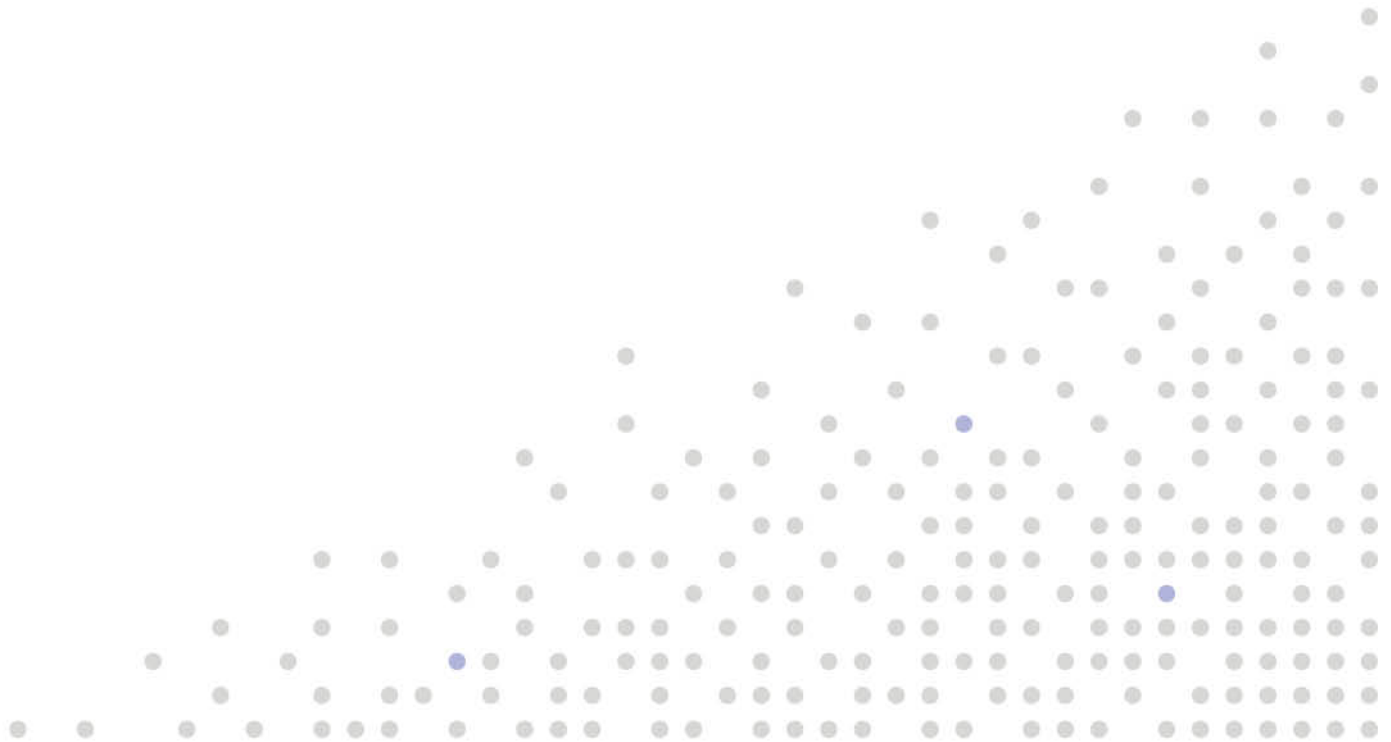
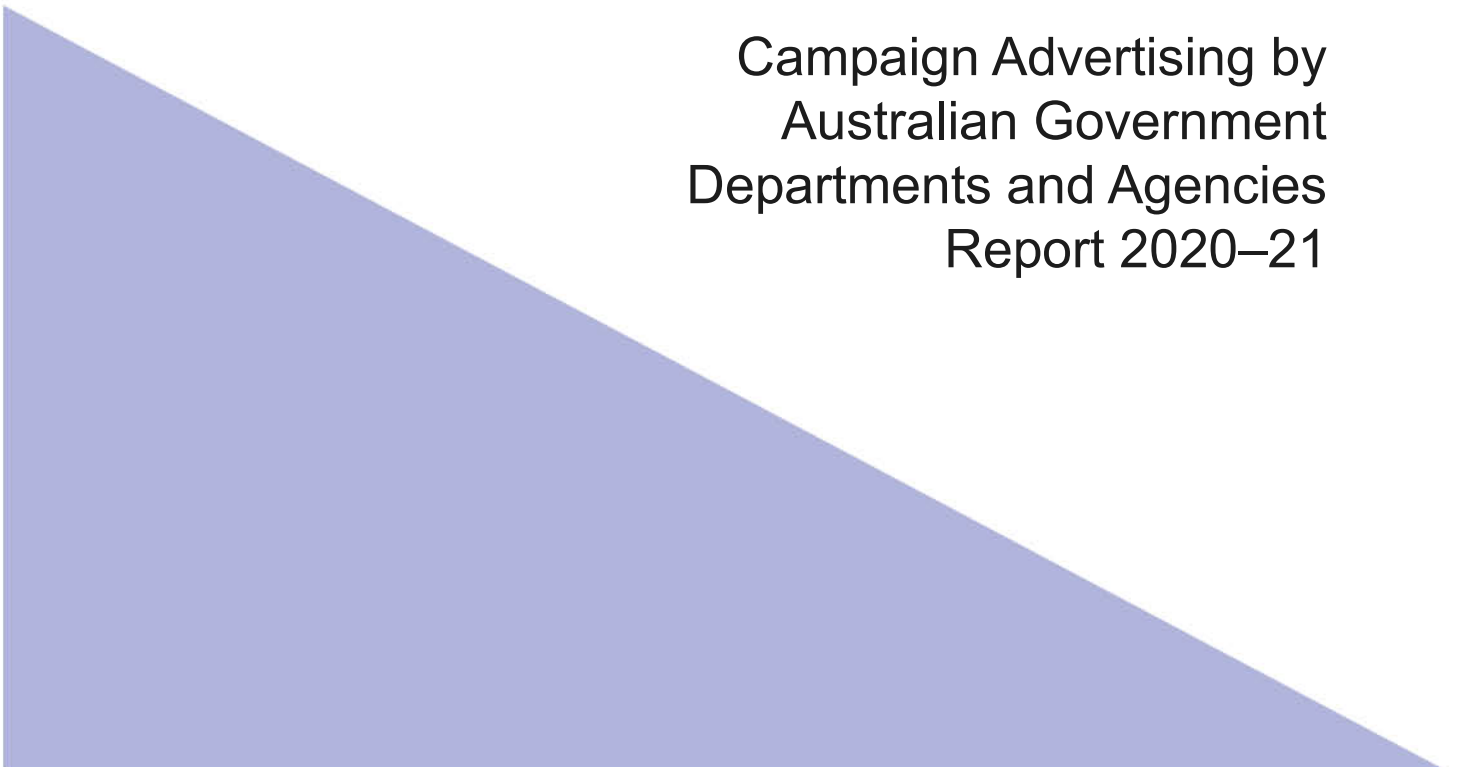




