



Final submission to the Australian Senate, Finance and Public Administration References Committee Inquiry into Government Advertising

Dr Sally Young
Media and Communications Program, The University of Melbourne.

Options for reform: Practices in other comparable countries

I provide this third submission in response to a request by the committee during my appearance on 18 August to outline the key features of government advertising regulation and processes in other comparable countries.

Briefly, I outline some of the key features in place in Canada, the US, the UK and New Zealand which we lack in Australia, including:

- annual reports on government advertising
- annual reports on public opinion research
- a stated target for reduction in government advertising spending
- Auditor-General scrutiny of the content of government ads before they are released
- Guidelines preventing misuse of government advertising for partisan purposes
- Legislation prohibiting misuse of appropriated funds for propaganda designed to aid a political party or candidates
- Imposing 'public interest' licence requirements on broadcasters so that they donate free time for government advertising of a community/public service nature.

Example 1 - Canada

The scandal-plagued background to the reform of Canada's system of government advertising was discussed in my first submission. As a result, in November 2004, the Canadian Government approved a new approach to Government advertising, which incorporated changes to the *Communications Policy of the Government of Canada*.¹

The government stated its new approach to advertising was 'guided by the principles of value for money, transparency, and accountability'.²

¹ The *Communications Policy of the Government of Canada* is available from http://www.tbs-sct.gc.ca/pubs_pol/sipubs/comm/comm_e.asp

² Treasury Board of Canada Secretariat, *New Approach to Government Advertising*, Dated 25 February 2005, Available from http://www.tbs-sct.gc.ca/pubs_pol/sipubs/comm/adv-pub/naga-nmpg_e.asp

As I see it, there are several key features of the new Canadian system which make it quite exemplary in terms of mechanisms in place to ensure transparency and accountability in regard to government advertising.

Key feature 1: Annual reports on government advertising

Canada now has a more detailed oversight of government advertising which includes guidelines, policies and legislation on financial administration. There are now annual reports provided on government advertising in Canada which detail precise advertising costs, expenditure by organisation, investment by media type, the aims and target audience of large ad campaigns, as well as what media they ran in, and a post-advertising evaluation which outlines the results that the campaign achieved.³

Appendix A shows the type of information that the Canadian annual reports include.

Appendix B shows the sort of detailed information which is provided on individual campaigns.

Of particular use are the summaries of expenditures by organisation, media placement by type and media placement by month. This is the sort of detailed information which is needed in Australia to ensure accountability.

Key feature 2: Annual reports on public opinion research

There has also been some discussion in other submissions to the Senate Inquiry regarding the potential partisan advantage to be gained when only certain officeholders have access to the research used for government advertising. This research is potentially of great benefit in an era when research such as focus groups, opinion polls and surveys drive political party strategy, planning, campaigning and advertising.

In 2004, the Canadian Auditor General concluded that public opinion research should 'be managed transparently, with roles and responsibilities clearly defined.'⁴ As a result, the Canadian Government produces annual reports into public opinion research.

Appendix C shows the sort of information contained in these annual reports.

³ See Communication Canada, *A Year of Review: Annual Report on the Government of Canada's Advertising (2002-03)*, Fall 2003 Available from:

http://www.communication.gc.ca/reports_rapports/adv_pub/2002-2003/argca_rapgc_toc.html

⁴ Government Information Services Branch, Public Works and Government Services Canada, *Public Opinion Research in the Government of Canada, Annual Report 2003-2004*, October 2004, Available from: http://www.communication.gc.ca/reports_rapports/por_rop/2003-2004/03-04_toc.html

Key feature 3: Other reforms to improve the amount of up-to-date information available on government advertising activities

Aside from annual reports, the Canadian Government has also implemented the following measures to improve information dissemination:

- 'Information on advertising-related contracts is posted on Contracts Canada, a PWGSC [Public Works and Government Services Canada] Web site.
- Departments and agencies post all advertising contracts over \$10,000 on their Web sites.
- Advertising allocations, as approved by the appropriate committee of Ministers and Treasury Board, are posted on a quarterly basis on the TBS [Treasury Board Secretariat] Web site.
- Advertising projects, including financial information, are tracked through AdMIS⁵ (AdMIS is the Advertising Management Information System for tracking and managing government-wide advertising projects. It was developed to track and electronically document and manage advertising projects for government organizations, including a project's ADV (advertising) numbers, actual cost, scope of work, media plans and evaluation reports...)'⁵

Key feature 4: A commitment to reducing government advertising spending and a target for reduction

In 2004, the Canadian Government committed to reducing spending on government advertising including through a 15 percent reduction in the amount spent on media placement (this represented a targeted saving of CAD\$36 million over three years).⁶

Key feature 5: Reform of processes to increase transparency

In response to the observations provided in the November 2003 *Report of the Auditor General of Canada to the House of Commons* that review of major campaigns lacked transparency, as of 2004/2005, Canadian government advertising proposals;

- 'are reviewed by the Privy Council Office (PCO) and/or the Government Advertising Committee and/or ADM led working groups for presentation to a committee of Ministers. PCO and/or the Government Advertising Committee monitors campaign development and campaign results. Departments and agencies seek Treasury Board approval of resources for campaigns'.⁷

⁵ Public Works and Government Services Canada, *A Year of Renewal: Annual Report on the Government of Canada's Advertising 2003-2004*, Appendix: Chronology of Government of Canada Advertising Renewal, Spring 2005, Available from: <http://www.pwgsc.gc.ca/advrptpub/text/index-e.html>

⁶ Public Works and Government Services Canada, *A Year of Renewal: Annual Report on the Government of Canada's Advertising 2003-2004*, Spring 2005, Available from: <http://www.pwgsc.gc.ca/advrptpub/text/index-e.html>

⁷ Public Works and Government Services Canada, *A Year of Renewal: Annual Report*, Spring 2005.

