

# Canadian Broadcasting Policy — A Broad Perspective

By M. Alain Gourd

*Mesdames, Messieurs, Je suis heureux de vous saluer et je vous remercie de votre aimable invitation à prendre la parole devant vous aujourd'hui. Aux spécialistes que vous êtes, j'apporterai le point de vue à la fois plus modeste et plus englobant du généraliste.*

*Au départ, cependant, généralistes et spécialistes Canadiens partagent avec vous une conviction fondamentale: pour demeurer concurrentiel et conserver sa place dans le peloton de tête des nations les plus industrialisées, le Canada doit nécessairement adopter les nouvelles technologies, en particulier celles des communications, susceptibles d'améliorer la productivité, les coûts et l'innovation, tout en favorisant la qualité de la vie.*

*Dans cette perspective, le gouvernement du Canada, par ses institutions, ses politiques, ses programmes et ses projets et par sa collaboration étroite avec le secteur privé,*

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Speech by M. Alain Gourd, Senior Assistant Deputy Minister, Dept. of Communications, Government of Canada, given at the SMPTE 18th Annual TV Conference in Montreal on February 10, 1984. This article was received February 14, 1984. Copyright © 1984 by the Society of Motion Picture and Television Engineers, Inc.



Luncheon Guest Speaker Alain Gourd.

*a été et demeure activement un des moteurs principaux des progrès technologiques réalisés dans notre pays. Cependant, il ne considère pas le progrès technique comme une fin en soi. Sa finalité ne saurait être uniquement d'ordre économique, elle doit englober l'impact humain et social.*

*Au ministère des communications en particulier, nous considérons les*

*technologies nouvelles comme génératrices de progrès économiques, certes, mais aussi comme moyens d'atteindre des objectifs sociaux et culturels, ainsi que la loi sur la radiodiffusion l'indique clairement à l'article 3 lorsqu'elle déclare: "Que le système de la radiodiffusion Canadienne devrait être possédé et contrôlé effectivement par des Canadiens de façon à sauvegarder, enrichir et raffermir la structure culturelle, politique, sociale et économique du Canada."*

## Technology as a Means

We see technology not as an end in itself, but as an ever-improving means for the attainment of social and cultural goals of national significance. That is why the government of Canada is concerned with fostering the growth of cultural industries, and most particularly, broadcasting. Our involvement is not recent, nor is it temporary. It is part of what we consider to be our national interest.

Of course, Canada's concept of its national interest is different from anyone else's. If it were not, Canada would not be a truly independent country. In fact, the socio-cultural



President Coleman introducing Deputy Arrangements Chairman Len Green at the Get-Together Luncheon.



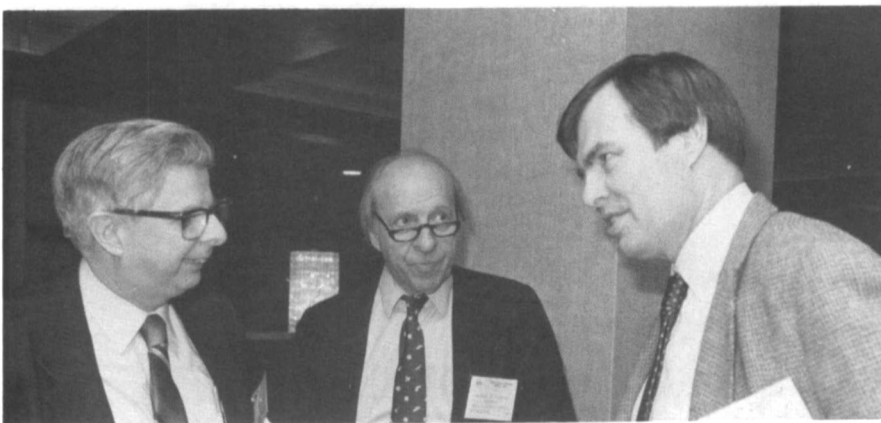
SMPTE President Leonard Coleman welcoming visitors at the Get-Together Luncheon.



Overall view of the Get-Together Luncheon.



SMPTE Conference Vice-President Charles Ahto, Financial Vice-President Blaine Baker, and Past President Charles Anderson at the Get-Together Luncheon.