Australian Government
Department of Finance



Campaign Advertising by
Australian Government
Departments and Agencies
Report 2020–21



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About the Reports on Campaign Advertising

This report details campaigns undertaken by non-corporate Commonwealth entities under the *Public Governance, Performance and Accountability Act 2013* (PGPA Act) for which expenditure was greater than \$250,000.

This report covers the 2020–21 financial year and provides detail of 15 advertising campaigns which ran during the period, based on data sourced from the Department of Finance’s Central Advertising System.

For each campaign, a short description and breakdown of expenditure by advertising medium is provided. Where campaigns did not use ethnic and/or Indigenous media, the reasoning (‘exception report’) from the responsible entities is provided in Chapter 2 of this report.

This report also provides data on both direct media placement expenditure and associated indirect campaign advertising expenditure, such as market research and advertising production costs.

Chapter 1: The Campaign Advertising Framework

Guidelines on Information and Advertising Campaigns by non-corporate Commonwealth Entities

The *Guidelines on Information and Advertising Campaigns by non-corporate Commonwealth Entities* were released in February 2015 (Appendix A).

The Guidelines contain five principles for Government advertising and information campaigns, including the need for campaigns to be properly targeted, free from political content, relevant to Government responsibilities, and conducted with due regard to efficiency, effectiveness and accountability. All non-corporate Commonwealth entities under the PGPA Act are required to comply with the Guidelines.

Roles of Key Stakeholders

Ministers

Ministers of non-corporate Commonwealth entities undertaking a campaign have responsibility for authorising the campaign's development and the launch of a campaign. Entities are responsible for undertaking campaign design and implementation. Ministers have a legitimate interest in the development of campaigns in their portfolios and are usually briefed by their portfolio entities throughout the campaign development process.

Service Delivery and Coordination Committee (SDCC)

The SDCC of Cabinet oversees the provision of public information by government entities. The SDCC has the primary role of reviewing Australian Government advertising campaigns conducted by non-corporate Commonwealth entities prior to them appearing in the media.

Independent Communications Committee (ICC)

During the reporting period, the ICC was chaired by Mr Andrew Blyth, and its members were Ms Meredith Fairweather and Mr Paul Vane-Tempest.

The ICC provides its independent views and advice to Secretaries or Chief Executives (Accountable Authorities) of entities conducting or proposing to conduct advertising campaigns where expenditure is expected to be over \$250,000. The ICC usually considers campaigns when a communication strategy has been developed, with compliance advice provided to Accountable Authorities at an early stage of campaign development. Accountable Authorities are expected to consider the ICC's compliance advice as part of the campaign development process.

The ICC has a degree of reliance on expert advice, including from the Department of Finance (Finance) as well as advice from the entities proposing to conduct campaigns. However, Finance does not advise the ICC on compliance with the Guidelines. The ICC's consideration of compliance draws upon a review of materials provided by the responsible entity, any associated market research or supporting evidence, and any other information or independent expert advice available. The Committee's key responsibilities include:

- considering proposed campaigns and providing advice to Accountable Authorities on compliance with reference to Principles 1 to 4 of the Guidelines;
- reporting to responsible Ministers on the operation of the Guidelines, as necessary, including any trends and emerging issues; and
- considering and proposing to responsible Ministers any revisions to the Guidelines, as necessary, in light of experience.

The ICC's compliance advice is published at finance.gov.au/publications/compliance-advice.

Entities Undertaking Advertising Campaigns

Accountable Authorities are responsible for certifying that any advertising campaigns above the value of \$250,000 developed within their entities comply with the Guidelines and related Government policies.

Department of Finance

Finance provides policy advice, whole-of-government coordination, and assistance to agencies conducting advertising activities. During the reporting period, Finance's functions included:

- providing policy advice related to the framework for information and advertising campaigns and associated processes to the Special Minister of State and to the Assistant Minister for Finance, Charities and Electoral Matters;
- advising entities on whether information and advertising activities fall within scope of the campaign advertising Guidelines;
- providing Secretariat services to the ICC;
- managing the Campaign Advertising Supplier Register (CASR) and subsequently the Government Communications Campaign Panel that replaced the CASR in March 2021;
- as requested, assisting entities with advice on formative and evaluative research, campaign proposals, communications strategies and associated briefs and shortlists for communications suppliers from the CASR;
- providing advice on campaign advertising, including indicative costs for campaign elements;
- assisting with the management of the whole-of-government contract for media buying and placement as part of the Central Advertising System (CAS); and
- coordinating yearly reports on campaign expenditure.

Central Advertising System (CAS)

All campaign and non-campaign advertising by non-corporate Commonwealth entities under the PGPA Act must be placed through the CAS, which consolidates government advertising expenditure and optimises media discounts through whole-of-government negotiated media rates.

Finance operates the CAS and manages the contract for the contracted master media agency. During the period, Universal McCann handled all campaign and non-campaign (i.e. job vacancies, tenders and public notices) media planning and placement.

In addition to non-corporate Commonwealth entities, certain other bodies may use the CAS and access the rates, terms and conditions that the Commonwealth has negotiated. During the period, organisations that could access the CAS included:

- corporate Commonwealth entities and Commonwealth companies under the PGPA Act;
- the Northern Territory and Australian Capital Territory governments; and
- organisations provided with Australian Government funding for advertising or communications purposes.

Campaign Advertising Supplier Register (CASR)

The CASR was a continuously open, whole-of government list of specialist communications suppliers interested in tendering for work associated with Australian Government advertising and information campaigns.

Non-corporate Commonwealth entities under the PGPA Act must use the CASR when developing and implementing advertising and information campaigns valued at \$250,000 or more.

