



Australian Government
Department of Finance and Deregulation

Campaign Advertising by Australian Government Departments and Agencies

March 2012

Half Year Report
1 July to 31 December 2011

FINANCIAL MANAGEMENT GROUP

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Foreword



This is the seventh biannual report on advertising campaigns undertaken by departments and agencies subject to the *Financial Management and Accountability Act 1997*.

The biannual reports provide an overview of media expenditure for advertising campaigns above the value of \$250,000 that appeared in the media between 1 July and 31 December 2011. Details of advertising campaigns for the entire 2011–12 financial year — including associated expenditure on consultants, production and other miscellaneous services — will be provided in the next Full Year Report, which is due to be tabled by the end of September 2012.

Governments legitimately use taxpayer funds for advertising campaigns because all members of the public have equal rights to access comprehensive information about policies, programs and services which affect their entitlements, rights and obligations.

This biannual report, for the first time, introduces reporting on the use of Indigenous and non-English media for each campaign. The addition of this information to biannual reports reflects developments during 2011, which included an independent review of the Indigenous broadcasting sector and the formation of the Australian Multicultural Council (AMC) to advise Government on multicultural affairs and access and equity strategies.

Where Indigenous and non-English media have not been used as part of campaigns, the responsible departments or agencies are required to document their reasoning, which is included later in this report. In the context of campaign advertising, the AMC will take an ongoing role in monitoring trends in non-English media expenditure by Australian Government departments and agencies. These important changes complement the Government's strengthened access and equity strategy, which was announced as part of the Government's multicultural policy, *The People of Australia*.

Between 1 July and 31 December 2011, sixteen campaigns above the value of \$250,000 appeared in the media, with combined media expenditure of \$68.4 million, including \$2.8 million on non-English media and \$1 million on Indigenous media.

In this period, the Independent Communications Committee held 15 meetings to consider campaigns in development, consistent with its role of providing advice to Chief Executives on whether campaigns comply with the *Guidelines on Information and Advertising Campaigns* (Guidelines).

Also, a Peer Review Group, comprising senior public servants with communications responsibilities, was established to improve campaign quality, reduce timeframes and encourage better campaign development practices. The Peer Review Group met four times in the period.

Although occurring outside of the reporting period, a significant development was the release, in early February 2012, of a performance audit report, by the Australian National Audit Office. Titled *Administration of Government Advertising Arrangements: March 2010 to August 2011*, overall the audit findings suggest that the Government's transparency and accountability arrangements for campaign advertising are operating well. However, the report does indicate some areas for improvement. All of the audit recommendations were accepted by the relevant departments and agencies.

I commend this biannual report to the Parliament and the Australian public.

A stylized, handwritten signature in black ink, appearing to be 'Gary Gray'.

The Hon Gary Gray AO MP
Special Minister of State

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About the Biannual Reports on Campaign Advertising by Australian Government Departments and Agencies

The Special Minister of State reports to the Australian Parliament on a biannual basis on the expenditure of government advertising campaigns. The reports focus on campaigns undertaken by *Financial Management and Accountability Act 1997* (FMA Act) departments and agencies (agencies) for which expenditure is greater than \$250,000.

This Half Year Report covers the period from 1 July to 31 December 2011 and reports on 16 advertising campaigns which ran during the period, based on data sourced from the Central Advertising System.

For each campaign, a short description and breakdown of expenditure by advertising medium are provided. This is also the first biannual report to detail expenditure on Indigenous and non-English speaking media. Where campaigns did not use Indigenous and/or non-English media, the reasoning from the responsible departments and agencies are provided in Chapter 2 of this report.

Under the campaign reporting framework, Full Year Reports cover the full financial year and provide 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



Chapter 1: The Campaign Advertising Framework

Guidelines on Information and Advertising Campaigns by Australian Government Departments and Agencies

The *Guidelines on Information and Advertising Campaigns by Australian Government Departments and Agencies* (Guidelines) are central to the campaign advertising framework and were published in March 2010, and subsequently re-issued in March 2011 to reflect changes in Ministerial responsibilities.

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 agencies subject to the FMA Act are required to comply with the Guidelines.

The Guidelines are available at **Appendix A** and on the Department of Finance and Deregulation website: www.finance.gov.au/advertising.