More detailed information about these processes is available from Canadian Government documents.⁸

Example 2 - Ontario, Canada

While the processes in place at the federal level in Canada are significant, even more striking are the developments which have occurred in the province of Ontario.

Key feature 1: Auditor-General scrutiny

Legislation was introduced in 2004 (the *Government Advertising Act, 2004*) which requires that the provincial Auditor General is responsible for 'reviewing specific types of advertising by government offices before they are released' (see Appendix D).

I am advised that the Auditor General has brought in a lawyer who specialises in advertising as well as the Canadian academic Jonathon W. Rose, author of *Making 'pictures in our heads': Government advertising in Canada* (Praeger 2000), to be in an Advertising Working Group which is in charge of approving the ads. In theory, this will ensure that approval of government ads will be independent of the state. They are due to begin in September.

This accountability system appears to be unique. I am not aware of any other system which institutes this sort of independent scrutiny of government advertising.

The Auditor General and the Advertising Working Group will rely on making judgements about whether ads should be approved by using the set standards outlined in the legislation.

Key feature 2: Guidelines and standards

The required standards set out in the Ontario legislation are:

'Required standards

6.(1) The following are the standards that an item is required to meet:

1. It must be a reasonable means of achieving one or more of the following purposes:
 - i. To inform the public of current or proposed government policies, programs or services available to them.
 - ii. To inform the public of their rights and responsibilities under the law.
 - iii. To encourage or discourage specific social behaviour, in the public interest.
 - iv. To promote Ontario or any part of Ontario as a good place to live, work, invest, study or visit or to promote any economic activity or sector of Ontario's economy.
2. It must include a statement that the item is paid for by the Government of Ontario.

⁸ 'Annex 6 - Step-by-step Approach Under New Advertising Procedures' in Advertising Management Renewal within the Government of Canada - Statement of Evidence Prepared for the Commission of Inquiry into the Sponsorship Program and Advertising Activities, available from: http://www.tbs-sct.gc.ca/gr-rg/gomery/amr-rgp12_e.asp#annsix

3. It must not include the name, voice or image of a member of the Executive Council or a member of the Assembly.
4. It must not be partisan.
5. It must not be a primary objective of the item to foster a positive impression of the governing party or a negative impression of a person or entity who is critical of the government.
6. It must meet such additional standards as may be prescribed. 2004, c. 20, s. 6 (1).⁹

There is also a section relating to 'partisan advertising' which states:

'(3) An item is partisan if, in the opinion of the Auditor General, a primary objective of the item is to promote the partisan political interests of the governing party. 2004, c. 20, s. 6 (3).'

Source: *Government Advertising Act, 2004*

http://www.e-laws.gov.on.ca/DBLaws/Statutes/English/04g20_e.htm

Appendix E contains two backgrounders released by the Ontario Government explaining the rationale and processes for the changes.⁹

Example 3 - New Zealand

Key feature 1 - Guidelines

New Zealand uses guidelines developed in 1989. The *Government Advertising Guidelines* form an appendix to the *Cabinet Manual 2001* (Appendix F). As I mentioned in my first submission, these guidelines state that: 'Government advertising should be presented in unbiased and objective language, and in a manner free from partisan promotion of Government policy and political argument'. They also state that 'Factual information should be outlined clearly and accurately. Comment on and analysis of that information, to amplify its meaning, should be indicated as such'.¹⁰

These guidelines have not been updated since 1989 and a recent report in June 2005 by the New Zealand Controller and Auditor-General concluded that the guidelines are 'unclear and produce inconsistent results'. The Report states that 'The framework for managing publicity and advertising is weak, and needs to be reviewed. Significant improvements are required to assure the integrity of the overall administrative framework'.¹¹

⁹ Further information is also available from <http://www.ontla.on.ca/library/bills/381/25381.htm>

¹⁰ See The Audit Office (New Zealand), *Suggested guidelines for a convention on publicly-funded government advertising and publicity*, Office of the Controller and Auditor-General, Wellington New Zealand, April 1989 and Cabinet Office Circular (CO (89) 17), *Guidelines for Government Advertising*, New Zealand Government, 20 November 1989.

¹¹ New Zealand Controller and Auditor-General, *Report: Government and parliamentary publicity and advertising*, June 2005, p.47.

The Auditor General's 2005 report recommends; 'A single set of principles should apply to parliamentary, ministerial, and State sector publicity' and a new framework should be 'principle-based'.¹²

It goes on to recommend that: 'The principles should:

- recognise the legitimacy of taxpayer funds being spent on publicity of government and parliamentary business, subject to appropriate constraints;
- describe the appropriate constraints (including purpose and scope, justification, and manner of presentation);
- take account of the multi-party political environment under MMP, including the particular publicity requirements of coalition partners;
- set out an acceptable test for dealing with political content and indirect party political benefit. The test should recognise the different contexts in which publicity material may be prepared, but articulate clearly the minimum public expectation¹³; and
- say how, and to whom, responsibility for using resources and complying with relevant rules or standards is to be assigned.

The principles should also:

- recognise that publicity, like any form of taxpayer funded activity, should be undertaken in an efficient and financially prudent manner, and achieve value for money;
- address the need for appropriate standards of transparency (including what rules and standards apply, their objectivity, clarity and accessibility, and how decisions are made under them); and
- say how, and to what extent, those who have access to resources'.¹³

In view of the fact that the standing 1989 New Zealand guidelines (even if judged to be inadequate) are far more stringent than those currently in use at the federal level in Australia, there is a large element of generosity in the way that this New Zealand report (after a visit to Australia) lists some Australian features as 'positive administration practices' – referring particularly to the GCU and branding design – without mention of any of the controversies which have plagued the Australian system of lax administration of government advertising.

Example 4 – the United States

Key feature 1 - Legislation prohibiting misuse of appropriated funds

As I discussed in my original submission, in the US, the law specifically states that: 'Appropriated funds may never be used "in a general propaganda effort designed to aid a

¹² *ibid*, p.48.