The CASR comprised five categories of communications expertise:

- advertising;
- market and social research;
- public relations;
- specialists in communicating with Indigenous Australians; and
- specialists in multicultural marketing.

The CASR was closed on 15 March 2021 and was replaced by the Government Communications Campaign Panel (GCCP). The GCCP is a whole-of-government panel of twenty communications suppliers who work on Australian Government advertising and information campaigns.

Non-corporate Commonwealth entities under the PGPA Act must use the GCCP when developing and implementing advertising and information campaigns valued at \$250,000 or more.

Process for the Development and Launch of Campaigns

Consistent with the Guidelines, the key steps for campaign development and launch are:

- The Minister of the relevant entity agrees to the development of a campaign and the entity informs Finance.
- The entity develops a communication strategy, informed by specific developmental research (and/or an analysis of existing research) and advice from the master media agency.
- The ICC reviews the campaign and provides compliance advice against Principles 1 to 4 of the Guidelines. Entities are expected to consider this advice as part of the campaign development process.
- Entities develop briefs for communications suppliers (which may include advertising, public relations, research, multicultural and Indigenous communications specialists), and undertake associated procurement processes.
- Communications suppliers are appointed and the campaign is developed, which usually includes refining and testing the materials with the intended target audience/s to provide assurance they are performing well.
- Once the final form of the campaign is settled, the Accountable Authority of the entity will consider the compliance advice from the ICC, together with advice from their own entity, including advice with regard to Principle 5 (legal and procurement matters). Based on this information, the Accountable Authority considers whether to certify the campaign. If satisfied of its compliance with the Guidelines, the Accountable Authority provides a certification to the Minister responsible for the campaign.
- The Minister may launch or approve the launch of the campaign following receipt of the certification by the Accountable Authority. This certification is published on the entity website as soon as possible after the campaign launch.
- Finance publishes the ICC's compliance advice on the Finance website following the launch of the campaign.
- Within the process set out above, campaigns are considered by the SDCC.

Exemptions from the Guidelines

There is provision in the campaign framework for the Special Minister of State (SMOS) to exempt a campaign from compliance with the Guidelines on the basis of a national emergency, extreme urgency or other compelling reason. Where an exemption is approved, the ICC must be informed of the exemption, and the decision formally recorded and reported to the Parliament.

Two exemptions were agreed to by the SMOS during 2019–20 for campaigns that continued into the 2020–21 period.

The Department of Health's initial COVID-19 Health campaign was granted an exemption on 10 March 2020 on the basis of extreme urgency and the need to ensure that the Australian public was well informed about how they could protect themselves from the COVID-19 virus. The ICC was advised of this exemption on 12 March 2020 and a Ministerial Statement was tabled in the Senate on 23 March 2020. Finance notes however that follow-up COVID-19 Health campaign activity was considered by the ICC at their 13 November 2020 meeting and their subsequent compliance advice posted on Finance's website.

The Department of Treasury's COVID-19 Economic Response campaign was granted an exemption on 31 March 2020 on the basis of extreme urgency and the need to ensure that the Australian public was well informed about their rights and entitlements related to COVID-19 economic support measures. The ICC was informed of the exemption on 3 April 2020 and a Ministerial Statement was tabled in the Senate on 1 April 2020.

Chapter 2: Australian Government Campaign Expenditure for the 2020–21 Financial Year

Expenditure by Medium

This chapter provides a range of information on individual advertising campaigns above the value of \$250,000. For each campaign, a short description and breakdown of expenditure by medium are provided.

Table 1 provides information on campaign media expenditure, broken down by media types—television, press, radio, magazine, digital, out of home and cinema. Total expenditure on ethnic and Indigenous media placement is reported separately.

A total of \$145.3 million was spent on all campaign advertising media placement during the reporting period, including \$8.2 million on ethnic media and \$3.3 million on Indigenous media.

Further detail of historical campaign expenditure on media and communications suppliers is available in Chapter 3 of this report.

Table 1: Advertising campaigns that appeared in the 2020–21 financial year

Entity	Campaign	Expenditure (\$ million)								Expenditure (\$ million)	
		TV	Press	Radio	Magazine	Digital	Out of Home	Cinema	TOTAL	Ethnic	Indigenous
Australian Bureau of Statistics	2021 Census	—	—	—	—	0.0	—	—	0.0	—	0.0
Australian Signals Directorate	Cyber Security	—	—	—	—	0.5	—	—	0.5	0.5	—
Defence	Defence Force Recruiting	10.6	0.2	—	—	14.2	5.2	1.9	32.0	0.5	0.4
Education, Skills and Employment	Skills Job Trainer	1.8	0.0	—	—	2.4	0.8	—	5.1	0.1	0.1
Foreign Affairs and Trade	Smarttraveller	—	—	—	—	1.2	—	—	1.2	0.1	—
Health	COVID–19 Health	5.6	0.8	3.0	0.0	4.3	2.3	—	15.9	1.1	0.4
	COVID–19 Vaccines	7.9	3.2	2.9	0.0	3.4	3.4	—	20.9	1.0	0.7
	Mental Health	3.0	0.2	1.5	0.0	1.9	0.7	—	7.3	0.7	0.2
	Safe and Effective use of Prescription Opioids	—	—	—	—	0.1	0.1	—	0.1	0.0	0.0
Home Affairs	Strengthening Social Cohesion	—	0.1	0.1	—	0.1	0.0	—	0.3	0.3	—
Infrastructure, Transport, Regional Development and Communications	Building Out Future	1.1	0.1	1.2	—	3.0	0.8	—	6.2	0.3	0.1
Social Services	Domestic Violence Support	3.9	0.7	0.9	0.2	4.7	3.3	—	13.6	1.2	0.3
	Stop it at the Start	3.9	0.2	0.4	—	1.7	2.1	0.9	9.2	0.7	0.3
Treasury	COVID-19 Economic Response	4.5	3.2	2.4	—	3.1	1.3	0.0	14.5	0.9	0.3

Entity	Campaign	Expenditure (\$ million)								Expenditure (\$ million)	
		TV	Press	Radio	Magazine	Digital	Out of Home	Cinema	TOTAL	Ethnic	Indigenous
	COVID-19 Economic Recovery Plan	3.0	2.8	2.6	—	2.8	1.5	0.4	13.2	0.9	0.3
—	Other media expenditure including activity less than \$0.250 million	0.0	0.1	0.5	0.2	4.4	0.1	-0.1	5.3	0.5	0.3
Total		45.4	11.6	15.7	0.4	47.4	21.6	3.1	145.3	8.2	3.3

Source:

Central Advertising System.