Engineering Vice-President Richard G. Streeter (left) with Kerns H. Powers and Richard Green.

implications of new communications media have been a concern of the Canadian government since the late 1920's. In the late 1920's American border broadcasters, American records, and American movies had become the major cultural forces in the country — for good reason. The programs they offered were popular, they were readily available, and there was very little domestic alternative. It was in response to this situation that the Parliament established a publicly-owned, national broadcasting service, the Canadian Broadcasting Corp. (CBC). Since then, the government has established other institutions and support systems in the communications and cultural fields: The National Film Board, the Canada Council, Teleglobe Canada, and the National Museums Corp., among many others, for both cultural and industrial reasons.

The government gets involved when there is a question of fostering true program choice. It has been, and still is, the policy of the government of Canada that the people of Canada have a right to see and hear their own reality reflected, their lives celebrated, their talents used, and their own languages and particular turns of speech employed. If we are to have true program choice, there must be Canadian choice, and no one can provide it but ourselves.

This was the socio-cultural motive for the creation of the CBC in the 30's. It still is our basic motive. The unifying element, the ultimate goal, was and is to achieve the fullest possible expression of national sovereignty: whether it be technological, economic, or cultural sovereignty. These three areas are intimately interrelated. Indeed, it was because cultural policy was so closely linked with communications technology that the government decided a few years ago that they should be explicitly joined in a single department — the Dept. of Communications.

To achieve these objectives we have, historically, always had to lean on advanced technology. With our land mass about a quarter greater than that of the U.S. and our population only one-tenth the size, it has been technology which, throughout our history, has held us together — from the transcontinental railroad, to the transcontinental telephone system, to the world's first domestic communications satellite in geostationary orbit. As one result, we have a telecommunications industry which can be considered as second to none, particularly in developing communications systems to reach our remote areas.

In fact, according to a major Harvard University study of information resources policy, "Canada is probably exceptional in the world community, in that it has been the first country to recognize the full range of connections among the various communications and information resources. It has been among the first to use the newest of these resources to establish strong communications to remote areas, and to stay in the forefront of the new technology developments. And, more than any other country, Canada is now moving increasingly towards a comprehensive communications and information resources policy to guide its domestic and international affairs."

### Using Technology

Although there is still a great deal to be done in furthering our technological capabilities, Canada is already a world technological leader in many aspects of telecommunications. This leadership has been supported by and, in most cases, led by the federal government, and particularly by the Dept. of Communications, which is recognized as a major catalyst for technological development in Canada. Its research center west of Ottawa has generated satellites and videotex, fiber optics



Deputy Arrangements Chairman and Canadian Governor Len Green, Editorial Vice-President Maurice L. French, and Canadian Governor Howard E. Wilkinson.



Len Green with Hotel Arrangements Chairman Charles Kirkman.



SMPTE Executive Secretary Lynette Robinson with Publicity Chairman Walter Winchell.



Sections Vice-President Si Becker with Program Chairman Stanley F. Quinn.

usage, and advanced radio communications, and many other innovations. The government works closely with the private sector, contributing to basic research and development, to the transfer of technology from government laboratories to industrial assembly lines and to the national and international marketing of Canadian equipment and services. We work with businesses, with universities, and with other governments, both in Canada and abroad. The sole invariable requirement is excellence. For us, as for others in these areas, either it's world class or it's not worth doing.

Canada was the world's third nation to enter the space age. Last year marked Canada's twentieth year in space. In the recent past our cooperation with NASA has led to such achievements as our contribution of the Canadian space arm to the space shuttle. Later this year, the first of the Canadian astronauts will travel into space aboard the shuttle.

The year 1982 also marked an important advance in the use of satellites for transborder services with the U.S. The U.S. and Canada agreed to allow authorized satellite communications entities in both countries to carry transborder telecommunications traffic by satellites operating in the fixed satellite service. Almost all transborder traffic had previously been carried by terrestrial facilities. This arrangement will permit satellite carriers to work together so that users in both countries can benefit from using satellite technology when it has advantages over terrestrial facilities.

But Canada's advanced system of domestic communications satellites serves primarily to distribute radio and



Lining up at the registration desk.

television programming. Satellite, microwave, and cable technologies have made possible major achievements in extending broadcasting services in both official languages to all regions of the country. Both private and public television services are available in both official languages to more than 98 percent of Canadians. In fact, from a broadcasting point of view, we are one of the world's most cabled nations. And all this elaborate technical infrastructure, which, on a per capita basis, is necessarily more extensive than that of any other country, is effectively owned and controlled by Canadians.