Roles of Key Stakeholders

Ministers

Ministers of agencies which are undertaking a campaign have responsibility for authorising the campaign's development, consistent with normal financial management processes, and for authorising the launch of a campaign. While Ministers do not have responsibility for campaign development, they have a legitimate interest in the development of campaigns in their portfolios.

Under the Guidelines, the Special Minister of State has the discretion to exempt a campaign from compliance with the Guidelines on the basis of a national emergency, extreme urgency or other compelling reason. Where exemptions are agreed, the relevant Minister, the Chair of the Independent Communications Committee and the Parliament are informed. No exemptions were requested or agreed during the reporting period.

Agencies Undertaking Advertising Campaigns

Chief Executives are responsible for certifying that any advertising campaigns developed within their agencies comply with the Guidelines and related Government policies.

Agencies may also request assistance from the Department of Finance and Deregulation (Finance) on matters of campaign procurement, including the development of shortlists of specialist communications consultants (such as market researchers, advertising and public relations suppliers) and associated tender processes for consultants.

Agencies must also provide accurate information and documentation to the Independent Communications Committee (ICC), which provides independent reviews of compliance with the Guidelines, and the Peer Review Group (PRG), which provides agencies with advice on their campaign proposals and documentation, with the objective of maximising the strategic integrity and effectiveness of campaigns.

Department of Finance and Deregulation

The Communications Advice Branch (CAB) in Finance provides policy advice, whole-of-government coordination and assistance to agencies conducting advertising activities. CAB's functions include, but are not limited to:

- providing policy advice related to the framework for information and advertising campaigns and associated processes to the Special Minister of State;
- advising on whether information and advertising activities fall within scope of the Guidelines;
- managing the Communications Multi-Use List (CMUL);
- as requested, assisting agencies with advice on formative and evaluative research, campaign proposals, communications strategies and associated briefs and shortlists for communications suppliers from the CMUL;
- providing advice on campaign advertising, including indicative costs for campaign elements;
- providing secretariat services to the PRG and the ICC;
- providing advice to the ICC about campaigns under development;
- assisting with the management of the whole-of-government contracts for media buying and placement as part of the Central Advertising System (CAS); and
- coordinating the biannual reports on campaign expenditure.

Independent Communications Committee

The ICC was established in March 2010. During the reporting period, the ICC was chaired by Dr Allan Hawke AC and its other members were Ms Helen Williams AO and Ms Anthea Tinney PSM. The ICC provides its independent views and advice to the Secretary or Chief Executive of agencies conducting or proposing to conduct advertising campaigns where expenditure is expected to be over \$250,000. The ICC can consider campaigns at any stage of development, although generally considers them at the following stages:

- when a communications strategy has been developed;
- when a creative concept has been selected and refined, but prior to campaign material going into production; and
- when creative materials have been finalised, but prior to the campaign launching in the media.

The ICC has a degree of reliance on expert advice, including from Finance as well as advice from the agencies 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 campaign materials, supporting materials provided by the responsible agency, any associated market research or supporting evidence, and any other information or independent expert advice available.

The Committee is also responsible for:

- overseeing the operation of the Guidelines to ensure compliance with their integrity and spirit;
- providing a public assessment of proposed campaigns and their compliance with Principles 1 to 4 of the Guidelines;
- reporting to responsible Ministers on activities undertaken under 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.

Review reports issued by the ICC can be found at www.finance.gov.au/advertising.

Peer Review Group

The PRG is chaired by the Department of the Prime Minister and Cabinet and co-chaired by Finance. The PRG involves a revolving membership of Senior Executive Service (SES) communications officers from FMA Act agencies with responsibility for campaign development and/or external communication activities. The PRG may also seek advice from a range of external experts with experience in marketing, communications and advertising.

The PRG provides advice to agencies on their campaigns, with the objective of maximising the strategic integrity and effectiveness of communication activities and, in doing so, aims to build the professional capability of government communicators. The PRG is intended to be the means by which the proposed communications activities of FMA Act agencies can be tested against the experience, knowledge and insights of other SES level communications officers across government.