Notes:

Figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding.

All figures are gross media spend (exclusive of GST).

'—' indicates that no media was placed in this medium.

'0.0' indicates that media was placed in this medium, though less than \$0.050 million was spent.

Expenditure includes a credit from 2019-20 of \$0.1m in cinema as a result of COVID 2020 lockdowns

Campaign Summaries and Expenditure

This section provides information on campaign summaries, running dates, contract values, suppliers engaged and, where ethnic and/or Indigenous media have not been used, exception reports.

The campaign end dates refer to the date at which each campaign concluded during the reporting period, noting that some campaigns are ongoing beyond the reporting period.

The titles of a number of entities changed during the reporting period. In those instances, the departmental or entity names used throughout the report reflect the name of the department or agency at the time relevant campaigns launched in the media.

Sources of Data

Media placement expenditures are sourced from the Central Advertising System.

All other costs relating to campaign development were sourced from the entities responsible for the particular campaigns.

The tables contain both actual expenditure and contract figures. Contract values can differ from expenditure figures where contracts are valid for more than one year, or may reflect that actual costs were lower than anticipated.

Advertising expenditure is divided into media placement costs (the costs of purchasing advertising space) and associated campaign development costs (input costs that went towards the development, implementation and evaluation of the campaign). The definitions of the associated advertising expenditure categories are as follows:

- **Advertising** – Any advertising agency costs (particularly creative and production but excluding media placement).
- **Market research** – This can include the costs of formative or developmental research conducted to inform the development of a communications or campaign strategy, concept testing, benchmarking, tracking and evaluation costs.
- **Public relations** – Public relations costs which are paid to a specialist agency.
- **Multicultural marketing** – Specialist consultants and translation costs (excluding media costs and printed materials).
- **Indigenous communications** – Specialist consultants and translation costs (excluding media costs and printed materials).
- **Printed materials and direct mail** – Printed publications, printed collateral materials, postage costs, costs associated with distribution and production, etc.
- **Other** – These are other campaign costs not included in the categories listed above. Examples could include, but are not limited to, sponsorships, events, activations (including activations by the Government's master media buying agency), branded merchandising, and pitch fees paid to unsuccessful communications suppliers, etc.

Australian Bureau of Statistics: 2021 Census

Campaign commencement date: 1 July 2020

Campaign end date: 30 June 2021

Summary: The campaign aimed to raise awareness of the 2021 Census, how to participate and to increase online and self-response among the general population and those who face potential barriers to participation.

Exception Reporting: The bulk of the advertising appeared in the 2021–22 financial year where ethnic media was used to target culturally and linguistically diverse communities.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	1.366	1.667	4	BMF Advertising
Market research	0.214	0.403	Existing contract	Kantar Public Australia
	0.045	0.198	Existing standing offer	Hall & Partners
Public relations	0.288	0.500	5	Horizon
Multicultural marketing	0.400	0.694	5	Ethnic Communications
Indigenous communications	0.300	0.515	4	33 Creative
Printed materials and direct mail	–			
Other	–			
Sub-total	2.613			

Summary	Expenditure (\$ million)
Consultants, services and other	2.6
Media placement	0.0
<i>Ethnic media</i>	–
<i>Indigenous media</i>	0.0
Total	2.6

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding.

Media figures are drawn from Table 1.

'–' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Australian Signals Directorate: *Cyber Security*

Campaign commencement date: 1 November 2020

Campaign end date: 30 June 2021

Summary: The campaign aimed to raise awareness of the Australian Cyber Security Centre and position it as a trusted source for tools, tips and services to help people improve their security when online.

Exception Reporting: Advertising specifically targeted at Indigenous audiences was not included as this audience is highly English proficient and consume mainstream media.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	0.08	0.08	1	Universal McCann
Market research	0.06	0.01	1	JWS Research
Public relations	—	—	—	—
Multicultural marketing	—	—	—	—
Indigenous communications	—	—	—	—
Printed materials and direct mail	—			
Other	—			
Sub-total	0.135			

Summary	Expenditure (\$ million)
Consultants, services and other	0.1
Media placement	0.5
<i>Ethnic media</i>	0.0
<i>Indigenous media</i>	—
Total	0.6

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.

'—' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Defence: *Defence Force Recruiting*

Campaign commencement date: 1 July 2020

Campaign end date: 30 June 2021

Summary: The primary objective of the campaign is to drive applications, build awareness and enhance propensity to consider a career in the Navy, Army or Air Force. Defence Force Recruiting uses a range of marketing and advertising tools to reach the core target audience of 16-24 year olds and the secondary audience of 25-35 year olds (and influencers such as parents, teachers and school career advisers) across Australia. The marketing mix is designed to attract candidates to over 300 different job roles, including science, technology, engineering and maths roles, in the Australian Defence Force, with a focus on diversity recruitment including women, Indigenous and culturally and linguistically diverse Australians.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	12.626	5.875	Existing contract	VMLY&R
Market research	0.154	–	Existing contract	Chat House Research
	0.033	–	Existing contract	Fifty-Five Five
	0.819	–	Existing standing offer	Hall & Partners
	0.106	–	Existing contract	Kantar Public Australia
	0.080	–	Existing contract	Where to Research
Public relations	0.312	–	Existing contract	Cox Inall Change
Multicultural marketing	–	–	–	–
Indigenous communications	–	–	–	–
Printed materials and direct mail	–			
Other	0.953			
Sub-total	15.083			

Summary	Expenditure (\$ million)
Consultants, services and other	15.1
Media placement	32.0
<i>Ethnic media</i>	0.5
<i>Indigenous media</i>	0.4
Total	47.1

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.

'–' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Education, Skills and Employment: *Skills Job Trainer*

Campaign commencement date: 1 November 2020

Campaign end date: 30 June 2021

Summary: The campaign aimed to inform Australians of the training support and opportunities on offer to school leavers, job seekers, apprentices and their employers through JobTrainer.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	1.194	1.199	3	Clemenger BBDO
Market research	0.281	0.281	1	JWS Research
	0.157	—	Existing standing offer	Hall & Partners
Public relations	—	—	—	—
Multicultural marketing	—	—	—	—
Indigenous communications	—	—	—	—
Printed materials and direct mail	—			
Other	0.036			
Sub-total	1.668			

Summary	Expenditure (\$ million)
Consultants, services and other	1.7
Media placement	5.1
<i>Ethnic media</i>	0.1
<i>Indigenous media</i>	0.1
Total	6.8

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.

