers have lost all control over how personal information about them is circulated and used by companies.
18d	It's not up to individuals to protect their own personal privacy.
	9. Idle curiosity
13g	It's important to find out about the personal lives of people who are running for public office.
13r	I really enjoy following the lives of the royal family, stars and other interesting public figures.
	10. Extroversion
13n	I would say I prefer to deal with people more on a face-to-face basis than over the telephone, or by mail or fax.
13q	Basically, I'm a really social person that thrives on human contact.

5.2
ARRAYING THE POPULATION INTO DISTINCT TYPES

There are five clusters or types which are presented in Exhibit 5.2. These can be arranged on a continuum from the most concerned to the least concerned (this corresponds to general concern with privacy). It is helpful to cross-classify concern with the degree to which the type is open or closed. Open refers to the willingness to share personal information.

The clusters are defined by their overall similarity on the summary factors presented in section 5.1. A statistical profile of the different types is provided by examining their scores on each of these summary dimensions (see Exhibit 5.3 at the end of this chapter). Further refinement is possible by considering the sociodemographic composition of each group (Appendix D).

EXHIBIT 5.2



Type One

Fearful Regulators

This largest group (31 per cent) represents *the most important centre of anxiety and discontent about privacy.* The expression of privacy concerns is very different across different social settings and this group has a special character. When its relative size, sophistication and concern are considered together, it is quite probable that this segment will be the prime force shaping public and private sector responses to privacy issues. For these reasons this group is *probably the most strategically important of all groups.*

Regulators are *extremely fearful* of the threats implied by the interaction of technological change and the thirst for information in the new post-industrial order. Their concerns are not merely the irrational fears of the unknowledgeable and powerless. They reveal a mixture of real and exaggerated fears. They do score highest on the "Orwellian" attitudinal questions reproduced from a cross-national Gallup survey conducted in 1984. As noted earlier, these items measure a sense that "all control has been lost" and that business and Government can find out "anything" about you, hence there is "no real privacy". For example, 69 per cent of regulators totally agree that there is *no* real privacy because the Government can learn anything

it wants about you and 53 per cent totally agree that there is *no* real privacy, because businesses can learn anything they want. Two-thirds of regulators (66 per cent) totally agree that consumers have lost *all* control over how personal information is circulated and used by companies.

Regulators are *well educated, aging baby-boomers.* These individuals are now entering and occupying the positions of power and authority in society. Raised in the post-war climate of fear surrounding the cold war, and exposed to the cultural influences of Orwell's 1984 and related imagery, they have deep-seated *concerns about surveillance, control and manipulation.*

Like many other Canadians, *regulators seek control and regulation to manage their concerns* about privacy threats. They clearly distinguish between the nuisance of intrusions (by phone, door and mail) and the sense of more insidious and covert forms of hidden data base manipulation and exchange. They have an appreciation for the sheer power of new information technologies to link diverse data sources to serve interests quite detached from the original purpose for which data was collected. Therefore, regulators see the need for informed *consent and regulation as the basis for re-establishing their personal comfort* with privacy issues.

Regulators *do not see adequate controls currently in place.* They are more likely to feel that their personal privacy has eroded in the past decade and they are very concerned about the future. The solutions to these problems are not seen to reside in the realm of individuals; regulators believe external agencies — most notably the Government — must do something to re-establish control over privacy threats.

In addition to being *better educated,* this segment shows an overrepresentation of *women, Quebeckers and better paid white collar* workers. Of all segments, regulators are *most likely to have claimed to have experienced a serious invasion* of privacy. All things considered, this segment may well be the most influential of all public segments in setting the tone and direction for the ensuing debate about privacy in society. There is little doubt that this will be a central and high stakes debate.

Type Two

Extroverted Technophobes

Extroverted technophobes (23 per cent) also have urgent concerns about privacy. Their overall levels of concern are similar to those of regulators, but the dynamics producing their concern are profoundly different. Technophobes are uncomfortable with and fearful of new technology. If regulators are concerned because they know the theoretical capacity of new technological and commercial threats to privacy, *technophobes feel fear in the absence of any clear understanding* of just what the nature of the threats are. In fact it is the very unknown and alien nature of these threats which heightens their concern.

Technophobes reveal a somewhat *confused mixture of attitudes and beliefs.* While being highly concerned, they also claim to be open and confident and more likely to dismiss privacy as a serious concern. They are by far the *most concerned about threats from new technology* and are less likely than other types to distinguish between relatively benign and more serious threats. Technophobes claim to be the *most extroverted* of all groups and also the *most curious* about other peoples' lives.

There is considerable irony in the coexistence of high levels of prurient curiosity toward public figures with high levels of personal outrage about privacy invasions. Like regulators, extroverted technophobes see solutions resulting from greater levels of control and prefer that these reforms originate with others (e.g., Government).

Technophobes are more likely to be drawn from the more economically *marginal and powerless sectors of society*. They are much more likely to be *poorly educated, female and elderly*. They occupy *lower socioeconomic status* jobs and are more likely to be *lower income*. This group is *less likely to have ever experienced a serious invasion* of privacy. This is somewhat surprising since they are the oldest segment hence, the broadest possible time period to have experienced such an event. This may also explain the high score on the dismissal factor. Their level of *technological literacy* and use is significantly *lower*. It is thus fear of the unknown which may be fuelling their apprehensions.

Type Three

Guarded Individualists: Self-Reliants

At six per cent of the population, this is the *smallest* of all segments. This group is highly interesting and reveals a very different set of responses and beliefs. They may be more strategically significant than their small numbers would indicate. This is because the group is heavily weighted toward *younger Canadians*. As such they may be harbingers of future trends.

Individualists are highly *self-reliant*. They show *moderate levels of concern*, but they simply do not see the solutions to these problems lying with Governments or other external agencies/institutions. This may reflect a sharp difference with middle and older Canadians who have historically looked to the Government to intervene and solve societal problems. This may also reflect growing up with the technologies.

Individualists tend to be quite *guarded* in their approach to *information disclosure*. They are *not convinced of the need for rules* and are less threatened by new technology. In general, this group is cautious, but confident in their individual capacity to deal with privacy threats.