Agencies are required to submit campaigns to the PRG when they have developed their communications strategy and may return to the PRG at later stages of campaign development or implementation. The PRG does not consider whether proposed campaigns comply, or are likely to comply, with the Guidelines. This role is performed by the ICC.

Central Advertising System

All campaign and non-campaign advertising by FMA Act agencies must be placed through the Central Advertising System (CAS), which consolidates government advertising expenditure and optimises media discounts through whole-of-government negotiated media rates.

Finance operates the CAS and manages the contracts of two media agencies which assist in media planning, placement and rates negotiations with media outlets. Universal McCann handles all campaign media planning and placement, and Adcorp Australia places all non-campaign advertisements, such as job vacancies, tenders and public notices.

In addition to FMA Act agencies, certain other bodies may use the CAS and access the rates, terms and conditions that the Commonwealth has negotiated. These organisations are:

- agencies covered by the *Commonwealth Authorities and Companies Act 1997* (CAC Act);
- the Northern Territory and Australian Capital Territory governments;
- Commonwealth statutory authorities and government business enterprises; and
- organisations provided with Australian Government funding for advertising or communications purposes.

1

Communications Multi-Use List

The Communications Multi-Use List (CMUL) is a continuously open, whole-of-government list of specialist communications suppliers interested in tendering for work associated with Australian Government advertising and information campaigns.

FMA Act agencies must use the CMUL when developing and implementing advertising and information campaigns valued at \$250,000 or more. The CMUL began operating on 31 March 2009 and contains five categories of communications expertise:

- advertising;
- market and social research;
- public relations;
- communicating with Indigenous Australians; and
- communicating with people from non-English speaking backgrounds.

The names of the suppliers that have been assessed as satisfying the conditions for inclusion on the CMUL are available on AusTender (www.tenders.gov.au/cmul).

Process for the Development and Launch of Campaigns

The basic steps involved in the development and launch of advertising campaigns with expenditure of \$250,000 or more are:

- the Minister of the relevant agency agrees to the development of a campaign, subject to funds being available;
- the agency informs Finance of their intention to develop a campaign;
- Finance can, if requested, assist the agency in the selection of specialist communications suppliers (such as advertising or market and social research agencies);
- the agency develops the campaign, which is reviewed at different stages by the ICC and the PRG;
- once a proposed campaign is at the final stage, the ICC provides a report on the campaign's compliance with Principles 1 to 4 of the Guidelines to the responsible Chief Executive;
- agency Chief Executives are responsible for certifying that the campaign fully complies with the Guidelines, taking into account the advice from the ICC and advice from their agency in respect to Principle 5 (legal and procurement matters); and
- the responsible Minister may launch or approve the launch of the campaign after receiving the Chief Executive's certification of compliance with the Guidelines.

Finance, the ICC and the PRG interact with the responsible agency throughout the development of campaigns. In addition, relevant Ministers are usually briefed by their portfolio agency throughout the campaign development process.

An overview diagram of the typical campaign activity review and approval process is provided at **Appendix B**.

**Chapter 2: Australian Government
Campaign Expenditure from
1 July to 31 December 2011**



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Chapter 2: Australian Government Campaign Expenditure from 1 July to 31 December 2011

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 (i.e. television, press, radio, etc). For the first time within the biannual reports, total expenditure on Indigenous and non-English (NESB) media placement is reported separately.

As set out in Table 1, during the reporting period, a total of \$68.4 million was spent on all campaign advertising media, including \$2.8 million on non-English media and \$1 million on Indigenous media.