'—' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Foreign Affairs and Trade: *Smartraveller COVID-19*

Campaign commencement date: 26 October 2020

Campaign end date: 30 June 2021

Summary: The Smartraveller public information campaign aimed to educate Australians to make informed decisions about their security, safety and wellbeing when travelling overseas by promoting safe travel messages and accurate and timely travel advisories. In response to the COVID-19 pandemic, specific travel messages ran reflecting changes to international travel arrangements.

Exception Reporting: The Smartraveller campaign targets Indigenous Australians through its mainstream advertising approach given the community's high level of English proficiency and consumption of mainstream media.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	0.097	0.165	Existing contract	Clemenger BBDO
Market research	0.101	0.101	Existing contract	Kantar Public Australia
Public relations	—	—	—	—
Multicultural marketing	0.026	0.26	Existing contract	Universal McCann
Indigenous communications	—	—	—	—
Printed materials and direct mail	—			
Other	0.013			
Sub-total	0.237			

Summary	Expenditure (\$ million)
Consultants, services and other	0.2
Media placement	1.2
<i>Ethnic media</i>	0.1
<i>Indigenous media</i>	—
Total	1.4

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.
'—' indicates no expenditure against this line item.
'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Health: *COVID-19 Health*

Campaign commencement date: 1 July 2020

Campaign end date: 13 February 2021

Summary: The campaign aimed to inform and educate Australians about the status of the COVID-19 pandemic and encourage them to adopt behaviours to stop the spread of the virus.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	0.888	1.250	1	Carbon Media
	0.062	0.062	1	McCann Worldgroup
Market research	1.088	2.372	Existing standing offer	Hall & Partners
Public relations	0.172	0.300	4	Horizon Communication
Multicultural marketing	0.202	0.300	4	LOTE Marketing
Indigenous communications	0.060	0.497	1	33 Creative
Printed materials and direct mail	–			
Other	1.651			
Sub-total	4.123			

Summary	Expenditure (\$ million)
Consultants, services and other	4.1
Media placement	15.9
<i>Ethnic media</i>	1.1
<i>Indigenous media</i>	0.4
Total	20.0

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.

'–' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Health: COVID-19 Vaccine

Campaign commencement date: 27 January 2021

Campaign end date: 30 June 2021

Summary: The campaign aimed to inform and reassure the Australian community about the safety and efficacy of the COVID-19 vaccines, provide confidence in the assessment and approval process, raise awareness about who is eligible to receive the vaccines and support uptake of the vaccination program.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	1.426	1.439	Existing contract	BMF Advertising
	0.953	0.953	Existing contract	Carbon Media
Market research	0.386	0.386	4	Fifty-Five Five
	0.222	0.242	Existing standing offer	Hall & Partners
Public relations	0.273	0.273	Existing contract	Cox Inall Change
Multicultural marketing	0.266	0.300	4	LOTE Marketing
Indigenous communications	0.168	0.168	Existing contract	Carbon Media
Printed materials and direct mail	0.034			
Other	2.123			
Sub-total	5.851			

Summary	Expenditure (\$ million)
Consultants, services and other	5.9
Media placement	20.9
<i>Ethnic media</i>	1.0
<i>Indigenous media</i>	0.7
Total	26.8

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding.

Media figures are drawn from Table 1.

'—' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Health: *Mental Health*

Campaign commencement date: 1 November 2020

Campaign end date: 30 June 2021

Summary: The campaign aimed to normalise people’s feelings of emotional unease, encourage people to prioritise their mental health and seek information, build the literacy around knowing and identifying the signs of someone not coping, and help them navigate and connect with services relevant to their needs.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	0.915	0.940	3	BMF Advertising
Market research	0.225	0.225	4	Bastion Insights
	0.084	0.089	Existing standing offer	Hall & Partners
Public relations	—	—	—	—
Multicultural marketing	0.173	0.173	3	Cultural Perspectives
Indigenous communications	0.113	0.165	4	Cox Inall Ridgeway
Printed materials and direct mail	—			
Other	0.329			
Sub-total	1.839			

Summary	Expenditure (\$ million)
Consultants, services and other	1.8
Media placement	7.3
<i>Ethnic media</i>	0.7
<i>Indigenous media</i>	0.2
Total	9.1

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding.

Media figures are drawn from Table 1.

‘—’ indicates no expenditure against this line item.

‘0.0’ indicates that media was placed, though less than \$0.050 million was spent.

Department of Health: *Safe and Effective use of Prescription Opioids*

Campaign commencement date: 3 February 2021

Campaign end date: 20 March 2021

Summary: The campaign aimed to provide health and safety information to consumers about the safe and effective use of prescription opioids.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	0.137	0.150	Existing contract	Universal McCann
Market research	0.274	0.274	Existing contract	ORIMA Research
Public relations	—	—	—	—
Multicultural marketing	0.009	0.009	Existing contract	Universal McCann
Indigenous communications	—	—	—	—
Printed materials and direct mail	—			
Other	—			
Sub-total	0.420			

Summary	Expenditure (\$ million)
Consultants, services and other	0.4
Media placement	0.1
<i>Ethnic media</i>	0.0
<i>Indigenous media</i>	0.0
Total	0.5

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.
 '—' indicates no expenditure against this line item.
 '0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Home Affairs: Strengthening *Social Cohesion*

Campaign commencement date: 1 July 2020

Campaign end date: 8 August 2020

Summary: The campaign aimed to inform and reassure the Australian community, particularly Chinese and Asian Australians, that the Australian Government does not accept racism in any form, and encouraged community members to report racism.

Exception Reporting: The campaign was specifically aimed at Asian Australians who were most affected by COVID-19 related racism. Indigenous Australians were therefore not the intended audience of the campaign.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	—	—	—	—
Market research	0.04	0.07	Existing standing offer	Hall & Partners
Public relations	—	—	—	—
Multicultural marketing	—	—	—	—
Indigenous communications	—	—	—	—
Printed materials and direct mail	—			
Other	—			
Sub-total	0.04			

Summary	Expenditure (\$ million)
Consultants, services and other	0.04
Media placement	0.3
<i>Ethnic media</i>	0.3
<i>Indigenous media</i>	—
Total	0.34

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.