In addition to being young, this segment is the *most likely to use computer* technology. This may explain both their greater confidence and their higher willingness to see companies maintaining data bases for business purposes. Individualists have fairly average current levels of socioeconomic attainment — which probably suggests they will end up higher, since they are now quite young. They are significantly more likely to be *male anglophones*. Their hard-nosed, self-reliant and introverted qualities may signal a significant shift in ideology from older demographic cohorts.

Type Four

Open Pragmatists

Open pragmatists are a *middle-of-the-road group*. Roughly one in five (22 per cent) Canadians falls into this centre grouping. Apart from having rather *average values on most attitudes*, there are a few unique features of the moderates. This group is quite *unconcerned with threats from new technology*. This type of quality inherent among technophiles is consistent with the generally *open, confident, curious* and *extroverted* nature of this group.

These qualities notwithstanding, pragmatists *do acknowledge concerns* — particularly in the area of *linking data bases*. They strongly insist on the *need for informed consent* and believe that some form of *rules are necessary* to protect the privacy interests of citizens.

As in the case of their attitudinal characteristics, pragmatists reveal *average demographic and behavioural characteristics*. They are somewhat more likely to be *female, anglophone and senior*. They are also somewhat more common in *Ontario*.

TYPE FIVE

The Indifferent

Indifferents, at 18 per cent, are average on many attitudinal factors. They tend to acknowledge the reality of privacy threats — albeit in moderate levels. What is unique about this type is their *lack of personal concern*. Indifferents don't deny the problem, they just don't acknowledge its personal relevance.

This lack of personal concern is probably explained by an *open and confident attitude* to the provision of information. These issues have *simply not engaged* this group. On most tradeoff issues indifferents are *least concerned* about possible hypothetical invasions. They are also the most likely to agree to have their name and data published in this report.[31]

A review of social and experiential characteristics of indifferents helps explain their tepid response to privacy issues. First of all, they are the *least likely* of all types to *have reported experiencing a serious invasion*. They are also fairly *young* and more likely to be *male* — both characteristics which increase confidence levels. Other revealing characteristics are their relatively *low levels of educational* attainment. They are also more likely to be *francophone* — which reflects the relative polarization of Quebeckers into the extremely concerned and the indifferent.

Exhibit 5.3 summarizes the relative scores of the different segments on the attitudinal factors. Appendix D provides a demographic profile of each segment.

31 In response to a hypothetical question.

EXHIBIT 5.3

RELATIVE SCORES OF SEGMENTS ON ATTITUDINAL FACTORS

		Segment				
Attitudinal Factors	Overall	Indifferents	Fearful Regulators	Open Pragmatists	Guarded Individualists	Extroverted Technophobes
2[1]	6.63	Low	Highest	High	Lowest	High
3	5.74	Low	Highest	High	Lowest	Highest
4	3.75	Low	High	Lowest	Low	Highest
5	6.31	Low	Highest	Average	Lowest	Average
6	3.02	High	Lowest	Average	High	Highest
7	4.55	High	Low	Average	Lowest	Highest
8	3.50	Low	Lowest	High	Low	Highest
9	5.96	Average	Average	High	Lowest	Highest
10	4.97	Low	Highest	Average	Lowest	Average
Linking Data Bases[2]	5.62	Lowest	Highest	High	Average	High
Concern[3]	4.05	Lowest	Highest	Low	Low	High

[1] Factor 1, concern about "live" intrusions, was excluded because it did not yield much differentiation among cases in the segmentation analysis.

[2] This single indicator (question 3; concern about linking data bases) was included in the segmentation analysis as it yielded significant differentiation among cases.

[3] This factor represents a concern index which combines general concern about privacy (question 1b) with concern about various types of information requests (question 9a).

Legend:
- 2 Informed consent
- 3 Fear
- 4 Concern about tracking
- 5 Rules needed
- 6 Dismissal
- 7 Openness and confidence
- 8 Others' responsibility/system out of control
- 9 Idle curiosity
- 10 Extroversion

6

CONCLUSIONS

6.1
PRIVACY IN THE SHIFTING SOCIETAL LANDSCAPE

Concerns about privacy rival other public opinion issues which are currently recognized as "top of the polling charts". The incidence of "extreme" concern with privacy surpasses issues such as national unity and virtually ties issues such as the economy and the environment. Within Canadian society, there is a *pervasive sense that personal privacy is under siege* from a range of technological, commercial and social threats. Moreover, most people believe that their personal *privacy is significantly diminished* vis-à-vis their situation of a decade ago. This sense of deep concern touches all portions of society and covers a broad range of problems.

Why is privacy such a crucial issue today? Many have commented on the impersonality which characterizes the complex web of modern urban society. Reinforced by rapid technological and socioeconomic changes (particularly in the area of electronic communications technology and information), citizens of the post-modern world are increasingly exposed to a dizzying array of transactions. These transactions, and related information requests produce an imponderable amount of data. Whether through a visit to an electronic teller, participation in a Government survey, subscription to a magazine or purchase at a downtown store, people's behaviour and characteristics are being observed, recorded and analyzed at a rate unprecedented in human history. Nearly a decade after Orwell's fictitious *1984*, there is rising angst about loss of privacy in society.

6.2
WHAT IS A PRIVACY INVASION? CANADIANS' EXPERIENCES AND UNDERSTANDING

"Privacy" covers a broad range of concerns and activities. Although people clearly have a shared understanding about the general boundaries around privacy, there is considerable variety in the way different people use and understand the term and these usages often differ further from the way experts and decision-makers speak of privacy issues.

This study presents a picture of the way privacy is experienced and understood in the everyday world. The picture of privacy which emerges from the reports of a large representative sample of Canadians provides a valuable vernacular account. Like most complex public issues, there are certain vagaries and contradictions in public perceptions of privacy. Apart from a consensus on the importance of privacy, the concept is multidimensional.