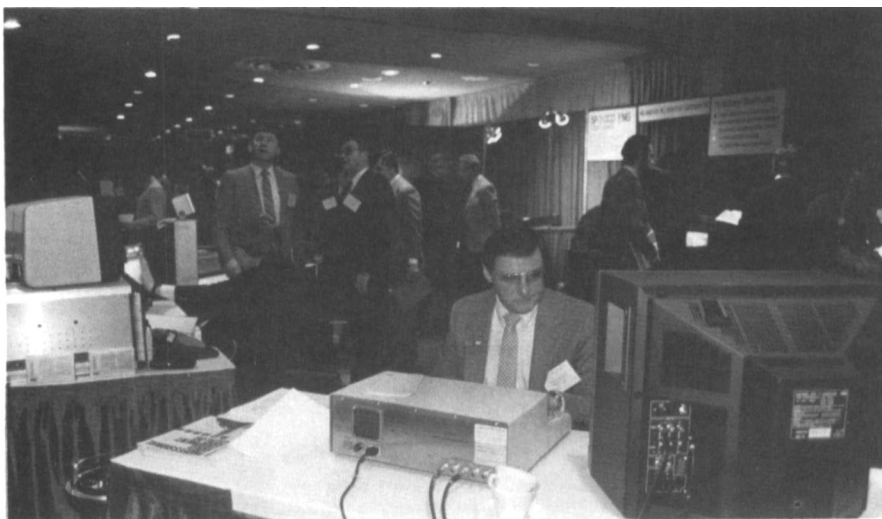
#### Regulation — Why and What

We can safely say, then, without too

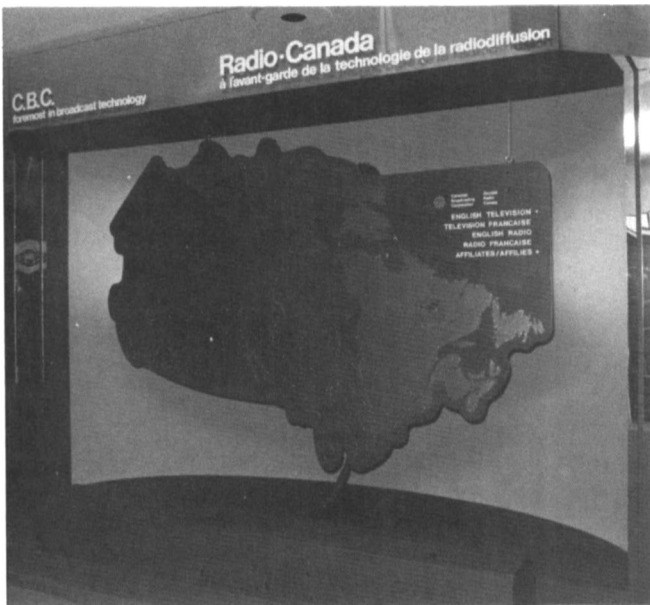
much modesty, that our achievements in hardware are admirable — and they are continuously improving. It is true that we are well on the way to having the capability to receive 100 channels, deal with our banks, visit libraries, study at schools, and work in offices by bringing them all into our homes. This all is, of course, enormously significant. But the fact is that after the first delighted shock of novelty has worn off, we find that it's not the hardware that counts most, but the software. For what is most important is what we will be seeing on those channels, receiving from those libraries and schools, and the nature of our dealings with those banks and offices.

We must admit that although our telecommunications systems are advanced, extensive, and sophisticated, we have not yet reached a comparable state in programming. We face the particularly difficult economic challenge of trying to compete successfully with the huge variety of television programs available from other countries off-air, by cable or satellite. Unless we can do so, our cultural identity could very well be in jeopardy, threatened by this mass of easily available foreign programming.

For each new delivery system we must find appropriate means for demonstrating our Canadian uniqueness, and for some of the demonstrations we may have to invent appropriate delivery systems. What we call the hardware-ites must understand the requirements of content, and, on the other hand, the software-ites must



A view of the equipment exhibit.



The CBC display at the equipment exhibit.



Visitors at the equipment exhibit.

understand the capabilities of the hardware.

We can see, therefore, that the challenges and threats that our cultural expression face are obvious. With so much foreign programming so easily available, how will local broadcasters and cable companies compete? How will domestic program producers compete with foreign producers who can amortize their costs in a far larger market?