'—' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Infrastructure, Transport, Cities and Regional Development: *Building Our Future*

Campaign commencement date: 18 April 2021

Campaign end date: 30 June 2021

Summary: The campaign aimed to increase knowledge in Australian road users of why the Australian Government invests in transport infrastructure and build awareness of the benefits and impact through hyper-localised content and targeted projects through the Building our Future website.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	1.299	1.380	4	TBWA Melbourne
Market research	0.336	0.704	1	JWS Research
	0.111	0.155	Existing standing offer	Hall & Partners
Public relations	0.292	0.373	5	Wells Haslem Mayhew Strategic Public Affairs
Multicultural marketing	–	–	–	–
Indigenous communications	–	–	–	–
Printed materials and direct mail	–			
Other	0.094			
Sub-total	2.132			

Summary	Expenditure (\$ million)
Consultants, services and other	2.1
Media placement	6.2
<i>Ethnic media</i>	0.3
<i>Indigenous media</i>	0.1
Total	8.3

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding.

Media figures are drawn from Table 1.

'–' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Social Services: *Domestic Violence Support*

Campaign commencement date: 1 July 2020

Campaign end date: 30 January 2021

Summary: The campaign aimed to encourage Australians affected by domestic and family violence to seek support from the domestic violence support services available, and encourage men who perpetrate or are at risk of perpetrating domestic and family violence to seek assistance to address their behaviour.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	–	0.797	Existing contract	BMF Advertising
Market research	0.232	0.419	Existing standing offer	Hall & Partners
Public relations	0.090	0.100	Existing contract	Fenton Communications
Multicultural marketing	–	–	–	–
Indigenous communications	0.057	0.140	Existing contract	33 Creative
Printed materials and direct mail	–			
Other	0.004			
Sub-total	0.383			

Summary	Expenditure (\$ million)
Consultants, services and other	0.4
Media placement	13.6
<i>Ethnic media</i>	1.2
<i>Indigenous media</i>	0.3
Total	14.0

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.

'—' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of Social Services: *Stop it at the Start*

Campaign commencement date: 8 March 2021

Campaign end date: 30 June 2021

Summary: Stop it at the Start is the national campaign to reduce violence against women and their children. It aimed to help break the cycle of violence by encouraging adults to reflect on their attitudes, and have conversations about respect with young people.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	1.829	1.829	3	BMF Advertising
Market research	0.210	0.210	Existing contract	Kantar Public
	0.190	0.247	Existing standing offer	Hall & Partners
Public relations	0.420	0.799	6	N2N Communications
Multicultural marketing	0.279	0.464	4	Ethnic Communications
Indigenous communications	0.212	0.393	4	33 Creative
Printed materials and direct mail	—			
Other	0.004			
Sub-total	3.144			

Summary	Expenditure (\$ million)
Consultants, services and other	3.1
Media placement	9.2
<i>Ethnic media</i>	0.7
<i>Indigenous media</i>	0.3
Total	12.3

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.

'—' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of the Treasury: COVID-19 Economic Response

Campaign commencement date: 1 July 2020

Campaign end date: 17 October 2020

Summary: The campaign aimed to communicate to the Australian public the COVID-19 financial support measures, including information on help available to workers, households and businesses.

Exception Reporting:

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	0.337	3.636	1	McCann Worldgroup
Market research	0.302	0.504	1	Resolve Strategic
	0.397	784	Existing standing offer	Hall & Partners
Public relations	—	—	—	—
Multicultural marketing	—	—	—	—
Indigenous communications	—	—	—	—
Printed materials and direct mail	—			
Other	—			
Sub-total	1.034			

Summary	Expenditure (\$ million)
Consultants, services and other	1.0
Media placement	14.5
<i>Ethnic media</i>	0.9
<i>Indigenous media</i>	0.3
Total	15.5

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.

'—' indicates no expenditure against this line item.

'0.0' indicates that media was placed, though less than \$0.050 million was spent.

Department of the Treasury: *Economic Recovery Plan*

Campaign commencement date: 14 October 2020

Campaign end date: 30 June 2021

Summary: Economic Recovery Plan Campaign

The first phase of the Economic Recovery Plan campaign aimed to inform Australians of key economic measures in place to support individuals and businesses to recover from the COVID-19 pandemic. The second phase aimed to inform Australians of the continuation of the Government’s plan for economic recovery; the additional support measures that had been made available since phase one of the campaign; and to continue to build consumer and business confidence.

Consultants, services and other costs	Expenditure (\$ million)	Contract value (\$ million)	No. of potential suppliers invited to tender	Supplier
Advertising	1.637	1.742	4	TBWA Melbourne
Market research	0.195	220	3	Kantar Public
	0.308	0.593	Existing standing offer	Hall & Partners
Public relations	—	—	—	—
Multicultural marketing	—	—	—	—
Indigenous communications	—	—	—	—
Printed materials and direct mail	—			
Other	0.027			
Sub-total	2.167			

Summary	Expenditure (\$ million)
Consultants, services and other	2.2
Media placement	13.2
<i>Ethnic media</i>	0.9
<i>Indigenous media</i>	0.3
Total	15.4

Notes: All expenditure in the consultancy, service and other costs table is exclusive of GST. In the summary table, figures are rounded to one decimal place. Discrepancies in tables between totals and sums of components are due to rounding. Media figures are drawn from Table 1.
‘—’ indicates no expenditure against this line item.
‘0.0’ indicates that media was placed, though less than \$0.050 million was spent.

Chapter 3: Historical Series of Campaign Advertising Media Expenditure

The table below details campaign advertising media expenditure placed through the CAS on half year, calendar year and financial year bases. This information is only available from January 2004, as different information was recorded prior to that time.