Table 1: Advertising campaigns from 1 July to 31 December 2011

| Agency | Campaign | Campaign Advertising Media Expenditure | | | | | | | Expenditure (\$ million) | |
|--|--|--|-------------|-------------|------------|------------|------------|-------------|--------------------------|------------|
| | | TV | Press | Radio | Magazine | Digital | Other | TOTAL | NESB | Indigenous |
| Attorney-General's | National Security | — | — | 0.5 | — | — | — | — | 0.1 | — |
| Australian Bureau of Statistics | 2011 Census | 3.0 | 3.7 | 2.5 | 0.1 | 1.3 | 0.0 | 10.7 | 0.9 | 0.2 |
| Australian National Preventive Health Agency | National Tobacco | 3.9 | — | 0.4 | 0.1 | 0.5 | 0.5 | 5.4 | — | — |
| | Swap It, Don't Stop It | 3.1 | 0.1 | 0.1 | 0.3 | 0.5 | 0.7 | 4.9 | 0.2 | 0.1 |
| Broadband, Communications and the Digital Economy | Digital Switchover | 1.5 | 1.1 | 0.7 | 0.0 | 0.3 | — | 3.7 | 0.2 | 0.1 |
| Climate Change and Energy Efficiency | Clean Energy Future | 7.9 | 4.1 | 3.8 | 0.0 | 1.1 | — | 16.8 | 0.5 | 0.3 |
| Defence | Defence Force Recruiting | 4.6 | 0.0 | 0.9 | 0.1 | 2.1 | 0.4 | 8.1 | — | — |
| Education, Employment and Workplace Relations | Building Australia's Future Workforce | 2.6 | — | 1.5 | — | 0.4 | — | 4.5 | 0.1 | 0.0 |
| | Regional Student Income Support | — | — | 0.2 | — | 0.0 | — | 0.2 | 0.0 | 0.0 |
| Families, Housing, Community Services and Indigenous Affairs | Promoting Respectful Relationships (The Line) | — | — | 0.1 | — | 0.1 | — | 0.2 | 0.0 | 0.0 |
| Foreign Affairs and Trade | Smarttraveller (Phase 3) | 1.4 | 0.2 | 0.3 | 0.2 | 0.1 | — | 2.1 | 0.1 | — |
| Health and Ageing | Attracting More People to Work in Indigenous Health | 0.0 | 0.0 | 0.4 | — | 0.2 | — | 0.6 | — | 0.1 |
| | GP After-Hours Advice Service | — | 0.7 | 0.0 | 0.0 | 0.1 | — | 0.8 | 0.1 | 0.0 |
| | National Drugs | — | — | — | — | 0.1 | 0.2 | 0.3 | — | — |
| Treasury | Banking Reform | 1.9 | 1.5 | 1.1 | 0.0 | 0.8 | — | 5.3 | 0.4 | 0.1 |
| | Education Tax Refund | 1.1 | 1.3 | 0.5 | 0.2 | 0.2 | — | 3.4 | 0.1 | 0.0 |
| — | Other media expenditure including activity less than \$250,000 | 0.1 | 0.2 | 0.1 | 0.3 | 0.3 | 0.0 | 1.0 | 0.0 | 0.0 |
| TOTAL | | 31.2 | 12.9 | 12.9 | 1.3 | 8.1 | 1.9 | 68.4 | 2.8 | 1.0 |

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 \$50,000 was spent.

Advertising Campaign Summaries

Attorney-General's Department: *National Security*

The *National Security* campaign was developed in 2001 to inform the community about the National Security Hotline (1800 123 400) and to encourage the reporting of suspicious activity. The campaign is now in its third phase and reminds people that 'every detail helps' and that information provided by the public can keep Australia safe from terrorism. During the period, \$0.5 million was spent on media placement.

Agency exception reporting: The primary target audience for this campaign was all people in Australia 18+, male and female, rural and metro, all education levels, English speaking and selected non-English speaking background audiences. The available budget and advice from agencies limited the coverage of languages and did not specifically provide for Indigenous media.

Australian Bureau of Statistics: *2011 Census*

Shed some light on Census night was a national, integrated communication campaign implemented to raise awareness of the Census of Population and Housing held on 9 August, 2011, and encourage full and accurate participation. The Census captures a five-yearly 'snapshot' of the number and key characteristics of people in Australia on Census night. Census data is used by governments and communities to allocate funding and plan for infrastructure, services and facilities across the country. During the period, \$10.7 million was spent on media placement.

Australian National Preventive Health Agency: *National Tobacco*

The National Partnership Agreement on Preventive Health *National Tobacco* campaign aims to contribute to a reduction in the prevalence of the adult daily smoking rate by promoting quit attempts among smokers and motivation and support to avoid relapse among quitters. During the period, \$5.4 million was spent on media placement.