The study asked Canadians to cite their experiences with "serious" invasions of privacy (as defined, not by the researcher, but by the respondent). Eighteen per cent of Canadians said they had experienced such a "serious" privacy invasion. Some find this number surprisingly high; others see it as somewhat low.[32] It is the case that the vast majority (82 per cent) of Canadians claim that they have never experienced a serious privacy invasion. Only about three per cent claim to have experienced the sorts of privacy problems which are most commonly discussed under the rubric of privacy in the recent public debate. Given that almost all Canadians are concerned, it is quite clear that for most Canadians their concerns are not based on personal experiences. This is not to suggest that their concerns are not warranted or reasonable. Rather it is a concern based on other factors (e.g., matters of principle, reported experiences of others or concerns about the future).

What sorts of things constitute "serious invasions" of privacy? Perhaps the largest reported category was crimes or criminal threats such as robbery, break and enter, assault and sexual assault. The next most frequent category was disturbances-intrusions. These include requests for information and unsolicited attempts to market various things to people at home. The survey shows that, for most Canadians, the level of concern with intrusions is only modest, although clearly a minority find it a serious problem. Other significant categories include psychological and verbal harassment. Somewhat more rarefied are examples of the problems which are most frequently the subject of experts' analyses of privacy, and the related public debate about regulation. These include — information abuse (e.g., release of data without permission), credit and financial data problems (e.g., incorrect credit information) and workplace surveillance. Collectively, examples of the sorts of problems which dominate the literature on privacy have been experienced (and noted) by around three per cent of Canadians (at any point in their lives).

Experts correctly point out that many of the more insidious forms of privacy problems will be invisible to the average Canadian. While this is true, one must still ask how long a truly serious privacy invasion can have no noticeable impact on the everyday life of its victim. Once again the question arises of whether three per cent is a lot or a little. Without presuming to answer this normative question, it is important to recognize that there is a significant gap between popular and expert understanding of what makes up a serious invasion of privacy. There is no doubt that the careful analytical classifications of privacy and its consequences produced by experts are a welcome and needed improvement over the vagaries of public perceptions. It is, however, important for policy-makers to retain sight of these "everyday" understandings when charting the future.

In addition to this evidence on noted experiences, the study also provides insight as to how people understand and perceive privacy. When asked to rate the importance of various aspects of privacy to their personal understanding of privacy, it was the act of being spied upon, and controlling the who or what of information collection which were most important. Subsequent statistical analysis (see section 5.1) of survey data reveals a clear separation of underlying concepts such as generalized fears about

32 Privacy experts and advocates have told us the figure is surprisingly high. Private sector representatives have called it low.

surveillance and loss of control of personal privacy, concern about intrusions at home, confidence and openness about information disclosure, the desire for order and control (including Government regulation), the desire for informed consent as well as related concepts. The relative strength of commitment to these principles/concepts varies considerably from individual to individual.

6.3
A HIERARCHY OF CONCERN: FROM NUISANCE TO FEAR

Most Canadians are deeply troubled about personal privacy. By analyzing the relationships between different types of privacy problems and the concern ratings, it is possible to identify a range of public priorities.

The broad range of privacy episodes and issues do not form a monolith. There are wide differences in levels of concern. What things are most troubling? Generally speaking, concern is higher when the problem is presented in more abstract and general terms and where individuals lack awareness and control of the situation. Hence, abstract concerns about privacy, the relatively unfamiliar process of "recombinant" linking of data bases and being watched or listened to without permission or knowledge engender much higher levels of extreme concern than more prosaic intrusions by telemarketers. More concrete and familiar types of privacy intrusions, where the purpose and nature of the intrusion is known, tend to be more acceptable.

Wide variations in levels of acceptability are also evident in rating different *types* of information — 45 per cent express extreme concern about financial information versus only eight per cent who express extreme concern for age data. Different organizations/individuals requesting data are also viewed with profoundly different levels of concern — (49 per cent who express extreme concern for home marketers compared to 14 per cent for doctors-hospitals).

Although there are at least some citizens who are extremely concerned about all privacy intrusions, it is quite clear that the overall level of tolerance for privacy intrusions is highly elastic with respect to setting and context. This study cannot provide a definitive theory explaining public privacy concerns. The preliminary analysis suggests the following interrelated hypotheses:

(i) *Knowledge and familiarity* tend to diminish concerns. Concerns are generally lower where the author, purpose and nature of the privacy intrusion is known or familiar. Fears tend to be highest when the citizen is in the dark about the process and its purpose.

(ii) *Transparency* — related to the first theme, it is clear that most respondents are more comfortable with situations in which the process is explicit. A variety of different indicators suggests that Canadians find covert intrusions (e.g., spying, listening in on cellular phone conversations, unauthorized and unknown matching and linking of separate data bases) most troubling.

(iii) *Consent, control and regulation* — it appears that Canadians find privacy intrusions, particularly informational privacy intrusions, much more acceptable when they have some sense of control over the process. Hence Canadians are much more willing to provide data if they have some sense of personal control. This principle can be arrayed on a continuum from basic awareness to consent to control and ownership of the personal data. The survey shows Canadians want a greater sense that someone is looking after *their* interests.

(iv) *Rationale/benefit* — intrusions are relatively more acceptable when there is a clear and legitimate perceived rationale. Situations where there is a clear personal benefit (e.g., providing health data for purposes of diagnosing a personal problem) or a clear societal benefit (e.g., a Government Census) are much more acceptable than those where the benefit is primarily or exclusively appropriated by a private interest (e.g., a business).

(v) *Legitimacy/trust* — institutions which possess greater public legitimacy or trust are viewed with considerably less concern than those which suffer from low levels of trust. Hence doctors and Government elicit much lower levels of concern than telemarketers and pollsters.

Another simpler way of looking at this issue is to argue that people distinguish between two different levels of privacy concerns — (i) nuisances; and (ii) fears. Nuisance refers to disturbances or intrusions. These are the more mundane, day-to-day aspects of privacy invasion, such as being bothered at home by telemarketers or receiving advertising mail. While people clearly do not enjoy such intrusions, they tend to perceive them as nuisances rather than sources of fear.

Fears result from more serious threats to privacy. These include concrete threats such as being spied upon, harassed or having personal information used against you. It also includes a generalized worry about unknown threats related to the misuse of information for purposes which individuals do not approve. This includes the matching and linking of separate data bases for some purpose other than the original purpose for which the data was collected. People's concerns rise to the level of fear and anxiety when dealing with this latter category. It is, however, important to recall the relative rarity of these serious invasions. The vast majority (97 per cent) of Canadians have *never* experienced such a problem. This is not to discount the fact that many of these problems will remain invisible to the victims or that citizens may harbour legitimate concerns about issues which they may never personally experience (e.g., oil spills, sexual assaults, etc.). Nonetheless, there is undoubtedly an irrational element to privacy risk perception as well.