¹³ *ibid*.

political party or candidates.” This provision (or an earlier version of it) has been in force there since 1952.¹⁴

The publicity or propaganda restriction prohibits the use of appropriated funds solely for partisan purposes. Congress has also ‘enacted a number of statutes that restrict agencies’ authority to spend funds for “publicity or propaganda” or lobbying.¹⁵

Key feature 2 – Broadcasters donate free time for government advertising as part of their licence conditions

In the US, many government advertisements are made and broadcast for free. This tradition of unpaid/free advertising stems from the Federal Communications Commission’s (FCC) requirements (as outlined in the *Communications Act 1934*) that a broadcaster operate in ‘the public interest’ and this has meant providing free airtime for public service announcements (PSAs).

The FCC advises that:

there is no specific requirement as to the amount of time a broadcast licensee should devote to public service programming. The licensee is expected to serve the needs and interests of his/her service area and to provide programming which in fact constitutes a diligent effort, in good faith, to provide for these needs and interests. However, within this broad framework the licensee has the obligation to decide which type of programs, including announcements, are presented.

Under the public interest standard in the *Communications Act*, the FCC expects its broadcast licensees to be aware of the important problems or issues in the communities their stations serve and to foster public understanding by presenting some programs and/or announcements about local issues, but broadcasters--not the FCC or other governmental agencies--are responsible for selecting all the material aired by their stations.¹⁶

In practice, McGuire has argued that ‘the average TV station’ airs about 200 public service announcements per week in the US.¹⁷

¹⁴ Government Accountability Office (US), 2004, ‘Medicare Prescription Drug, Improvement, and Modernization Act of 2003-Use of appropriated funds for flyer and print and television advertisements, B-302504, March 10, 2004’, GAO, <<http://www.gao.gov/decisions/other/302504.htm>> [20 July 2004].

¹⁵ ‘See, e.g., Pub. L. No. 106-58, § 627 (1999) (“No part of any funds appropriated in this or any other Act shall be used . . . for publicity or propaganda purposes . . . designed to support or defeat legislation pending before the Congress, except in presentation to the Congress itself.”); 5 U.S.C. § 3107 (“Appropriated funds may not be used to pay a publicity expert unless specifically appropriated for that purpose.”); 18 U.S.C. § 1913 (“No part of the money appropriated by any enactment of Congress shall . . . be used . . . to favor or oppose, by vote or otherwise, any legislation or appropriation by Congress . . .”). (Daniel Koffsky, Acting Deputy Assistant Attorney General, Office of Legal Counsel, ‘GENERAL SERVICES ADMINISTRATION USE OF GOVERNMENT FUNDS FOR ADVERTISING’, 19 January 2001, available from <http://www.usdoj.gov/olc/gsafinal.htm>

¹⁶ US Federal Communications Commission (FCC), Email response to the author titled Rep Number TSR58, 25 August 2005.

¹⁷ McGuire, Jack ‘Let’s Clear The Air About Public Service Announcements’, *PSA Research*, undated, accessed 24 August 2005, <http://www.psaresearch.com/cafl020.html>

It is significant that, in the US, television and radio stations donate free time for government ads in a spirit of public and community service but also advertising agents donate their time and creative efforts to make many of these ads.

The Ad Council has played a key role in making free PSAs since World War II (when it was known as the War Advertising Council). It continues to make advertisements for government departments and agencies including the US Army, US Department of Health & Human Services, US Department of Homeland Security, U.S. Department of Housing and Urban Development, US Department of Transportation / NHTSA and US Environmental Protection Agency. The Ad Council is:

'a private, non-profit organization that marshals volunteer talent from the advertising and communications industries, the facilities of the media, and the resources of the business and non-profit communities to deliver critical messages to the American public. The Ad Council produces, distributes and promotes thousands of public service campaigns on behalf of non-profit organizations and government agencies in issue areas such as improving the quality of life for children, preventative health, education, community well being, environmental preservation and strengthening families.'

According to the Ad Council, 'campaigns produced by the Ad Council received an estimated \$1.7 billion in donated media time and space during 2004. This support marks a 33% increase from 2003....'¹⁸ The Ad Council produced advertising for government departments on a range of topics including prevention campaigns on drug use, obesity, drunk driving and domestic violence.

However, the *Government Executive Magazine* explains the context of fiscal priorities for media outlets which now compete with the tradition of free time:

'Until recently, the government relied mostly on public service announcements [(PSAs)]to get the word out about such things as responding to the census, the dangers of drugs and the benefits of military service. Ad agencies donated the creative component and broadcast networks offered free air time.

The New York City-based Ad Council has helped put together many of those ads since World War II...PSAs remain an important part of government advertising.... But PSAs run only when networks have time to donate, so they tend to air at odd hours during less-popular programming. "With the economy as good as it is and advertising space tighter and tighter, it's harder and harder for the government to get its message across in the donated media environment," says Donna Feiner, senior vice president of the Ad Council.... As a result, more agencies are turning to sophisticated paid advertising campaigns, and using PSAs only as a supplement...'¹⁹

¹⁸ Ad Council, *PSA Bulletin*, July/August 2005, Available from http://psab.adcouncil.org/2005_July_August/

¹⁹ Zeller, Shawn 'Hard Sell', *Government Executive Magazine*, 1 September 2000, Available from <http://www.govexec.com/features/0900/0900s4.htm>

The other part of the context, explained by Murry and Stam et al (1996), is that:

'in the early 1980s, the Federal Communications Commission (FCC) relaxed its requirement when evaluating, for the purpose of license renewal, if a broadcasting station had indeed acted in the public interest. Whereas, formerly under a rigid "non-entertainment programming guideline," broadcasters were required to run PSAs for successful license renewal, there is currently no specific requirement to broadcast PSAs per se. Although broadcasters are still required to be responsive to the public interest, the means used to do so is not mandated (FCC 1981). Thus, changes in broadcast media regulation have also influenced the amount of "free" media available for all public information campaigns.²⁰

This means that traditionally and currently, broadcasters and publishers have 'provided PSA campaigns with less desirable slots that they could not sell to paying advertisers.'²¹ This is why government departments now supplement the free ads with paid ones so that they can then select more appropriate time slots if necessary. Nevertheless, the public interest requirement has meant that the US government, although still a large advertiser, is not the largest advertiser in the country and has been able to save significant costs.