These challenges are not new, of course, and attempts have been made in the past to answer them. One example is the matter of Section 19.1 of the Income Tax Act, which seeks to preserve Canadian advertising for Canadian broadcasters by disallowing a tax deduction in Canada for advertising aimed at Canadians but placed on U.S. stations. Measures such as these are not always popular. Hence Section 19.1 has been a source of creative tension with our neighbors in the U.S. and has not been helpful to our bilateral relations. We are, in fact, studying the impact of this measure, and have sent copies of a report on the effects of Section 19.1 to interested parties in Canada and the U.S. I should mention that we welcome comments on the report and on the issue of Section 19.1 itself, to assist us in our review.

While economic stakes are very high, and are rising as the number of jobs and the size of revenues in broadcasting and related industries continue to grow, the cultural stakes can become even more important given the power of broadcasting as a shaper

of human values and concerns.

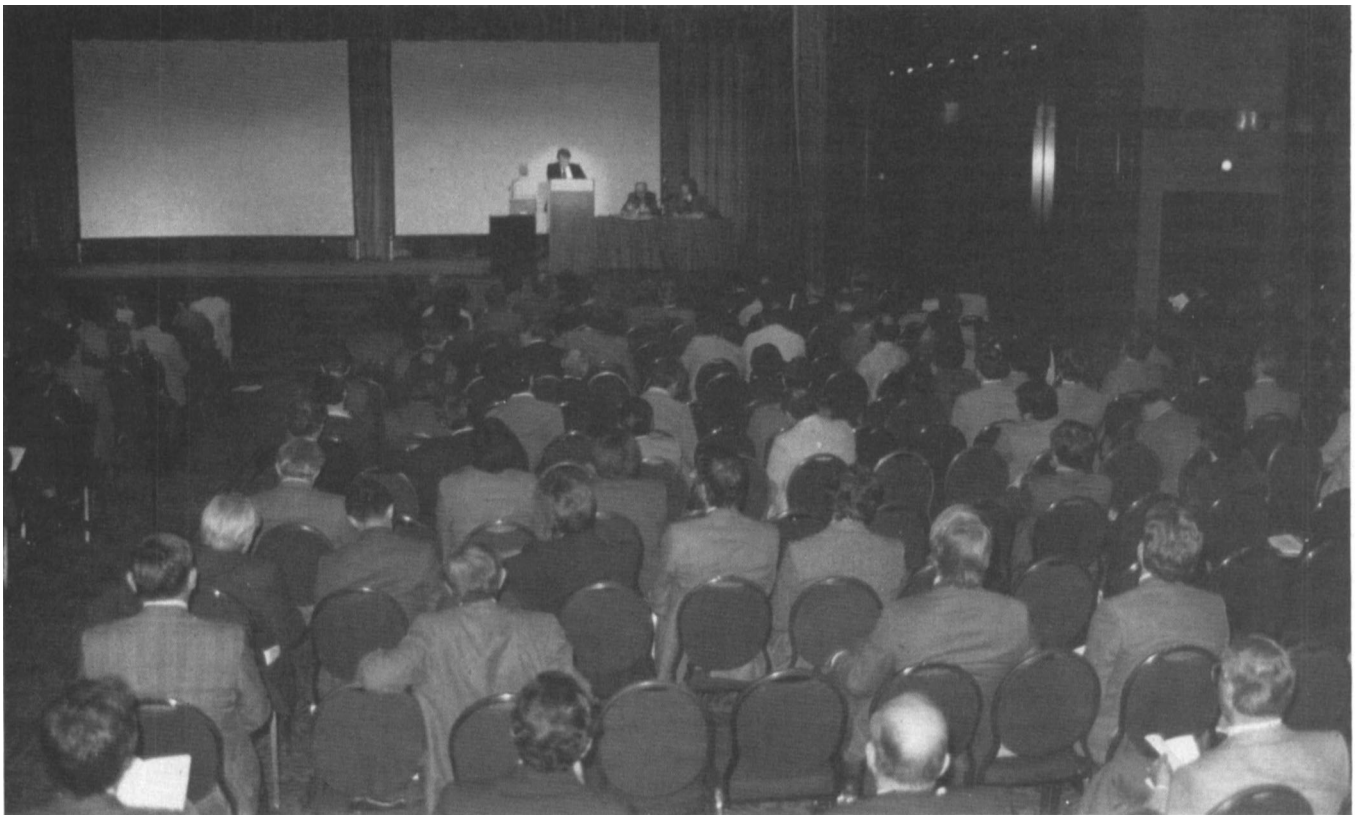
The stern economics of program production are reflected in the viewing choices made by Canadians. Statistics gathered about a year ago show that in the peak evening hours on English-language television, foreign programs accounted for a startling 81 percent of total viewing and represented 75 percent of total viewing time throughout the day. Drama programs accounted for 50 percent of all viewing time and 64 percent of peak viewing time. Only 3 percent of the drama programming available was Canadian, and it represented only 1.5 percent of total viewing time. The situation is similar for Canadian children's programming, with English-speaking Canadian children spending 83 percent of their viewing time on foreign programs. These figures underscore the economic crisis of Canadian program production. They

also represent a cultural crisis of undetermined proportions.