Table 2: Campaign Advertising Media Expenditure—January 2004 to June 2021

Period	Half Year (\$ million)	Calendar Year (\$ million)	Financial Year (\$ million)
2020–21			145.3
Jan–Jun 2021	74.0		
2020		168.1	
Jul–Dec 2020	71.4		
2019–2020			127.9
Jan–Jun 2020	96.7		
2019		133.1	
Jul–Dec 2019	31.2		
2018–19			140.0
Jan–Jun 2019	101.9		
2018		118.5	
Jul–Dec 2018	38.1		
2017–18			157.0
Jan–Jun 2018	80.4		
2017		135.8	
Jul–Dec 2017	76.7		
2016–17			100.1
Jan–Jun 2017	59.2		
2016		170.0	
Jul–Dec 2016	41.0		
2015–16			174.7
Jan–Jun 2016	129.1		
2015		113.7	
July–Dec 2015	45.6		
2014–15			107.1
Jan–Jun 2015	68.0		
2014		73.3	
July–Dec 2014	39.1		
2013–14			106.5
Jan–Jun 2014	34.2		
2013		170.8	
July–Dec 2013	72.3		
2012–13			138.9
Jan–Jun 2013	98.5		
2012		111.9	
July–Dec 2012	40.5		

Period	Half Year (\$ million)	Calendar Year (\$ million)	Financial Year (\$ million)
2011–12			139.7
Jan–Jun 2012	71.4		
2011		148.7	
Jul–Dec 2011	68.4		
2010–11			116.9
Jan–Jun 2011	80.3		
2010		112.8	
Jul–Dec 2010	36.6		
2009–10			114.7
Jan–Jun 2010	76.2		
2009		115.3	
Jul–Dec 2009	38.5		
2008–09			130.1
Jan–Jun 2009	76.9		
2008		86.6	
Jul–Dec 2008	53.2		
2007–08			185.3
Jan–Jun 2008	33.4		
2007		254.0	
Jul–Dec 2007	151.9		
2006–07			170.1
Jan–Jun 2007	102.1		
2006		116.5	
Jul–Dec 2006	68.0		
2005–06			120.5
Jan–Jun 2006	48.5		
2005		116.5	
Jul–Dec 2005	72.0		
2004–05			70.6
Jan–Jun 2005	44.5		
2004		78.8	
Jul–Dec 2004	26.1		
Jan–Jun 2004	52.7		

Source: Central Advertising System

Notes: Figures are rounded to one decimal place. Discrepancies are due to rounding. Expenditure for the 2004 calendar year differs between Table 2, which only includes expenditure by *Financial Management and Accountability Act 1997* (FMA Act) agencies and Table 3, which also includes expenditure by bodies subject to the *Commonwealth Authorities and Companies Act 1997* (CAC Act) and Territory Governments. From July 2014 onwards, the reporting relates to non-corporate Commonwealth entities under the PGPA Act.

In 2017–18 the Department of Health placed \$0.9 million in advertising activity outside of the Central Advertising System. As this report details expenditure placed through the Central Advertising System it has not been captured in Table 2.

Table 3: Central Advertising System Campaign Advertising Media Expenditure—July 1994 to December 2004

Calendar Year (\$ million)		Financial Year (\$ million)	
2004	94.4	2003–04	97.8
2003	63.9	2002–03	51.8
2002	60.4	2001–02	83.9
2001	117.3	2000–01	133.2
2000	177.6	1999–00	186.8
1999	91.4	1998–99	54.0
1998	57.6	1997–98	55.1
1997	50.3	1996–97	29.4
1996	36.1	1995–96	47.6
1995	54.9	1994–95	43.1

Source: Central Advertising System

Notes: Figures are rounded to one decimal place. Expenditure for the 2004 calendar year differs between Table 2, which only includes expenditure by FMA Act agencies, and Table 3, which also includes expenditure by bodies subject to the CAC Act and Territory Governments. From July 2014 onwards, the reporting relates to non-corporate Commonwealth entities under the PGPA Act.

Table 4: Consolidated campaign advertising expenditure 2008-09 onwards

	Media (\$ million)	Campaign development costs (\$ million)	Total (\$ million)
2020–21	145.3	40.9	186.1
2019-20	127.9	28.9	156.8
2018-19	140.0	48.3	188.3
2017-18	157.0	46.1	203.1
2016-17	100.1	33.2	133.3
2015-16	174.7	57.2	231.9
2014-15	107.1	46.5	153.6
2013-14	106.5	35.0	141.5
2012-13	138.9	59.4	198.3
2011-12	139.7	63.6	203.3
2010-11	116.9	47.8	164.7
2009-10	114.7	39.7	154.4
2008-09	130.1	38.2	168.3

Notes: Figures are rounded to one decimal place. Any discrepancies in tables between totals and sums of components are due to rounding.

All figures in this table are exclusive of GST. Media figures are gross media spend.

Consolidated data on campaign development costs is available on a financial year basis only. No comparable data is available prior to 2008–09.

Figures relate only to expenditure by FMA Act agencies until 2013–14, and from 2014–15 onwards, figures relate to non-corporate Commonwealth entities under the PGPA Act.

Appendix A: Guidelines on Information and Advertising Campaigns by non-corporate Commonwealth Entities (February 2015)

Introduction

1. This document in its entirety forms the *Guidelines on Information and Advertising Campaigns by non-corporate Commonwealth entities* (Guidelines).
2. These Guidelines set out the principles applying to information and advertising campaigns undertaken in Australia.
3. Non-corporate Commonwealth entities (entities) under the *Public Governance, Performance and Accountability Act 2013* (PGPA Act) must comply with these Guidelines.
4. Entities conducting information and advertising campaigns must comply with all relevant policies and processes issued and amended from time to time by the Special Minister of State, the Minister for Finance or the entity responsible for such policies, currently the Department of Finance (Finance).
5. The Special Minister of State can exempt a campaign from compliance with these Guidelines on the basis of a national emergency, extreme urgency or other compelling reason. Where an exemption is approved, the Independent Communications Committee will be informed of the exemption, and the decision will be formally recorded and reported to the Parliament.
6. The Independent Communications Committee considers campaigns and provides advice to Chief Executives on all advertising campaigns valued at more than \$250,000 or where requested to do so by the Chief Executive.

Underlying Principles

7. In general terms, a campaign is a planned series of communication activities that share common objectives, target the same audience and have specific timelines and a dedicated budget. An advertising campaign includes paid media placement and an information campaign does not.
8. The underlying principles governing the use of public funds for all government information and advertising campaigns are that:
 - a. members of the public have equal rights to access comprehensive information about government policies, programs and services which affect their entitlements, rights and obligations;

- b. governments may legitimately use public funds to explain government policies, programs or services, to inform members of the public of their obligations, rights and entitlements, to encourage informed consideration of issues or to change behaviour; and
- c. government campaigns must not be conducted for party political purposes.