The "irrational" element of privacy perceptions follows the predictions of risk perception research (e.g., cf. Ekos Research, *Risky Business*, 1988). This research shows that fears are highest when the locus of control is external to the individual and when the source of fear is unfamiliar or alien. Hence people are more fearful about nuclear power than they are about smoking cigarettes or driving their cars. Yet the "objective" risk of hazard from the former is significantly smaller than from the more commonplace, personally initiated events. This is also true of some privacy issues and

several indicators and tests confirm the importance of this pattern. We find that tolerance for privacy-threatening events increases dramatically if individuals are offered some sense of control of the situation. In fact it is the uncontrolled and surreptitious forms of privacy intrusions that are by far the most threatening and unacceptable. There is clear evidence that Canadians balance their concern against the pragmatic exigencies of everyday life.

Knowledge is related to fear in two quite different ways. There are two routes to the highest levels of concern in society. Somewhat paradoxically, people arrive at the most extreme concern positions either through ignorance or knowledge. Some of the most sophisticated citizens fear privacy abuse *because* they know the sheer capacity of information technology linked with public and private interests contradictory to their own interests (these are the fearful regulators). Others feel fearful for exactly the opposite reason — they have no idea what the true consequences of technology are, but they have a vague sense of dread. This more powerless group we labelled the technophobes.

People view nuisances and fears as quite separate levels within the broad domain of privacy concerns. Sometimes when registering their concerns about privacy, and their desire for remedial actions, they muddy this crucial separation. For most people intrusions and disturbances are nuisances or irritants. This is borne out by the moderate level of concerns with which they rate these episodes. Further behavioural evidence shows that the vast majority of Canadians demonstrates a reasonable sense of comfort in their responses to intrusions. They either throw out or read the advertising mail; hang up or listen to the marketing pitch; participate in or refuse the survey. Almost nobody's concern over intrusions was great enough to motivate any further action. These disturbances are viewed somewhat like getting salt stains on your clothes during the Canadian winter. Nobody enjoys it, and they would really welcome a solution which eliminates this nuisance. On the other hand, they view it as a normal and somewhat inevitable byproduct of modern urban life, not an urgent issue.

Serious invasions — either experienced or hypothetical — are what are really troubling to Canadians. This order of privacy issue is an urgent priority. Canadians believe that the system does not provide adequate safeguards to produce a basic level of comfort. They seek a greater sense of control, consent and protection, although they are not entirely clear on how this might be achieved. It is also important to remember the broad gap between concern and experience when speaking of the sorts of privacy issues which are truly troubling Canadians.

6.4
CLASS VARIATIONS IN THE NATURE OF PRIVACY

Privacy has very different meanings and implications for different members of Canadian society. In trying to understand these differences, it is important to consider sociological explanations. If we consider the individual's location in the social structure, and more particularly their social class, then variations in privacy become far more intelligible.

There is evidence of a class cleavage in the nature and impact of privacy issues in society. For those in the less powerful and less privileged classes of society, privacy threats are seen as vague yet threatening. They are alienated from the economic and political processes which shape privacy problems. Their powerlessness combines with a growing disillusionment with Government and other institutions, to produce a generalized fear of the problem. At the same time, their economically marginal positions render them least capable of identifying and responding to these problems. For example, they are least capable of affording some of the new technologies designed to minimize privacy threats.

There are further ironies in the class cleavage. The less privileged classes are least likely to be subject to the irritants of marketing intrusions, since they are not attractive marketing targets. They are also the most lax in their own personal attitudes to privacy invasions. For example, less privileged Canadians are more likely to approve of the use of radio scanners, less concerned about the propriety of following the personal lives of public figures and most likely to accept the legislative *status quo*.

More privileged and powerful members of society understand and experience privacy issues in a fundamentally different way. They are the more likely targets of the explosion of new technologies designed to deal with privacy and information management. Because of their greater disposable incomes, it is these classes which endure the majority of telemarketing and charitable agency intrusions. They are also more interested in, and capable of affording, new privacy protection technologies. Their concerns are those of the technologically literate operating within the dominant positions in society.

A more complete partitioning is evident in our segmentation. This segmentation also incorporates important demographic and social variations (see Chapter 5).

6.5
THE INDIVIDUAL IN THE SYSTEM

It would be a mistake to see all Canadians as hapless pawns in some great new electronic order which has sacrificed their personal privacy in the search for more efficient Government, a more vibrant consumer economy, more productive workplaces and lower commercial credit risks. Despite high levels of concern, many Canadians do not feel helpless in the face of what they see as burgeoning threats to their personal privacy. There are clear splits in the population on the role of the individual in coping with privacy invasions.

Most Canadians claim they do not feel comfortable with their ability to deal with privacy, but a sizable minority do believe they are capable of meeting these challenges. Recall that even though 60 per cent don't know where to turn with a privacy problem this still leaves a significant minority who have some idea. Balanced splits are evident in whether or not individuals know how new technologies will affect them. The more educated and technologically literate tend to show higher comfort levels.

This schism in power and comfort suggests that many Canadians feel the individual has a strong role to play in solving privacy problems. According to another indicator, the majority of Canadians believe that it is "up to the individual" to solve privacy problems. At the same time, even greater numbers of Canadians look to Government, or perhaps a partnership of Government and business, to solve these problems. These are not inconsistent responses. Most Canadians are taking a "stacked approach" in seeking a shared division of responsibility amongst the individual, the Government, business and other institutions.

Most individuals seem to manage well at the level of their everyday lives. They cope by either refusing the intrusion or, with surprising frequency, complying with the request. A significant minority (from 20 to 35 per cent) have checked and/or corrected records about themselves in data bases, unlisted their phones, used call management or related services to manage these intrusions. It is in the face of more serious or covert problems that many Canadians look to Government to help cope with privacy problems.