Agency exception reporting: The Australian Government funds a number of complementary national tobacco cessation campaigns to contribute to a reduction in the prevalence of the adult daily smoking to 10 per cent or less by 2018. The Australian National Preventive Health Agency (ANPHA) is responsible for the National Tobacco Campaign mainstream campaign, which did not use Indigenous or non-English speaking background media during the July to December 2011 period. Campaigns specifically targeting these audiences were conducted through the Department of Health and Ageing. ANPHA continuously monitors this situation and will adjust campaign planning accordingly.

Australian National Preventive Health Agency: *Swap It, Don't Stop It*

The National Partnership Agreement on Preventive Health *Swap It, Don't Stop It* campaign (Phase 2 of Measure Up) aims to encourage Australians to make and sustain healthy behaviour changes. During the period, \$4.9 million was spent on media placement.

Department of Broadband, Communications and the Digital Economy: *Digital Switchover*

The Australian Government has announced a region-by-region switchover from analog to digital television in Australia which is to be completed by 31 December 2013. In support of this policy a long-term, phased communication campaign launched in April 2009. The aim of the *Digital Switchover* campaign is to ensure a smooth transition to digital free-to-air television by informing Australians about digital switchover, necessary preparations and sources for further information. During the period, \$3.7 million was spent on media placement.

Department of Climate Change and Energy Efficiency: *Clean Energy Future*

The Australian Government proposed its plan to reduce Australia's carbon pollution through the Clean Energy Future policy package on 10 July 2011. A national communication campaign was launched in July 2011 to support this policy. The aim of the campaign was to inform Australians about the context and objectives of the Government's climate policies, including a carbon price, and how these policies would affect them. The campaign ran until 11 September 2011, and included television radio newspaper and online advertising in addition to a household mail out. Activities were supported by an information website and call centre. During the period, \$16.8 million was spent on media placement.

Department of Defence: *Defence Force Recruiting*

This is an ongoing campaign to correct common misperceptions about the Service brands and generate enquiries to fill almost 6,500 Officer and General Entry positions in the Navy, Army and Air Force. While the advertising aims to reach older candidates and influencers, the key target audience is 16–24 year old males and females nationally. During the period, \$8.1 million was spent on media placement.

Agency exception reporting: Defence Force Recruiting (DFR) is a national advertiser with reach into regional and local communities through local radio, newspapers, social media and other channels. While Defence encourages diversity in its workforce, good English written and oral skills are essential. Our primary target audience is 16–24 year old Australians, and the media consumption habits of multicultural and Indigenous youths mirror those of mainstream. Should DFR develop a campaign specifically targeting parents and family members, multicultural media would be included in the media mix. In addition to advertising, Defence maintains a very strong presence on the ground in Indigenous communities, specifically enlisting young Indigenous people in courses that may prepare them for the Defence recruiting process or other employment opportunities.

Department of Education, Employment and Workplace Relations: *Building Australia's Future Workforce*

The purpose of the *Building Australia's Future Workforce* campaign was to raise awareness and encourage take up of Australian Government programs aimed at increasing workforce participation and diversity. The campaign promotes skills attainment and improvement, particularly amongst unskilled and underskilled Australians. The campaign is funded under the Building Australia's Future Workforce package. During the period, \$4.5 million was spent on media placement.

**Department of Education, Employment and Workplace Relations:
*Regional Student Income Support***

The *Regional Student Income Support* campaign was a targeted radio and online campaign that aimed to inform regional young people and their parents/carers about changes to Youth Allowance and ABSTUDY. The changes came into effect on 1 January 2012 as part of the Australian Government's response to the Review of Student Income Support Reforms. During the period, \$0.2 million was spent on media placement.

**Department of Families, Housing, Community Services and Indigenous Affairs:
*Promoting Respectful Relationships (The Line)***

The Line is an ongoing social marketing campaign, with the principal objective of promoting the development of healthy and respectful relationships among young people and their key influencers. The integrated campaign is an initiative under the National Plan to Reduce Violence against Women and their Children, 2010–2022. During the period, \$0.2 million was spent on media placement.

Department of Foreign Affairs and Trade: *Smartraveller (Phase 3)*

The *Smartraveller* campaign is a key policy instrument for the Australian Government to promote the security and welfare of Australians travelling overseas. The campaign aims to assist Australians to make well informed decisions about travelling overseas by encouraging them to register their travel plans with the Department of Foreign Affairs and Trade (DFAT), to read and subscribe to DFAT's travel advice, and to take out appropriate travel insurance. During the period, \$2.1 million was spent on media placement.