For example, between 1991-2004, the Australian federal government spent \$13.7 million on domestic violence campaigns, \$2.9 million on drugs campaigns and \$18.5 million on national security campaigns.²² In the US, often ads for these types of campaigns are created and broadcast for free.

If the Australian government is really committed to broadcast advertising as a way in which to communicate important community and public service announcements, the American experience with television stations donating free time is a significant option which can be enforced in Australia by requiring that broadcasters broadcast public service announcements as part of their licence conditions.

The 'public interest' requirement was instituted in the United States in recognition of several factors which we in Australia would do well to consider in this respect: a) the airwaves are a public resource which the public allows broadcast licence holders to use in order to make a substantial private profit; b) there is traditionally limited spectrum and channels available and b) therefore, in return for holding a lucrative but finite public resource, the Australian community is entitled to expect some public interest obligations.²³

²⁰ Murry, John P., Jr., Antonie Stam, and John L. Lastovicka. "Paid- versus donated-media strategies for public service announcement campaigns." *Public Opinion Quarterly* 60.n1 (Spring 1996): 1(29)

²¹ Murry, John P., Jr., Antonie Stam, and John L. Lastovicka. "Paid- versus donated-media strategies for public service announcement campaigns." *Public Opinion Quarterly* 60.n1 (Spring 1996): 1(29)

²² Richard, Grant, 2003-04, 'Research Note no.62 2003-04: Federal government advertising', Canberra, Parliamentary Library, Parliament of Australia.

²³ I have previously discussed this in relation to political advertising in Young, Sally, *The Persuaders: Inside the Hidden Machine of Political Advertising*, Pluto Press, North Melbourne, 2004, p.296.

Example 5 – the United Kingdom

Key feature 1 - Guidelines

I should begin this section by noting that the presence of guidelines has not prevented high spending on government ads nor has it prevented controversy over spending in the UK. The case of the UK (and, to a lesser extent, New Zealand) demonstrates that guidelines work best in conjunction with some form of independent scrutiny such as that in place in Ontario. Nevertheless, the guidelines in place in the UK are more stringent than those in operation in Australia and are therefore worthy of consideration.

Appendix G shows the UK guidelines.

Response to question taken on notice at my 18 August appearance

In response to Senator Fifield's question about Table 1 in my second submission, I have asked Nielsen Media Research UK to confirm whether, in their listing of the UK government as a major national advertiser they include advertising by the Scottish and Welsh assemblies and large regional councils and will provide their response as soon as it is forthcoming.

Conclusion

There are a number of features which ensure greater transparency, accountability and cost-effectiveness in other comparable countries which we should consider in Australia.

Thank you for the opportunity to provide this additional submission.

Yours sincerely,

Sally Young
29 August 2005

Appendix A –Contents in Canadian annual reports on government advertising (2003-04 and 2002-03)

The following table of contents is taken from the annual report on Canadian government advertising for 2003-04. It includes:

- **Chapter 1: Background**
 - Overview
 - Advertising Renewal
 - Organizational Changes within the Government of Canada
 - November 2003 Report of the Auditor General of Canada to the House of Commons
 - Commission of Inquiry into the Sponsorship Program and Advertising Activities
- **Chapter 2: Key Results**
 - Building Capacity
 - Procurement of Advertising Services
 - Increased Value for Money
 - Increased Transparency and Accountability
 - Measures Taken in Response to the November 2003 Report of the Auditor General of Canada to the House of Commons
- **Chapter 3: Advertising Activity**
 - Summary of Campaigns
 - Expenditures by Organization
 - Suppliers Used by the Government of Canada
 - Media Placement by Type
 - Media Placement by Month
 - Contracts and ADV Numbers
- **Chapter 4: The Road Ahead**
 - Strengthening the Management of Government of Canada Advertising
 - Implementing Advertising Renewal
- **An Invitation to Readers (Feedback)**
- **Appendix**
 - Chronology of Government of Canada Advertising Renewal
 - List of Measures Taken in Response to the November 2003 Report of the Auditor General of Canada to the House of Commons
 - Campaign Highlights and Results
 - University of Life
 - Canadian Forces Recruitment
 - Smoking Cessation 2003-2004
 - Services for Children (National Child Benefit)
 - Advertising Standing Offers and Supply Arrangements

Source: Public Works and Government Services Canada, *A Year of Renewal: Annual Report on the Government of Canada's Advertising 2003-2004*, Appendix: Chronology of Government of Canada Advertising Renewal, Spring 2005, Available from:
<http://www.pwgsc.gc.ca/advrptpub/text/index-e.html>

The following table of contents is taken from the annual report on Canadian government advertising for 2002-03. It includes:

- **Chapter 1: Advertising Overview**
 - Why Does the Government of Canada Advertise?
 - Government of Canada Advertising Policies and Acts
 - Coordination
 - The Advertising Process
 - The Government of Canada's Advertising Plan
 - The Six-Step Process for a Government Advertising Campaign
- **Chapter 2: Advertising Renewal**
 - Improving Communications with Canadians
 - Communication Activities Review
 - Advertising Renewal Process
- **Chapter 3: Advertising Activity**
 - Summary of Campaigns
 - Organizational Responsibilities
 - Expenditures by Organization
 - Advertising Agencies engaged by the Government of Canada
 - Investment by Media Type
- **Chapter 4: The Road Ahead**
 - Implementing the Government of Canada Advertising Renewal
 - Building Capacity
- **An Invitation to Readers**
- **Appendix: Government of Canada Campaign Highlights and Results**
 - Spring 2003 Tax Filing Campaign
 - Smoking Cessation 2003
 - Canada Site Campaign
 - Canada Savings Bonds
 - Canada's Permanent Resident Card
 - Climate Change