As we argued earlier (see section 5.2), the self-reliant category (guarded individualists) may represent a new trend of younger Canadians who are not content to rely on the traditional parental model where Government "solves" these sorts of problems. Although general confidence in Government is clearly on the decline, most Canadians still clearly prefer to have both a belt and suspenders (individual *and* Government responsibility) when dealing with privacy.

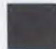
6.6
WHERE TO GO FROM HERE?

This study was never intended to support specific guidelines or recommendations about policy-making. It does, however, provide crucial input into such deliberations. Although we cannot provide a precise blueprint for future action the study does sketch important limits based on public opinion. A preliminary outline of these parameters might include the following points:

- There are very high levels of concern and a deep conviction that something must be done to deal with growing threats to privacy.
- There is no clear consensus, let alone public agenda, for what must be done. There are considerable vagaries, and even contradictions in preferred responses to privacy issues.
- What clearly underlies the thirst for action is a search for a greater sense of control of the problem. Canadians want to feel comfortable that someone is minding the store and looking after their interests.
- Compared to a model of pure voluntary self-regulation by business, Canadians strongly prefer a Governmental legislative response.
- On the other hand, Canadians do not show a clear preference between a partnership model, of Government working with business, and the purely legislative response. The survey suggests, however, that Government participation is mandatory — either on its own or in concert with the private sector.

- Canadians also see themselves as individuals having a strong responsibility in shaping their levels of personal privacy.

Care must be exercised in using public opinion data because of the ambiguities and vagaries in this area. In particular, there is a gap between the privacy language of experts and decision-makers and the public's understanding. Despite these difficulties these findings should be carefully incorporated in future policy design.



APPENDICES

APPENDIX A
BIBLIOGRAPHY

Bennett, Colin. *Regulating Privacy: Data Protection and Public Policy in Europe and the United States.* Ithica, New York: Cornell University Press, 1992.

Bok, Sissela. *Secrets: On the Ethics of Concealment and Revelation.* New York: Random House Inc., 1984.

Ekos Research Associates Inc. *Risky Business: Rethinking the Federal Communications Role in Light of Public Perceptions of the Transportation of Dangerous Goods.* Final Report prepared for Transport Canada, 1987.

Harris, Louis and Associates and Alan F. Westin. *The Equifax Canada Report on Consumers and Privacy in the Information Age.* Conducted for Equifax Canada Inc., 1992.

Harris, Louis and Associates and Alan F. Westin. *Harris-Equifax Consumer Privacy Survey.* Conducted for Equifax Inc., 1991.

Péladeau, Pierrôt. "The Informational Privacy Challenge: The Technological Rule of Law" in *Human Rights in Canada: Into the 1990s and Beyond* edited by Ryszard I. Cholewinski. Ottawa: University of Ottawa, 1990.

APPENDIX B
PROJECT TEAM

Frank Graves .... Project Director and Principal Investigator

Nancy Porteous .... Project Manager

Benoît Gauthier .... Senior Project Advisor

Bruce Anderson (Anderson Strategic Research) .... Senior Advisor/ Public Opinion Climate

Susan Galley .... Special Advisor

Mark Anderson .... Survey Manager

Patrick Beauchamp .... Research Analyst/ International Comparison

Elna Brennan .... Project Administrator

Heather Chang .... Data Base Manager

Robin Eckford-Brown .... Data Base Manager

Karin Lacey .... Word Processing and Computer Graphics

Sharon Alward .... Word Processing

APPENDIX C
SURVEY MARGINALS

NATIONAL PRIVACY SURVEY
WEIGHTED MARGINALS

Hello, my name is ____________________ and I work for Ekos Research Associates. We have been hired by government and business to conduct a national study of opinions about privacy.

Your household was selected at random. Your responses will be kept **completely confidential** and participation in this survey is **completely voluntary**.

May I begin?

Are you 18 years of age and a resident of Canada?

Yes 1

No..2 -> **ASK FOR ELIGIBLE RESPONDENT**
DK/NR 9

1. **There are many issues on Canadians' minds these days. How concerned are you with each of the following issues?**

		NOT AT ALL CONCERNED			MODERATELY CONCERNED			EXTREMELY CONCERNED			
									$\bar{x}$	s	n
a.	National unity	1	2	3	4	5	6	7			
		8	7	10	17	15	11	31	4.8	2.0	2951
b.	Personal privacy	1	2	3	4	5	6	7			
		3	2	3	13	14	13	52	5.8	1.6	2975
c.	The environment	1	2	3	4	5	6	7			
		1	1	2	10	16	17	52	6.0	1.3	2975
d.	Unemployment	1	2	3	4	5	6	7			
		2	1	2	8	14	17	56	6.1	1.4	2984
e.	Education	1	2	3	4	5	6	7			
		2	1	1	10	13	17	55	6.0	1.4	2989

2.a New technologies make it possible for some private companies to get information on people's habits and behaviour by keeping track of the purchases they make or the services they subscribe to. It is then possible for them to sell this information to other companies that could use it to market goods and services. How concerned are you about pay per view cable companies keeping track of what you watch on TV?

NOT CONCERNED AT ALL			MODERATELY CONCERNED			EXTREMELY CONCERNED	
1	2	3	4	5	6	7	$\bar{x} = 4.1$ $s = 2.3$
26	7	7	16	11	8	26	$n = 2941$

b. How about utility companies keeping track of your electricity, gas or water usage at home?

NOT CONCERNED AT ALL			MODERATELY CONCERNED			EXTREMELY CONCERNED	
1	2	3	4	5	6	7	$\bar{x} = 3.6$ $s = 2.2$
32	7	8	19	12	7	16	$n = 2983$

3. How concerned are you about the linking of personal information held in one organization's data base with personal information kept in another organization's data base?