Agency exception reporting: *Smartraveller* campaign advertising is aimed at all Australians aged 18 and over who travel overseas. *Smartraveller* Phase II evaluation and Phase III exploratory research did not identify the need for specific Indigenous communications. It is anticipated existing media reaches Indigenous audiences within the target group effectively. However, the need for specific Indigenous audience research and media is kept under review.

Department of Health and Ageing: *Attracting More People to Work in Indigenous Health*

The *Attracting More People to Work in Indigenous Health* campaign aims to encourage Aboriginal and Torres Strait Islander secondary students to consider a job in health and to encourage current health students and professionals to consider working in the Aboriginal community controlled health sector. During the period, \$0.6 million was spent on media placement.

Agency exception reporting: Multicultural media channels were not used for this campaign, as these channels would not have been appropriate for this audience group.

Department of Health and Ageing: GP After Hours Advice Service

On 1 July 2011, the Australian Government launched the after hours GP helpline in order to increase access to after hours primary care. The campaign was developed to inform consumers about the role and benefits of the service, and provide consumers with information about how and when to access the helpline. The campaign aims to generate appropriate use of the helpline. During the period, \$0.8 million was spent on media placement.

Department of Health and Ageing: National Drugs

The *National Drugs* campaign aims to reduce the uptake of ecstasy and other illicit drugs among young Australians by raising awareness of the harms associated with illicit drug use and encouraging and supporting decisions not to use. During the period, \$0.3 million was spent on media placement.

Agency exception reporting: The *National Drugs* campaign re-commenced its 'Ecstasy. Face Facts' media activity for the 2011–12 financial year on 18 December 2011 beginning with online activity and cinema placement. The current media buy runs through to June 2012 and uses a mix of media channels to reach the target audience. Indigenous radio and print advertising and multicultural print advertising will roll out from January 2012.

Department of the Treasury: Banking Reform

The overarching objective of the campaign was to raise community and business awareness of the relevance and benefits of the Government's package of reforms to support a competitive and sustainable banking system. The first phase of the campaign was aimed at promoting the ban on mortgage exit fees applying to new loans from 1 July 2011. Phase two of the campaign focused on the introduction of home loan fact sheets from 1 January 2012. Both phases were aimed at raising awareness of the range of competitive deals on offer, encouraging consumers to shop around and to ensure the community is aware of the changes and reforms to the banking system and timing of the introduction of each measure. During the period, \$5.3 million was spent on media placement.

Department of the Treasury: Education Tax Refund

The Education Tax Refund (ETR) program aims to provide financial support to low income families to help meet the cost of primary and secondary school education. The overall objective of the campaign was to raise awareness and understanding of the ETR among eligible recipients and to alert recipients of the inclusion of school uniforms as part of the ETR from 1 July 2011. The three phases to date have focused on the back-to-school periods in January 2011 and 2012 and the Tax Time ETR period in June/July 2011. During the period, \$3.4 million was spent on media placement.

Chapter 3: Historical Series of Campaign Advertising Expenditure



3

Chapter 3: Historical Series of Campaign Advertising Expenditure

The table below details campaign advertising media expenditure by FMA Act agencies from January 2004 to December 2011 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 December 2011

| Period | Biannual (\$ million) | Calendar Year (\$ million) | Financial Year (\$ million) |
|--------------|--------------------------|-------------------------------|--------------------------------|
| 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 | | |

| Period | Biannual (\$ million) | Calendar Year (\$ million) | Financial Year (\$ million) |
|--------------|--------------------------|-------------------------------|--------------------------------|
| 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 | | |

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 FMA Act agencies, and Table 3, which also includes expenditure by bodies subject to the *Commonwealth Authorities and Companies Act 1997* and Territory Governments.

Source: Central Advertising System

The table below provides contains aggregate expenditure through the CAS between 1994 and 2004. Information on expenditure before 2004 available is only available at an aggregated level, encompassing expenditure by FMA Act agencies, CAC Act bodies and Territory Governments. The data is available on calendar and financial year bases.

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

| | Calendar Year (\$ million) | Calendar 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 |

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 *Commonwealth Authorities and Companies Act 1997* and Territory Governments.