Source: Communication Canada, *A Year of Review: Annual Report on the Government of Canada's Advertising (2002-03)*, Fall 2003 Available from:
http://www.communication.gc.ca/reports_rapports/adv_pub/2002-2003/argca_rapgcc_toc.html

Appendix B – Example of information contained in Annual Reports on government advertising regarding specific campaigns

Campaign Title: Spring 2003 Tax Filing Campaign

Department:	Canada Customs and Revenue Agency (CCRA)
Campaign Dates:	<p>March 24 to April 14, 2003</p> <ul style="list-style-type: none"> • Three-week campaign with an additional two weeks on minority-language radio stations only
Objectives:	<ul style="list-style-type: none"> • Increase awareness of, and intent to use, electronic services related to tax information and filing during the filing season • Provide an easier, faster source of tax information available 24/7 • Enhance perception of the Government of Canada's and CCRA's commitment to service and innovation
Target Audience:	<p>Internet users</p> <ul style="list-style-type: none"> • Primary target: 25 – 34 year-olds • Secondary target: 35 – 44 year-olds
Media:	<p>Radio</p> <ul style="list-style-type: none"> • One 30-second spot (English and French) • <i>Mainstream Radio</i>: 2,200 total gross rating points (GRPs) from March 24 – April 13 (three week campaign) in Vancouver, Toronto and Montreal (English and French) • <i>Minority Language Radio Stations</i>: Reach plan of March 24 – April 28 (five week campaign) in 17 markets <p>Television</p> <ul style="list-style-type: none"> • One 30-second spot (English and French) • Three-week campaign (March 24 – April 13) <p><i>Mainstream Television:</i></p> <ul style="list-style-type: none"> • 250–400 GRPs weekly • 43 markets; networks, affiliates and specialty channels • 70% prime time • Total of 32,750 GRPs for three-week campaign <p><i>Ethnic Television Stations</i></p> <ul style="list-style-type: none"> • Six networks: CJNT in Quebec; OMNI, CFMT and Teletatino in Ontario; TalentVision and Fairchild in the western provinces

Evaluation:	<p>Advertising Campaign Evaluation Tool</p> <p>Method</p> <ul style="list-style-type: none"> • 1,022 Canadians surveyed by telephone • Post-campaign <p>Results</p> <ul style="list-style-type: none"> • 47% of respondents recalled seeing the television advertisement • Those who saw the advertisement had a significantly higher level awareness of messages contained in the advertisement than those who had not; e.g. 42% of those who saw the advertisement were aware they could track their tax refund on the CCRA Web site; only 25% of those who had not seen the advertisement were aware of this feature. <p>Pre- and Post-Campaign Awareness Surveys</p> <p>Method</p> <ul style="list-style-type: none"> • Two telephone surveys (part of a weekly national omnibus survey); one the week before the campaign, one the week after • Common questions on both surveys • 1,300 Canadian adults surveyed <p>Results</p> <ul style="list-style-type: none"> • Post campaign results showed significant increases in awareness of key messages from pre-campaign period among those who reported seeing the advertisement; e.g. before the campaign, 41% were aware you could find out how to file online on the CCRA's Web site, while 73% were aware after the campaign.
Campaign Costs:	<p>Creative Testing (focus groups)</p> <ul style="list-style-type: none"> • Stage One \$37,184 • Stage Two \$35,060 <p>Pre-campaign awareness survey \$40,098</p> <p>Production \$434,981</p> <p>Media Placement</p> <ul style="list-style-type: none"> • 2002/03 fiscal year \$1,328,127 • 2003/04 fiscal year \$2,193,430 <p>Evaluation</p> <ul style="list-style-type: none"> • Advertising Campaign Evaluation Tool (ACET) \$23,655

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|--|---|
| | <ul style="list-style-type: none">• CCRA Post-campaign \$52,323 |
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Source: Communication Canada, *A Year of Review: Annual Report on the Government of Canada's Advertising (2002-03)*, Fall 2003 Appendix. Available from:
http://www.communication.gc.ca/reports_rapports/adv_pub/2002-2003/argca_rapgc_12_e.html#a_1

Appendix C – Example of Canadian annual report on public opinion research conducted by the Government of Canada (2003-04)

The following table of contents is taken from the annual report on public opinion research for 2003-04. It includes:

- **Issues and Activities for 2004-2005**
- **Overview of Public Opinion Research in 2003-2004 in the Government of Canada**
 - Annual Total Investment in Public Opinion Research
 - Overall Business Volume - Advisory Services
 - Top Departments and Agencies for all Public Opinion Research by Business Volume
 - Investment in Public Opinion Research from 2001 to 2004
 - Comparison of Custom and Syndicated Studies
 - Type of Research as a Percentage of Total Investment in Custom Research
 - Percentage of Projects and Total Investment Based on the Research Methodology for Custom Research
- **Highlights of Key Public Opinion Research Projects**
 - Health Canada
 - Human Resources Development Canada
 - Canadian Heritage
 - Foreign Affairs and International Trade Canada
 - Canada Customs and Revenue Agency
 - Industry Canada
 - Agriculture and Agri-Food Canada
 - Natural Resources Canada
 - Environment Canada
 - Treasury Board of Canada Secretariat
- **Highlights of Investment in Syndicated Studies**
- **Research Firms Rankings**
 - Top Ten Research Firms for all Public Opinion Research by Business Volume
 - Top Ten Research Firms for Syndicated Studies by Business Volume
 - Top Ten Research Firms for Custom Research by Business Volume
- **Appendices**
 - Appendix One: Complete Listing of Departments and Agencies by Business Volume
 - Appendix Two: Complete Listing of Research Firms by Business Volume
 - Appendix Three: Thematic Overview of Syndicated Studies in 2003-2004
 - Appendix Four: Standing Offers and Supply Arrangements