NOT CONCERNED AT ALL			MODERATELY CONCERNED			EXTREMELY CONCERNED	
1	2	3	4	5	6	7	$\bar{x} = 5.6$ $s = 1.9$
9	2	3	10	10	11	54	$n = 2949$

4. **Privacy means different things to different people. I am going to read you a list of different aspects of privacy. Please tell me how important each aspect is to you.**

	NOT AT ALL IMPORTANT			MODERATELY IMPORTANT			EXTREMELY IMPORTANT	$\bar{x}$	s	n
a. Not being disturbed at home	1	2	3	4	5	6	7			
	4	2	4	17	17	14	41	5.5	1.7	3000
b. Not being monitored at work	1	2	3	4	5	6	7			
	10	3	4	19	15	14	36	5.1	1.9	2843
c. Being in control of who can get information about you	1	2	3	4	5	6	7			
	3	1	2	6	7	11	72	6.3	1.4	2990
d. Not having someone watch you or listen to you without your permission	1	2	3	4	5	6	7			
	3	1	1	6	6	8	75	6.4	1.4	2990
e. Controlling what information is collected about you	1	2	3	4	5	6	7			
	3	1	1	7	9	12	67	6.2	1.4	2988

f. **Is there any other aspect of privacy that we did not mention:**

Yes..................1 10

No ....2 90 n = 2981

5a. **Have you ever experienced a serious invasion of privacy?**

Yes..................1 18

No ....2 82 n = 2996

b. **IF YES: Could you describe this invasion of privacy?**

6a. **Within the past month, have you received any of the following:**

b. **How much did this concern you?** Please rate your concern on a scale from 1 to 7 where 1 is not concerned at all, the midpoint 4 is moderately concerned and 7 is extremely concerned.

	Yes	No	Number of Times				Not at All Concerned			Moderately Concerned			Extremely Concerned			
	1	2	n	$\bar{x}$	s	n	1	2	3	4	5	6	7	$\bar{x}$	s	n
i. uninvited telephone calls from someone selling a product or soliciting a donation	70	30	3004	4.5	6.3	2046	18	4	6	18	14	11	29	4.5	2.2	2042
ii. uninvited calls to your door from someone selling a product or soliciting a donation	48	52	3003	3.0	10.6	1379	19	7	7	20	10	9	28	4.4	2.2	1376
iii. advertising mail	95	5	3002	21.9	29.4	2855	26	6	5	16	10	9	28	4.2	2.4	2848

7a. **Have you ever requested to see personal information about yourself that is kept by either government, business or institutions such as schools or hospitals?**

			Number of Times		
			$\bar{x}$	s	n
Yes	1	20	2.3	3.0	604
No	2	80 n = 3003			

b. **IF YES: Have you ever attempted to correct any information kept about you?**

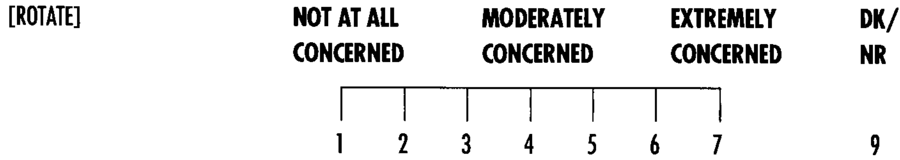
Yes............................1 35
No............................2 65 n = 615

8. **Are you aware of any legislation or agency that helps Canadians deal with privacy issues?**

Yes............................1 18
No............................2 82 n = 2998

9. **How concerned are you about giving the following information to the organization named? Please rate your responses on a 7-point scale where 1 means you are not at all concerned to give out this information, 7 means you are extremely concerned, and the midpoint 4 means you are moderately concerned. [Combinatory design of unique scenarios VA + VB where Vi is a value in dimension i. 130 possible combinations. Null set of 9 defined and excluded. Each respondent to receive randomly selected subset of 5 scenarios.]**

[ROTATE] | **NOT AT ALL CONCERNED** | **MODERATELY CONCERNED** | **EXTREMELY CONCERNED** | **DK/ NR**



1 2 3 4 5 6 7 9

V_A
- i. Your financial situation
- ii. Your age
- iii. Your health history
- iv. Your name
- v. Your address
- vi. Your home phone number
- vii. Your social insurance number (SIN)
- viii. Your buying habits
- ix. Your TV viewing habits
- x. Your job history

VB
- i. Statistics Canada
- ii. Telephone companies
- iii. A credit bureau
- iv. Companies that sell to people at home
- v. The police
- vi. Banks
- vii. Insurance companies
- viii. Survey companies
- ix. Doctors or hospitals
- x. Retail stores
- xi. Television cable companies
- xii. The government
- xiii. Employer

(For each combination)

b. **About how often has this happened to you in the past year?**

NUMBER OF TIMES |__|__|__|

c. **(IF 6-7 ON SCALE IN 9, AND 9.b IS GREATER THAN 0) What did you do about it?**
(Circle all that apply.)

Provided the information..01
Refused to provide information 02
Complained to person who asked for it or their manager...............03
Called the police..04
Called a newspaper..05
Contacted a lawyer..06
Contacted a government agency 07
Moved...08
Quit my job 09
Got an unlisted phone number 10
Other...11
DK/NR..99

10. **Please tell me if you agree or disagree with the following statements.**

	TOTALLY DISAGREE			NEITHER			TOTALLY AGREE	$\bar{x}$	s	n
a. There is no real privacy because the government can learn anything it wants about you	1	2	3	4	5	6	7			
	6	2	2	8	8	10	63	5.9	1.8	2974
b. Computers are reducing the level of privacy in Canada today	1	2	3	4	5	6	7			
	5	2	2	10	10	12	59	5.9	1.7	2919
c. I don't think the average Canadian suffers any serious negative consequences because of so-called invasions of privacy	1	2	3	4	5	6	7			
	28	9	7	19	13	8	15	3.7	2.2	2867
d. There is no real privacy because businesses can learn anything they want about you	1	2	3	4	5	6	7			
	8	3	5	13	12	11	48	5.4	2.0	2949
e. Personally, I don't see any harm in using electronic scanners to listen in on cellular phone conversations	1	2	3	4	5	6	7			
	77	6	2	3	1	1	10	1.9	1.9	2970
f. My privacy rights as a consumer in credit reporting are adequately protected today by law and business practices	1	2	3	4	5	6	7			
	25	9	9	22	11	6	17	3.7	2.1	2729
g. It's important to find out about the personal lives of people who are running for public office	1	2	3	4	5	6	7			
	23	7	7	17	12	8	27	4.2	2.3	2981
h. I feel that I have less personal privacy in my daily life than I did 10 years ago	1	2	3	4	5	6	7			
	15	5	5	15	10	10	40	4.9	2.2	2937