French-language television was, and is, in a healthier state. In the Montreal market, for example, eight of the ten most popular French-language programs are Canadian in origin. But neither the language barrier nor the creativity and ingenuity of French-language broadcasters and program producers may be sufficient in the new broadcasting environment to preserve their cultural integrity. In the past few years, there has been a gradual slippage away from Francophone programming and towards police series, variety programs, and cartoons on American and English Canadian stations. Imported programs, especially from the U.S., represent 67 percent of all the drama programming available on Francophone stations. Young Francophones between 12 and 17



The simultaneous translation booth.



Overview of the sessions room.

spend 59 percent of their viewing time watching foreign programming. More recent figures show that, despite French-language program production which rivals that of France in quantity, there is still a continuing slippage of French-speaking viewers towards foreign programming, both in English and dubbed.

On March 1, 1983, a new broadcasting strategy for Canada was tabled in the House of Commons. Included in this document were major policy initiatives designed to ensure that the Canadian broadcasting system could respond to the challenges and seize the opportunities for the new technological environment.

As the Minister of Communications, the Hon. Francis Fox, explained at that time, this strategy is aimed at three fundamental targets: first, to maintain the Canadian broadcasting system as an effective vehicle of social and cultural policy; second, to make available to all Canadians a solid core of attractive Canadian programming in all program categories, through the development of strong Canadian broadcast and program production industries; and third, to provide a significantly increased choice of programming of *all* kinds in both official languages in all parts of Canada.

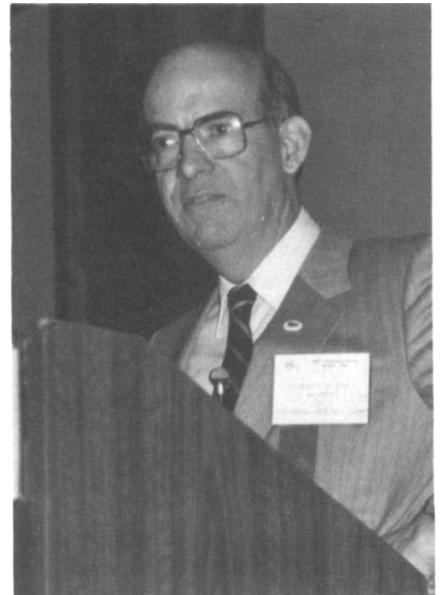
In developing this strategy, we in

government were not being parochial or hostile to the free flow of culture and information. On the contrary, all Canadians recognize that such a flow is a source of enrichment. For us, as for every country, it is a matter of recognizing that cultural and economic enrichment from other countries should not become cultural or economic domination, and that cultural diversity should not be replaced by cultural homogeneity.

Yet we live in an era when satellite signals overleap not just national boundaries but entire continents. To protect national cultural identities and the viability of national broadcasting systems, what is required is not regulation or even deregulation, but reregulation coupled with positive initiatives — a creative approach. In response to this dilemma, what we have done is to provide the means for ensuring that Canadians will have access to a solid core of high-quality Canadian programming in every program category and in both official languages.

Both for cultural reasons and as a means of strengthening the Canadian program production industry, it is vital that Canadian broadcasters exhibit more Canadian programming. The broadcasting strategy sets broad goals for the exhibition of Canadian pro-

grams by Canadian broadcasters. These goals apply to pay-TV and to the providers of specialized services as well. As a general principle, the Canadian broadcasting system must make available a significant amount of Canadian programming in each program category; not only news, public affairs, and sports, in which we often excel, but also drama, children's shows, and variety programs.



Program Chairman Stanley F. Quinn delivering the opening address at the first session on Friday morning.