Definition of Advertising Campaigns

- 9. For the purposes of these Guidelines, an advertising campaign involves paid media placement and is designed to inform, educate, motivate or change behaviour. Large-scale recruitment advertising not related to specific job vacancies and with a degree of creative content may be considered an advertising campaign. Agencies should seek advice from Finance if they are unsure whether an activity is an advertising campaign.
- 10. Simple, informative advertising that generally appears only once or twice, contains factual statements and typically has a low creative content is not an advertising campaign. This category of advertising is non-campaign advertising and includes, but is not limited to:
 - » recruitment for specific job vacancies;
 - » auction and tender notices;
 - » invitations to make submissions or apply for grants;
 - » notification of date and/or location specific information (for example, notification of a public meeting at a particular time and place); and
 - » other public notices.

Campaign Review and Certification

- 11. The requirements for review and certification of campaigns are determined by the value of the campaign and whether advertising will be undertaken. The value of a campaign is the budget for all campaign elements across all financial years and includes:
 - » market or social research, public relations, advertising and/or other specialist suppliers commissioned in the development of advertising material;
 - » production and placement of advertising in print, radio, digital, cinema, television or out-of-home media; and
 - » production and dissemination of other campaign materials.
- 12. The value of a campaign does not include entity officials and associated costs.
- 13. For campaigns below \$250,000, the Chief Executive has the discretion to seek consideration of campaigns by the Independent Communications Committee.
- 14. For advertising campaigns of \$250,000 or more:

- » The Independent Communications Committee will consider the proposed campaign and provide a report to the Chief Executive on compliance with Principles 1,2,3 and 4 of the Guidelines. Entities will be responsible for providing a report to their Chief Executive on campaign compliance with Principle 5 of the Guidelines.
 - » Following consideration of the reports on campaign advertising compliance, the Chief Executive will certify that the campaign complies with the Guidelines and relevant Government policies.
 - » The Chief Executive will give the certification to the relevant Minister who may launch the campaign or approve its launch.
 - » The Chief Executive's certification will be published on the relevant entity's website when the campaign is launched.
 - » The conclusions of the Independent Communications Committee will be published on Finance's website after the campaign is launched.
15. Information campaigns of \$250,000 or more are not subject to review by the Independent Communications Committee or certification by the Chief Executive but must comply with these Guidelines and other relevant policies and processes as outlined in clause 4.
16. The Government will provide reports to the Parliament that detail expenditure on all advertising campaigns with expenditure in excess of \$250,000 commissioned by PGPA Act agencies.
17. Chief Executives will ensure that:
- » research reports for advertising campaigns with expenditure of \$250,000 or more are published on their entity web site following the launch of a campaign where it is appropriate to do so; and
 - » details of advertising campaigns undertaken will be published in entity annual reports.

Information and Advertising Campaign Principles

18. The following five principles set out the context in which Commonwealth Government campaigns should be conducted. They relate to when campaigns can be conducted, how they should be presented, and the legal and procurement requirements.

Principle 1: Campaigns should be relevant to government responsibilities

19. The subject matter of campaigns should be directly related to the Government's responsibilities. As such, only policies or programs underpinned by:
- » legislative authority; or
 - » appropriation of the Parliament; or

- » a Cabinet Decision which is intended to be implemented during the current Parliament should be the subject of a campaign.

20. Examples of suitable uses for government campaigns include to:

- » inform the public of new, existing or proposed government policies, or policy revisions;
- » provide information on government programs or services or revisions to programs or services to which the public are entitled;
- » inform consideration of issues;
- » disseminate scientific, medical or health and safety information; or
- » provide information on the performance of government to facilitate accountability to the public.

Principle 2: Campaigns should be presented in an objective, fair and accessible manner and be designed to meet the objectives of the campaign

21. Campaigns should enable the recipients of the information to distinguish between facts, comment, opinion and analysis.
22. Where information is presented as a fact, it should be accurate and verifiable. When making a factual comparison, the campaign should not attempt to mislead the recipient about the situation with which the comparison is made and it should state explicitly the basis for the comparison.
23. Pre-existing policies, products, services and activities should not be presented as new.
24. Special attention should be paid to communicating with any information disadvantaged individuals or groups identified as being within the target audience. Particular attention should be paid to meeting the information needs of Indigenous Australians, the rural community and those for whom English is not a convenient language in which to receive information.
25. Imagery used in campaigns should reflect the diverse range of Australians. There should be recognition of the full participation of women, Indigenous and culturally and linguistically diverse communities by realistically portraying their interests, lifestyles and contributions to Australian society.
26. Campaigns should be tested with target audiences to indicate they are engaging and perform well against the objectives of the campaign.

Principle 3: Campaigns should be objective and not directed at promoting party political interests

27. Campaigns must be presented in objective language and be free of political argument.

28. Campaigns must not try to foster a positive impression of a particular political party or promote party political interests.
29. Campaigns must not:
 - a. mention the party in Government by name;
 - b. directly attack or scorn the views, policies or actions of others such as the policies and opinions of opposition parties or groups;
 - c. include party political slogans or images;
 - d. be designed to influence public support for a political party, a candidate for election, a Minister or a Member of Parliament; or
 - e. refer or link to the web sites of politicians or political parties.

Principle 4: Campaigns should be justified and undertaken in an efficient, effective and relevant manner

30. Campaigns should only be instigated where a need is demonstrated, target recipients are clearly identified and the campaign is informed by appropriate research or evidence.
31. Campaign information should clearly and directly affect the interests of recipients.
32. The medium and volume of the advertising activities should be cost effective and justifiable within the budget allocated to the campaign.
33. Distribution of unsolicited material should be carefully controlled.
34. Campaigns should be evaluated to determine effectiveness.

Principle 5: Campaigns must comply with legal requirements and procurement policies and procedures

35. The manner of presentation and the delivery of campaigns must comply with all relevant laws including:
 - a. laws with respect to broadcasting and media;
 - b. privacy laws;
 - c. intellectual property laws;
 - d. electoral laws;
 - e. trade practices and consumer protection laws; and
 - f. workplace relations laws.
36. Procurement policies and procedures for the tendering and commissioning of services and the employment of suppliers are to be followed, and there must be a clear audit trail regarding decision making.