10. Continued.

	TOTALLY DISAGREE 1	2	3	NEITHER 4	5	6	TOTALLY AGREE 7	x̄	s	n
i. Individuals should not have to pay to see or correct information held about themselves under any circumstances	1	2	3	4	5	6	7			
	6	1	2	5	5	7	75	6.2	1.6	2968
j. Consumers have lost all control over how personal information about them is circulated and used by companies	1	2	3	4	5	6	7			
	6	2	3	11	12	12	54	5.8	1.7	2890
k. I have no problem giving information about myself to anybody who wants it	1	2	3	4	5	6	7			
	47	10	6	12	6	4	15	2.9	2.3	2988
l. I feel confident that I have enough information to know how new technologies might affect my personal privacy	1	2	3	4	5	6	7			
	24	9	9	15	12	8	23	4.0	2.3	2934
m. I don't mind companies using information about me as long as I know about it and can stop it	1	2	3	4	5	6	7			
	14	4	3	9	9	13	49	5.3	2.2	2976
n. I would say I prefer to deal with people more on a face to face basis than over the telephone, or by mail or fax	1	2	3	4	5	6	7			
	5	2	2	13	7	10	62	5.9	1.7	2984
o. I'd rather work at home than have to go out into the hustle and bustle of the workplace	1	2	3	4	5	6	7			
	26	8	5	15	7	5	33	4.2	2.5	2892
p. I think I should be notified in advance when information about me is being collected	1	2	3	4	5	6	7			
	2	0	1	4	3	8	81	6.5	1.2	2999

10. Continued.

	TOTALLY DISAGREE			NEITHER			TOTALLY AGREE	x̄	s	n
q. Basically, I'm a really social person that thrives on human contact	1	2	3	4	5	6	7			
	3	2	2	13	11	14	55	5.9	1.6	2991
r. I really enjoy following the lives of the royal family, stars and other interesting public figures	1	2	3	4	5	6	7			
	41	11	8	16	8	4	12	3.0	2.1	2997
s. I should be asked for my permission before an organization can pass on information about me to another organization	1	2	3	4	5	6	7			
	2	1	1	3	3	7	83	6.6	1.2	2993
t. I wouldn't really know who to turn to if I wanted to do something about an invasion of my privacy	1	2	3	4	5	6	7			
	19	6	5	9	9	9	43	4.8	2.4	2977
u. I would prefer to answer government surveys on the telephone rather than be sent a questionnaire that I would mail back	1	2	3	4	5	6	7			
	22	5	3	23	7	7	32	4.4	2.3	2989
v. If I do business with a company, I expect them to use information about me to advise me of new products and services	1	2	3	4	5	6	7			
	15	4	4	18	13	9	36	4.8	2.1	2937
w. I really like using banking machines	1	2	3	4	5	6	7			
	29	3	2	9	5	7	46	4.6	2.6	2958
x. When information about me is collected I should be told what it will be used far	1	2	3	4	5	6	7			
	2	0	0	2	2	6	87	6.7	1.0	2999

Which of the following statements comes closer to your own point of view?

[ROTATE]

11. When I subscribe to a magazine I feel that they should not sell my name and address to another company .... 1 — 83
OR
I really don't mind magazine publishers selling my name and address if it means that I receive other interesting shopping opportunities .... 2 — 17 n = 2945

12. I really don't like the idea of companies keeping computer records about individuals' credit worthiness .... 1 — 42
OR
I don't mind companies keeping computer records of individuals' credit worthiness if this reduces costs of bad credit decisions .... 2 — 58 n = 2805

13. I think it's OK for employers to do background checks into the personal lives of prospective employees in order to assess their reliability and character .... 1 — 56
OR
I don't think employers should be entitled to pry into the private lives of prospective employees .... 2 — 44 n = 2803

14. I think the public should be informed about important political issues even if it involves recording private cellular phone conversations .... 1 — 17
OR
I don't believe that anyone should record private cellular phone conversations for any reason .... 2 — 83 n = 2865

15. **Please tell me if you agree or disagree with the following statements.**

		TOTALLY DISAGREE			NEITHER			TOTALLY AGREE	$\bar{x}$	s	n
a.	I am confident that my personal privacy will not be threatened if business and industry are responsible for regulating themselves	1	2	3	4	5	6	7			
		24	8	6	17	12	8	25	4.1	2.3	2859
b.	The government should pass legislation to ensure that my personal privacy is protected	1	2	3	4	5	6	7			
		3	1	1	6	6	11	72	6.3	1.3	2967
c.	Privacy rules should apply to both government and business	1	2	3	4	5	6	7			
		4	1	1	5	6	11	71	6.2	1.5	2951

15. Continued.

	TOTALLY DISAGREE			NEITHER			TOTALLY AGREE	$\bar{x}$	s	n
d. It's up to individuals to protect their own personal privacy	1	2	3	4	5	6	7			
	14	6	4	10	11	9	45	5.1	2.2	2967
e. Government should be working with business to come up with guidelines on privacy protection for the private sector	1	2	3	4	5	6	7			
	3	1	1	6	9	14	66	6.2	1.4	2943

16. **Do you have a cellular phone?**

Yes............................1 10
No.............................2 90 n = 3001

17. **Do you have a computer at home or at work?**

Yes............................1 53
No.............................2 47
n = 3001

Do you use a modem?