In order to meet these programming goals and to strengthen the Canadian program production industry, a Canadian broadcast program development fund was established. The fund is administered by the Canadian Film Development Corp. (CFDC), an independent agency. The size of the fund will rise from \$34 million in its first year of operation to \$60 million in its fifth year, (1983 dollars) for a total five-year investment of \$254 million. The fund will generate more than \$750 million of private sector investment, for a five-year goal total of close to a billion dollars invested in Canadian productions and coproductions.

Moneys from the fund are available only to private Canadian production companies and independent producers, or for coproductions in conjunction with partners from other nations such as France and Italy, which have signed bilateral agreements with Canada. Each year, at least half the funds are allocated for television production to be exhibited by private broadcasters, with up to half going to production for the CBC.

As of December 31, 1983, the CFDC was supporting 19 productions in English and 15 in French for a total investment of \$50 million. The fund has invested \$9.8 million of this figure, which means that thus far \$4 has been raised by the producer for every \$1 invested by the fund.

In addition, we expect that our coproduction agreements with France will result, by next fall, in Franco-Canadian investments of more than \$100 million generated by some 23 undertakings. Certainly this will have significant cultural impact. But it will also bring about the birth of a real in-



The meeting of the Study Group on HDTV, Kerns Powers, Chairman.

dustry, which, in one year, can be classed in the top rank of commercial exchanges between the two countries.

Whatever requirements in Canadian programming are made for private broadcasters, it is the CBC Radio Canada which is, and must be still further, our national voice and our national mirror. For this reason, new goals were set by the government in October of last year.

Taking into account the fact that almost all Canadians are now able to receive a variety of television signals, the original mandate of the CBC to provide "balanced" broadcasting was re-interpreted to be the mandate of the entire Canadian broadcasting service — "to be all things to all people." In that context, the element Canadians most need in order to have a balanced

choice, and that which the public broadcaster is uniquely able to provide, is more distinctive Canadian programming, and more of it. To this end, the CBC will increase Canadian content to 80 percent in peak viewing hours within five years. This reorientation will be characterized by more collaboration between the French and English services, greater use of production by Canadian independents, and a reaffirmation of the CBC's regional role. In fact, on February 5, the CBC announced the introduction of an additional hour of Canadian programming in prime time, bringing its Canadian content for that period to 75 percent.

The government's CBC policy contains certain initiatives which may be of direct interest — for example, the sale for profit of the corporation's world-class technical consulting services. With its vast production and distribution infrastructure across Canada, the CBC has been a major contributor to the economic development of domestic telecommunications and broadcast equipment manufacturing industries, resulting in real opportunities for exports. It should be noted, however, that the CBC will not compete with, but will assist, the Canadian private sector, since the CBC will deal only with those overseas broadcasters who deal with public bodies like itself, and always in partnership with the private sector.

Last November, the government of Canada approved the start of a process that will permit the CBC to build a new broadcast center in Toronto in partnership with a private developer.



Arrangements Chairman Guy Gougeon welcoming guests at the Friday evening gala.



The Friday-evening gala held at Le Palais des Congrès.

Total construction value of the privately-financed development has been estimated at \$530 million in 1982-83 dollars. Funds already budgeted for equipment for the broadcast center will be made available on an accelerated basis and augmented to provide an estimated total of \$96.2 million. The CBC proposed to aim equipment expenditures at Canadian broadcast equipment manufacturers. This will be the largest single expenditure on Canadian broadcast equipment, and should result in growth and innovation in this Canadian high-technology industry.

In addition to its strategy in broadcasting, the Dept. of Communications is now developing new policies for feature films, for radio, for sound recording, and for direct-to-home satellite broadcasting. In these forthcoming policies the objectives and the underlying purpose will be the same — as much socio-cultural as they are economic.

Our policy of overall national socio-cultural self-development is not one of hostility or of isolation. On the contrary, it is one of openness and cooperation with all willing partners. For example, just recently we signed new co-production treaties for film and television with France and Italy, and in January, 1984, signed a new accord on AM radio with the U.S. Negotiations for new co-production agreements with Great Britain, Belgium, and with Israel are in advanced stages of development.