Source: Central Advertising System

**Appendix A: Guidelines on Information
and Advertising Campaigns by Australian
Government Departments and Agencies
(March 2010)**





Appendix A: Guidelines on Information and Advertising Campaigns by Australian Government Departments and Agencies (March 2010)

The Guidelines were amended in March 2011 to reflect changes in Ministerial responsibilities.

Introduction

1. This document in its entirety forms the *Guidelines on Information and Advertising Campaigns by Australian Government Departments and Agencies* (Guidelines).
2. These Guidelines set out the principles applying to information and advertising campaigns undertaken in Australia.
3. Agencies subject to the *Financial Management and Accountability Act 1997* (FMA Act) must comply with these Guidelines.
4. Agencies 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 or the Minister for Finance and Deregulation or the agency responsible for such policies, currently the Department of Finance and Deregulation (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 consultants, public relations consultants, advertising agencies and/or other specialist consultants 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 departmental staff 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. Agencies 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 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 department's web site when the campaign is launched.
 - The conclusions of the Independent Communications Committee will be published on Finance's web site 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 FMA Act agencies.
17. Chief Executives will ensure that:
 - research reports for advertising campaigns with expenditure of \$250,000 or more are published on their agency's 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 agency annual reports.

Information and Advertising Campaign Principles

The following five principles set out the context in which Australian Government campaigns should be conducted. They relate to when campaigns can be conducted, how campaign materials should be presented, and the legal and procurement responsibilities that need to be considered.

Principle 1: Campaigns should be relevant to government responsibilities

18. 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 Parliamentshould be the subject of a campaign.



19. 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: Campaign materials should be presented in an objective, fair and accessible manner and be designed to meet the objectives of the campaign

20. Campaign materials should enable the recipients of the information to distinguish between facts, comment, opinion and analysis.
21. Where information is presented as a fact, it should be accurate and verifiable. When making a factual comparison, the material 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.
22. Pre-existing policies, products, services and activities should not be presented as new.
23. Special attention should be paid to communicating with any disadvantaged individuals or groups identified as being within the target audience. Particular attention should be paid to the communication needs of young people, the rural community and those for whom English is not a convenient language in which to receive information.
24. Imagery used in campaign materials 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.
25. Campaign materials should be tested with target audiences to indicate they are engaging and perform well against the objectives of the campaign.

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

26. Campaign materials must be presented in objective language and be free of political argument.
27. Campaign materials must not try to foster a positive impression of a particular political party or promote party political interests.



28. Campaign materials 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

29. 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.

30. Campaign information should clearly and directly affect the interests of recipients.

31. The medium and volume of the advertising activities should be cost effective and justifiable within the budget allocated to the campaign.

32. Distribution of unsolicited material should be carefully controlled.

33. Campaigns should be evaluated to determine effectiveness.

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

34. 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.

35. Procurement policies and procedures for the tendering and commissioning of services and the employment of consultants should be followed and there should be a clear audit trail regarding decision making.

Appendix B: Overview of the Campaign Activity Approval and Review Process for Departments and Agencies



B



Appendix B: Overview of the Campaign Advertising Review and Approval Process



Notes:

- This flowchart represents the key points of developing a typical advertising campaign, to the point of approval and launch. Some steps may occur concurrently or be repeated. All advertising campaigns undertaken by **FMA Act Agencies** above the value of \$250,000 should go through the process.
- Campaign advertising activity above the value of \$250,000 is subject to review by the **Independent Communications Committee (ICC)** and certification by the relevant Chief Executive.
- The **ICC** reviews campaigns for compliance with the Guidelines on Information and Advertising Campaigns by Australian Government Departments and Agencies.
- The **Peer Review Group (PRG)** provides agencies with advice on their campaign proposals and documentation, with the objective of maximising the strategic integrity and effectiveness of campaigns.
- **Finance** is responsible for the administration of the Central Advertising System and the management of the master media planning and placement agency contract for campaign advertising. **Finance** provides advice and a secretariat function to the **ICC** and is the secretariat to the **PRG**.
- **Agencies** must use the Communications Multi-Use List to source specialist communications suppliers to work on campaigns with total budgets above \$250,000.