Yes............................1 35
No.............................2 65 n = 1582

18. **Do you have any telephone call management services such as Call Display at home?**

Yes............................1 14
No.............................2 86 n = 3000

19. **Have you ever had an unlisted telephone number at home?**

Yes............................1 22
No.............................2 78 n = 2997

20a. **Do you have an answering machine or service at home?**

Yes............................1 43
No.............................2 57 n = 2998

b. **Do you ever use it to screen your calls?**

Yes............................1 48
No.............................2 52 n = 1279

21. **What language did you first learn at home and still understand?**

English.........................1 63
French.........................2 27
Other..........................3 10 n = 2999

22. Would you say that you are between ...

18-24	01	12	
25-29	02	12	
30-34	03	13	
35-39	04	15	
40-44	05	11	
45-49	06	8	n = 2920
50-54	07	6	
55-59	08	6	
60-64	09	5	
65 years or older	10	12	

23. What is the highest level of schooling/education that you have completed?

Elementary school or less	01	5	
Some high school	02	21	
Graduated high school	03	31	
Some community college/CEGEP	04	5	
Some university	05	4	n = 2963
Grad community college/CEGEP	06	10	
Graduated university	07	23	
Other	08	1	

24. Which of these occupational groups best describes your current (or most recent, if unemployed) employment?

Semi-skilled or labaurer	01	8	
Skilled tradesperson	02	11	
Sales, service, clerical	03	16	
Professional	04	21	
Junior managerial or administrative	05	5	n = 2970
Senior managerial or administrative	06	5	
Student	07	7	
Retired	08	14	
Homemaker	09	9	
Other	10	6	

25. What is your annual household income from all sources before taxes? Would you say it is...

Less than $14,999	1	18	
$15,000 - $29,999	2	19	
$30,000 - $44,999	3	25	
$45,000 - $59,999	4	14	n = 1895
$60,000 - $74,999	5	11	
$75,000 or more	6	13	

26. Would you be willing to have your name and your responses to this survey included in an upcoming report on Canadians' attitudes toward privacy?

Yes	1	46	
No	2	54	n = 2206

THANK YOU FOR YOUR COOPERATION.

Do Not Ask:

27. **Sex:**

Male	1	49	
Female	2	51	n = 2864

APPENDIX D

SAMPLING STRATEGY AND WEIGHTING PROCEDURES

Sampling Strategy

The survey objective was to provide a scientifically representative sample of the Canadian public based on some 3,000 interviews with non-institutionalized Canadian residents 18 years of age or older.

Telephone numbers were electronically (randomly) selected from a bank of registered (e.g., active) telephone numbers across the country as well as numbers generated by selection from an active range of numbers allocated by telephone companies in any given area. This procedure ensured that residents with unlisted numbers and more transient members of the population (e.g., renters) have a chance of being interviewed.

Within the households contacted, the individual targeted for interviewing was selected on the basis of a quota method. Respondents were selected according to their belonging to a particular demographic group on an "as they come" basis. This means that the sample was constituted of the first n individuals who were contacted, agreed to participate and belonged to a non-full demographic group (sex, region, language).

In the worst case scenario (i.e., on a 50/50 split), the sample yields a 95 per cent confidence interval of +/- 1.8.

Survey Administration

Three call-backs were made to each member of the sample for which initial attempts at contact were unsuccessful. Each number was given a "rest" of a minimum of three hours before a second contact was attempted. Additional call-backs were made on separate days. If a respondent was unable to complete the interview when first contacted, interviewers made an appointment to conduct the interview at another time. A subsequent appointment was made if the respondent was again unable to complete the interview. The number was retired as a refusal if the third appointment did not result in a completed interview. Daily records were kept of all calls made, whether successful (i.e., interviews completed or appointments made) or not.

To estimate refusal bias, the study included a separate follow-up survey of initial refusers. Of 3,502 attempts, 215 interviews were completed with initial refusers, 1,337 resulted in a second refusal and the survey team was not able to reach the remaining 1,950. The follow-up survey group was not significantly different from the initial sample in terms of sociodemographics (mother tongue, sex, age, province, income, education, occupation) and key attitudes (e.g., questions 1b, 15 a - e). This result along with the fact that a potential respondent was retired after four unsuccessful attempts, lead us to be confident that refusal bias was minimal.

Weighting

Weighting was implemented so that area code (thus province and region), sex, language and education would be recalibrated to values representative of the population. Typically, such *ex-post* weighting requires that population figures exist for

every cell of the cross-classification of every weighting variable. In this case, it would mean, for example, knowing how many female francophones with less than high school education live in area code 807. Of course, this information is not available. In these circumstances, the best approach is to use a recursive algorithm to generate a set of weights with minimum variance which produces marginal distributions equal to population distributions.

STAT XP, one of the statistical analysis software packages used in this project, offers a statistical function that carries out this task on the basis of the population marginal distributions for every variable to be considered in the weighting scheme. Basically, this function develops weights in an iterative fashion so that at every iteration the distance between the weighted marginals and the population marginals is reduced. After a number of iterations, the distributions converge on all criterion variables. Mathematical demonstration has been made that this algorithm produces weights with minimum variance, hence, generating minimum distortion in the estimates. The following exhibit provides the unweighted and weighted marginals on criterion variables.

EXHIBIT 1

Demographic Composition of Sample

	Unweighted Percentage	Weighted Percentage
Region		
Atlantic	11	9
Quebec	27	25
Ontario	34	36
Prairies	18	18
B.C.	9	12
Language		
English	74	75
French	26	25
Sex		
Female	56	51
Male	44	49
Education		
High school or less	48	58
Some post-secondary	21	9
Graduate of post-secondary	30	33
Other	1	1

APPENDIX E

DEMOGRAPHIC PROFILE OF SEGMENTS

Profile of Segments

	Overall	1 Indifferents	2 Fearful Regulators	3 Open Pragmatists	4 Guarded Individualists	5 Extroverted Technophobes
		18%	31%	22%	6%	23%
Sex						
Female	56	51	58	59	42	62
Male	44	49	42	41	58	38
Language						
English	63	57	60	68	71	65
French	28	35	32	21	15	25
Other	10	8	9	11	15	11
Age						
18-29	25	32	20	22	39	24
30-59	59	53	67	60	52	54
60+	16	15	12	19	9	22
Education						
H.S. or less	48	50	40	50	39	58
Some post-sec	21	23	22	20	29	18
Grad post-sec	30	27	38	30	31	24
Occupation						
Low	28	26	27	24	27	32
Medium	45	48	39	48	47	47
High	28	26	34	28	26	21
Income						
$15-30k	36	40	33	32	40	40
$30-60k	39	39	41	40	32	38
$60K +	25	21	27	29	28	22
Region						
Atlantic	11	10	9	11	11	14
Quebec	27	33	31	23	18	25
Ontario	34	32	33	38	39	34
Prairies	18	17	19	19	22	18
8C	9	8	9	10	11	9