Source: Government Information Services Branch, Public Works and Government Services Canada, *Public Opinion Research in the Government of Canada, Annual Report 2003-2004*, October 2004, Available from:
http://www.communication.gc.ca/reports_rapports/por_rop/2003-2004/03-04_toc.html

Appendix D – Statement announcing Auditor General scrutiny in Ontario

Auditor General to Review Government Advertising

Toronto—On December 9, 2004, the *Government Advertising Act, 2004* received royal assent. This Act makes the Auditor General responsible for reviewing specific types of advertising by government offices before they are released. Among the standards that printed or broadcast advertising items must meet:

- The purpose of the item must be to: inform the public of policies or available programs or services; inform the public of its rights and responsibilities under the law; in the public interest, encourage or discourage specific social behaviour; and/or promote Ontario or part of Ontario as a good place to live, work, invest, study, or visit or promote an activity or sector of Ontario's economy.
- The item must not include the name, voice, or image of a member of the Executive Council or a member of the Assembly.
- Most of all, the item must not be partisan—that is, it must not primarily aim to promote the partisan political interests of the governing party.

As well as outlining other specific standards, the Act provides for the setting of additional standards through regulations.

The Auditor General can exercise discretion in setting up a review mechanism, which may include the appointment of an Advertising Commissioner. The Office of the Auditor General will have a prescribed number of days to notify the government office of the review results. In cases where the Auditor General has deemed that an item does not meet the standards, the issuing government office will be able to submit a revised version of the item to the Auditor General for a further review. Any item that does not, in the opinion of the Auditor General, meet the standards required by the Act cannot be used, and the Auditor General's decision is final.

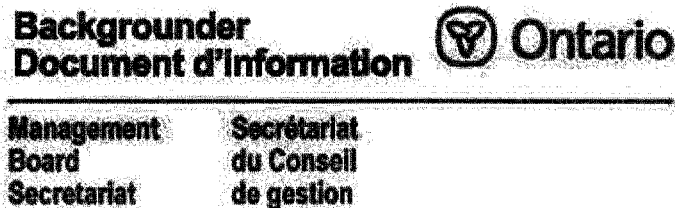
The Auditor General will report annually to the Speaker of the Legislative Assembly on any contraventions of the Act and on expenditures—both for government advertising generally and for the specific advertising items reviewable under the Act.

All sections of the *Government Advertising Act, 2004* are to come into force on a day to be proclaimed by the Lieutenant Governor.

Source: (accessed 23 August 2005):

http://www.auditor.on.ca/english/whatsnew_advertising.htm

**Appendix E – Two backgrounders from the Ontario Government regarding the
*Government Advertising Act, 2004***



FOR IMMEDIATE RELEASE

**PROPOSED GOVERNMENT ADVERTISING ACT, 2003
STANDARDS AND APPLICATION**

The proposed Government Advertising Act, 2003 would require the office of the Provincial Auditor to review government advertising in advance. Advertisements for review would include those items developed to appear on television, radio, billboards, in print, as well as print material the government would pay to have distributed to households in Ontario by bulk mail. Any advertisement deemed to promote partisan interests by the Provincial Auditor, or his appointed designate – the Advertising Commissioner, would not proceed.

Advertising would have to meet the following standards under the proposed Act:

1. It must be a reasonable means to:
 - inform the public of current or proposed government policies, programs or services;
 - inform the public of their rights and responsibilities;
 - encourage or discourage specific social behaviours in the public interest;
 - promote Ontario or any part of Ontario as a good place to live, work, invest, study or visit.
2. Must include a statement that the advertisement is paid for by the Government of Ontario.
3. Must not include the name, voice or image of a member of the Executive Council or a member of the Assembly.
4. Must not be partisan.
5. Must not have as a primary objective to foster a positive impression of the governing party or a negative impression of a person or entity who is critical of the government.
6. Must meet such additional standards as may be prescribed.

Advertising done on an urgent matter affecting public health or safety, public notices required by law, Government of Ontario tenders and job advertisements would be exempt from the legislation.

The following case studies demonstrate how the advertising standards could apply:

Situation 1

An advertising campaign is developed to target the prevention of teenage smoking. Would this ad proceed under this legislation?

Yes. A non-partisan campaign to encourage specific social behaviour that is in the public interest would be permissible provided it was reviewed by the Provincial Auditor in advance and it met the standards set out in the legislation.

Situation 2

An advertising campaign critical of a particular organization or group of people is developed to promote specific government initiatives in a particular area. Would this ad proceed under this legislation?

No. It would no longer be acceptable for public funds to be used to foster a negative impression of a person or entity among the public.

Situation 3

A ministry develops a television advertising campaign to promote the success of a specific government initiative. Would this be allowed under this legislation?

No. Public funds could no longer be used to promote and foster a positive impression of the governing party.

Situation 4

The government develops a brochure outlining tips on how households can conserve energy. This brochure would be distributed by bulk mail. Would this be subject to review of the auditor?

Yes. Any item that the government would pay to have distributed by bulk mail to Ontario households would have to meet the standards set out in the legislation and would be reviewed by the Provincial Auditor in advance.

Situation 5

A ministry develops a television advertising campaign to promote tourism and investment in Ontario. Would this be allowed under this legislation?

Yes. Public funds could be used to promote any part of Ontario as a good place to live, work, invest, study or visit as long as the ad meets the standards set out in the legislation and is reviewed by the Provincial Auditor in advance.