### Conclusion

*Ainsi, depuis longtemps, nous sommes ouverts aux innovations technologiques. C'est pourquoi nous espérons figurer parmi les nations les plus avancées à ce sujet. Cependant nous entendons avoir la maîtrise du progrès que permettent ces nouvelles technologies; nous voulons lui donner tout son sens, dans l'intérêt de tous les Canadiens.*

*Pour mieux servir l'ensemble des Canadiens, qualitativement et quantitativement, nous développons nos propres technologies et nos propres contenus, tout en faisant appel à l'étranger pour acquérir ce qu'il y a de meilleur.*

*Car ce qui vaut pour les individus s'applique aussi aux nations: plus on se développe soi-même sur les plans social, culturel, économique, plus on est incliné à s'ouvrir aux autres, plus on peut échanger avec eux.*

### Acknowledgments

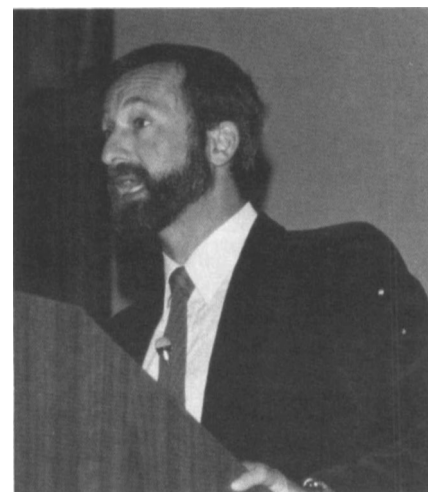
The Society expresses its thanks to the following companies and organizations for providing necessary services and equipment:

Adcom Electronics Ltd.; Bell Northern Research; Canadian Association of Broadcasters; Canadian Marconi Co.; Central Dynamics Ltd.; Dept. of Communications; Digital Video Systems; Electro and Optical Systems Ltd.; Hitachi-Denshi Ltd.; Kodak Canada Inc.; McCurdy Radio Industries Ltd.; MSC Electronics Ltd.;

National Film Board of Canada; Panasonic Canada; Pye TV Ltd.; RCA Inc.; Radio/Québec; Skotel Inc.; Société Radio-Canada (CBC); Sono Technic; Sony of Canada Ltd.; Telecom Canada; Telepoint Inc.; Tektronix Canada Inc.; Thomson CSF; TV Ontario; Ward-Beck Systems Ltd.

### Other Social Activities

Other social activities included a Thursday evening reception in the Mackenzie Room, courtesy of Sony Canada, Ltd.; a Friday evening Dance Gala for conference registrants at Le Palais des Congrès, hosted by the Montreal/Quebec Section of SMPTE; a program for spouses; and a coffee club, courtesy of Ampex, Applied Electronics, Leitch Video, and Ross Video Ltd.



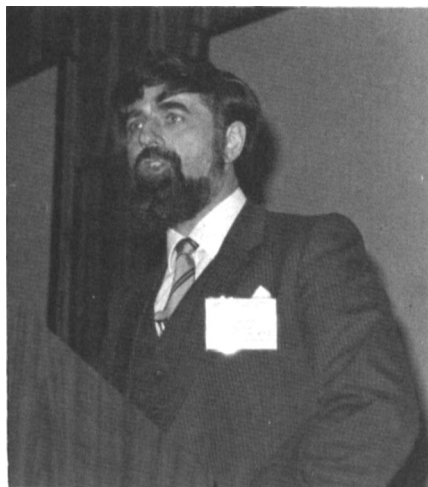
Author Harry Mathias delivering his paper.

## Committee Meetings

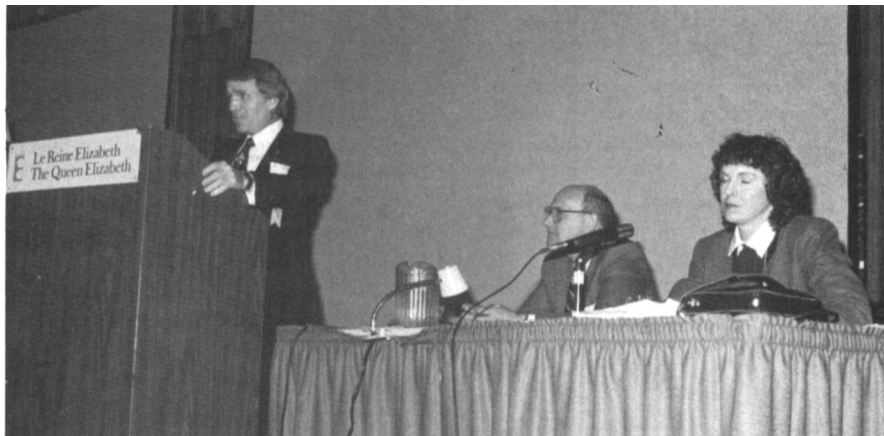
The conference is a time when many official SMPTE meetings are held. At this conference, there were meetings of 13 engineering committees including the Standards Committee, and a number of subgroups and working groups. The engineering meetings held during the conference were as follows:

- Working Group on Digital Video Standards
- Working Group on Digital Television Tape Recording
- Study Group on HDTV
- Ad Hoc Group on VTR Control Messages
- Working Group on System Architecture
- Working Group on Standardization for Digital Control of Television Equipment
- Study Group on Editing Procedures
- Working Group on Component Analog Video Standards
- Study Group on Camera/Recorder Interface
- Working Group on Color Films for Television
- International Standards Forum Standards Committee

A number of administrative committee meetings were held in addition to the Executive Committee meeting on Wednesday before the conference, and the Board of Governors meeting on Thursday. The administrative committees that met were the International Relations Committee, the Ad Hoc Committee on Educational Tape Use, the Long Range Planning Committee, the Financial Advisory Committee, the Revisions Committee, the Conference Committee, and the Nominating Committee.



Author Christopher Daubney delivering his paper.



Author John Lowry presenting a paper at the opening session. Seated at the table, Session Chairman and Deputy Program Chairman Janet West-Cyr, and Session Vice-Chairman Howard Wilkinson.

## Conference Chairmen

The tremendous success of the Montreal Television Conference must be attributed in large measure to the hard work of the local committees, the members of which labored hard and long to ensure a fine meeting.

The Conference General Arrangements Chairman was Guy Gougeon, CBC, assisted by Deputy General Arrangements Chairman Leonard A. Green, National Film Board. The Papers Program Chairman, Stanley F. Quinn, CBC, was assisted by Deputy Chairman Janet West-Cyr, CBC. The conference was under the overall supervision of SMPTE Conference Vice-President Charles A. Ahto, Tape-Film Industries, and Editorial Vice-President Maurice L. French, CBC.

The chairmen and deputies for specific conference functions were: *Exhibits*, Chairman, Marcel Auclair, CBC; Deputy, Christian Tremblay, CBC; *Registration and Financial Coordination*, Chairman, Grant Dearnaley, National Film Board of Canada; Deputy, Michel Lacaille, Kodak Canada, Inc.; *Hotel Arrangements*, Chairman, Charles Kirkman, CBC; Deputy, Ken Hand; *Publicity*, Walter H. Winchell, CBC; Deputy, Steve Lyman, CBC; *Membership*, Chairman, Robert B. Desrosiers, Bellevue Pathe Que.; Deputy, Rene Villeneuve, Sonolab Inc.

Other chairmen and deputies were: *Audio Visual*, Chairman, Michael Hazel, National Film Board; Deputy, Jean-Pierre LaChapelle; *Spouses Program*, Chairman, A. Dunstan Russell, Alex L. Clark, Ltd; Deputy, Pierre P. Pelletier, Alex L. Clark Ltd.; *Sponsorship*, Chairman, Michael Barlow, CBC; *Social Events*, Chairman, Pierre Ouimet, CBC; Deputy,

Yvon Jean, CBC; *Secretary*, Michael Rose, CBC; *Assistant to Registration and Financial Coordination*, Bryan McIntyre, CBC.

## The Papers Program

The 18th Television Conference featured 30 technical papers on the theme "Image Quality — A Time for Decisions." The papers were organized into four sessions, each session having its own sub-theme. The first session, held on Friday morning, was entitled *Basic Concepts and Perspectives* and was opened by Program Chairman Stanley F. Quinn, CBC. The Session Chairman was Deputy Program Chairman Janet West-Cyr, CBC, and the Vice-Chairman was Howard E. Wilkinson, CBC.

The second session, held Friday afternoon immediately following the Get-Together Luncheon, was titled *New Recording Technologies*. The Session Chairman was Bruce M. Read, TV Ontario, assisted by Vice-Chairman Walter H. Winchell, CBC.

The third session, *New Distribution Technologies*, was held Saturday morning. The Session Chairman was Orest Roscoe, Department of Communications in Ottawa, and the Vice-Chairman was Steve Lyman, CBC.

The fourth session, which closed the Conference on Saturday afternoon, was on *New Display Technologies*. The Session Chairman was John D. Lowry, Digital Video Systems. The Vice-Chairman was Ross Mutton, Carleton University.

With the emphasis currently being placed on extended and high-definition television, as well as digital and fiber optical techniques for distribution of programming, the 18th Television Conference was truly a "Time for Decisions."