Situation 6

A ministry develops an advertising campaign to inform the public about an urgent health matter, and outlines steps to protect the public. Would this be allowed under this legislation?

Yes. Such advertising would be exempt from review of the Provincial Auditor. This type

of ad would be exempt to ensure that the public receives urgent information on a timely basis.'

Source : Ontario Government (Canada), Ministry of Government Services, press release, available from <http://www.gov.on.ca/MBS/english/mbs/releases/general/dec1103-bkgd.html>

FOR IMMEDIATE RELEASE

**McGUINTY GOVERNMENT DELIVERS POSITIVE CHANGE
BY ACTING TO BAN PARTISAN ADVERTISING**

Office of the Provincial Auditor to review government advertising

TORONTO – December 11, 2003 - Groundbreaking legislation was introduced today to ban partisan advertising as part of the McGuinty government's pledge to deliver positive change to Ontario, announced Management Board Chair Gerry Phillips.

"As part of our commitment to a more open, democratic Ontario, and to a government that works for the people it serves, we are acting to ban partisan government advertising," Phillips said. "Every dollar spent on self-serving partisan advertisements is a dollar less for our classrooms, our health care system and our water inspectors. We are committed to moving the government forward in a new, more positive direction and to putting the public interest first, for a change."

The Government Advertising Act, 2003 would, if passed, require the Office of the Provincial Auditor to prescreen proposed government advertising. "This legislation, believed to be the first of its kind in North America, would ensure that government advertising is appropriate and fiscally responsible," Phillips said.

"The provincial auditor is an independent officer of the Legislature and is best suited to take on this new role," Phillips said. "This bill contains strict standards that would be applied by the Provincial Auditor in the review of government advertising." As well, the Provincial Auditor would issue an annual report detailing the cost of government advertising for the year.

"We are setting high standards for ourselves because Ontarians want their hard-earned tax dollars used to serve them and improve critical public services, instead of serving partisan purposes," Phillips added.

Source: Ontario Government (Canada), Ministry of Government Services, press release, available from <http://www.gov.on.ca/MBS/english/mbs/releases/general/dec1103.html>

Appendix F – New Zealand government guidelines

‘Appendix 2: Guidelines for Government Advertising

These guidelines were approved by Cabinet and issued on 20 November 1989

Introduction

1 This document provides guidelines for Ministers and government departments for the preparation of and expenditure of public funds on government advertising and publicity. The guidelines may also be a useful reference point for other organisations which spend public funds on advertising and publicity.

Purpose

2 Governments may legitimately use public funds for advertising and publicity to explain their policies, and to inform the public of the government services available to them and of their rights and responsibilities. These guidelines recognise the public concern that government advertising should not be conducted in a manner that results in public funds being used to finance publicity for party political purposes.

Scope

3 Government advertising refers to any process for which payment is made from public funds for the purpose of publicising any policy, product, service, or activity provided at public expense by the government.

4 Government advertising should deal with matters in which the government has direct responsibility. The objective of the advertising may be to:
inform the public of proposed/new/revised/existing government policies;
inform the public of government services available to them;
advise the public of new/revised/existing entitlements or responsibilities;
encourage the public to adopt certain kinds of social behaviour generally regarded as being in the public interest (eg road safety advertising).

Presentation

5 Government advertising should be presented in a manner which is:
Accurate, factual, truthful. Factual information should be outlined clearly and accurately. Comment on and analysis of that information, to amplify its meaning, should be indicated as such.

Fair, honest, impartial. The material should be presented in unbiased and objective language, and in a manner free from partisan promotion of government policy and political argument.

Lawful, proper. The material should comply with the law.

Format and Production

6 Government advertising may be in the form of:

printed matter such as parliamentary papers, discussion and consultative documents, booklets, pamphlets, and posters;

audio-visual material such as films and video-tapes;

advertisements and sponsored features in the press, on radio, and on television.

7 The preparation of well structured public relations strategies, involving one or more of the above forms of advertising, may be appropriate to guide the announcement and dissemination of information about major approved policy initiatives, particularly if the issue is relevant to a number of Ministerial portfolios.

8 The development of advertising material may involve the use of public relations consultants, market research agencies, advertising agencies, or other specialist consultants. In such cases reasonable and fair procedures for the tendering and employment of consultants should be followed. Only exceptional circumstances, such as extreme urgency, should necessitate a departure from reasonable and fair tendering procedures.

Distribution

9 Major policy proposals may be presented to Parliament as White or Green papers, or publicly released by way of discussion documents. Such publications should be deposited in the Parliamentary Library at the time of publication and may be sent unsolicited to media representatives and interested parties. They are not, as a rule, distributed unsolicited to the general public, although copies may be provided on request either free or at a price to cover publication and distribution costs. A period allowing for public submission and comment is often specified.

10 Brief factual information documents and leaflets informing the public of new policies or entitlements may be sent unsolicited to the public, particularly when forming one element of a wider advertising strategy on a major policy issue, as suggested in paragraph 7 above.

Justification and Accountability

11 Governments are accountable to Parliament for the use they make of all public funds. Government advertising should be undertaken only where there is an identified and justifiable information need by the intended recipients. This is particularly important in the case of major publicity strategies requiring significant amounts of public funds. It is appropriate in such cases to designate one person as project manager to be responsible for implementation. In any event every piece of material disseminated should include a clear attribution as to its origin and the Minister/agency accountable for it.

Implementation

12 The onus is on Ministers and government departments to ensure that these guidelines are followed. They need to be read in association with other requirements that govern the expenditure of public monies such as the presence of an appropriation and other statutory provisions affecting such expenditures.

References

These guidelines have been formulated with reference to the following documents:

1 The United Kingdom Cabinet Office Note on Central Government Conventions on Publicity and Advertising of 25 April 1985.

2 The Suggested Guidelines for a Convention on Publicly-Funded Government Advertising and Publicity, tabled in the House of Representatives by the Controller and Auditor-General on 2 May 1989. ‘

Source: <http://www.dpmc.govt.nz/cabinet/manual/appendix2.html>

Appendix G – United Kingdom government guidelines

'Guidance on the work of the Government Information Service - Annex A

Government Publicity and Advertising

1. This note sets out and provides guidance on the conventions which successive Governments have applied to their advertising and paid or unpaid publicity.

Propriety - Basic Conventions

2. The main conventions require that Government publicity:

- i. should be relevant to Government responsibilities;
- ii. should be objective and explanatory, not tendentious or polemical;
- iii. should not be, or be liable to misrepresentation as being, party political; and
- iv. should be conducted in an economic and appropriate way, having regard to the need to be able to justify the costs as expenditure of public funds.

General

3. These conventions continue to serve the Government and the public well. They are in general terms but have in practice provided an adequate basis for the exercise of judgement in individual cases. They are consistent with the principles set out in the new Civil Service Code, and complementary principles of Ministerial conduct, including the duty of Ministers to give Parliament and the public as full information as possible about the policies, decisions and actions of the Government, and not to deceive or knowingly mislead, and the duty not to use public resources for party-political purposes.

4. More detailed guidance on the application of the conventions to the main kinds of Government publicity is contained in the Guidance Note on the work of the Government Information Service, which also includes specific notes on Government use of public relations consultants, Government use of direct marketing, and value for money issues.

5. The conventions apply to both "paid" and "unpaid" publicity. "Paid" publicity includes paid advertising in the press, on radio and on television, government-produced or sponsored software and video material, leaflet campaigns, material placed on the Internet, exhibitions etc. "Unpaid" publicity includes papers presented to Parliament as White and Green Papers and other consultation documents which are sold to the public; press notices; public inquiry unit and other official briefing material (all of which may nevertheless involve some cost to public funds through Civil Service costs) and printed

and other information which carries Government support but which may be paid for or sponsored by a third party.

6. Ministers and Heads of Department need to be on their guard against the dangers of inappropriate use of publicity. These can stem as much from context, treatment, style, tone and quality of presentation as from the actual text employed. Each of these will need to be examined. A publicity campaign, or individual components of it, needs to be closely scrutinised not only in detail but also for its overall effect. "Image building", whether explicit or implied, and whether of Government or Minister, is not acceptable. The test is whether a campaign, taken both as a whole and in part, can be justified as an effective response to a requirement to communicate with the public, or a particular section of it, on an issue of importance.

Paid Publicity

7. Departments, collectively, form a big purchasing group and as well as providing general information for the public, Government uses publicity to influence the social behaviour of individuals and businesses. It is right and proper for Government to use public funds and resources for publicity and advertising to explain their policies and to inform the public of the Government services available to them and of their rights and liabilities. These resources may not, however, be used to support publicity for party political purposes; this rule governs not only decisions about what may or may not be published but also the content, style and distribution of what is published. This basic rule covering all Government publicity and advertising has been accepted under successive Administrations.

Unsolicited Material

8. Distribution of unsolicited material must be carefully controlled. As a general rule, publicity touching on politically controversial issues should not reach members of the public unsolicited, except where the information clearly and directly affects their interests. The level of intrusion is highest for television, radio, newspaper and poster advertising and material delivered to people's homes, and lowest for material available only on request. The general rule is that leaflets etc may be issued:

- a. in response to individual requests, or enclosed with replies to related correspondence; and
- b. to organisations or individuals with a known interest or, with the organisation's agreement, in bulk for distribution at their own expense to their membership only.

Procedures

9. The responsibility for ensuring that the conventions on propriety are observed, and that value for money is being achieved, rests with Departments and in particular with departmental Ministers and Heads of Department. The principal source of advice to

Ministers and Heads of Department in this field is the departmental Head of Information. Officials planning publicity or advertising campaigns should consult their Departmental Head of Information at the earliest stage and Heads of Department should ensure that the Head of Information always has sufficient opportunity to advise on proposals for paid publicity, as well as the departmental Finance Division.

10. If the departmental arrangements work well, the need for reference to central advice should be very limited. It is likely to arise in three distinct circumstances:

i. if a publicity proposal falls into a category where central reference is mandatory, as is at present the case for paid publicity in advance of legislative approval (see para 14);

ii. if a proposal is "novel or contentious" in expenditure terms, in which case reference to the Treasury would be expected under the rules in Government Accounting and the public expenditure conventions generally;

iii. where a Minister, Head of Department or Head of Information wanted a second opinion on the compatibility of a proposal with the current central guidance.

11. Departments will generally wish to seek professional advice on the most appropriate and effective ways of meeting their publicity objectives. Heads of Information are best placed to provide such advice, both directly and in consultation with the wide range of private sector specialists that they commission and manage. Heads of Information regularly exchange advice and experience with their opposite numbers in other Government Departments and, where necessary, consult the Central Office of Information.

12. The Treasury, and where necessary the Chief Secretary, Treasury, will continue to provide advice on value for money issues relating to Government publicity and advertising.

13. On matters of propriety, Departments should first turn to the Head of the Government Information Service. He/she will advise if the matter needs further consideration by the Machinery of Government and Standards Group, or the Head of the Home Civil Service.

14. Government publicity for proposals which are, or may become, the subject of legislation in Parliament remains a particularly sensitive area. Until such measures have become law, any Government publicity must neither assume nor anticipate Parliamentary approval. Ministers should therefore ensure that all proposals for paid publicity (including, for example, leaflets) about the contents of legislation in advance of Parliamentary approval, together with the proposed distribution of the material, are referred to the Secretary of the Cabinet and copied to the Minister for the Cabinet Office.'

Source: UK Cabinet Office, 'Guidance on the Work of the Government Information Service', last updated June 2005
http://www.cabinetoffice.gov.uk/propriety_and_ethics/civil_service/government_information_service/annex_a.asp