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# Message from the Minister



I am pleased to present the Government of Canada's eighth annual report on advertising. This report highlights advertising activities for 2009-2010.

Fiscal year 2009-2010 was a challenging time for Canada due to the global recession. The global credit

crunch that surfaced in the latter part of 2008-2009 sparked a worldwide recession not seen since World War II. Many Canadians faced uncertainties about their jobs, their savings and the well being of their families and communities. In January 2009, our government responded with a comprehensive stimulus package to jumpstart Canada's economic recovery and secure its future prosperity. Throughout 2009-2010, our government was focused on implementing the Economic Action Plan, with measures to reduce taxes, increase support to workers, upgrade the country's infrastructure, and invest in research and technology. Simply put, create jobs and economic growth.

Communication to the public, including advertising, was stepped-up to ensure that Canadian families and businesses knew about the programs and services that were available to help them through these difficult times.

In the midst of the economic downturn, a second global event emerged. The H1N1 flu pandemic affected Canadians across the country. To contain the outbreak, the Government of Canada worked closely with national and international partners to ensure the public had access to timely, accurate information on ways to reduce their risk of infection. This was done, in part through a comprehensive national advertising campaign.

These two extraordinary events alone consumed almost the entire annual advertising budget for a typical year.

Although the economy remained our government's top priority, other ongoing business of government continued and requisite attention was given to other federal initiatives like services to newcomers, national defence recruitment and combating elder abuse.

I invite you to read this report to learn more about how the Government of Canada used advertising to keep Canadians abreast of the many important initiatives undertaken in 2009-2010.

**Rona Ambrose** 

MINISTER OF PUBLIC WORKS AND GOVERNMENT SERVICES AND MINISTER FOR STATUS OF WOMEN

Roma Ambrox

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# **About the Report**

This eighth annual report on federal advertising provides information on how government advertising is managed, the campaigns that were undertaken in 2009-2010 and related expenditures. All reported figures are exclusive of GST.

### **CHAPTER 1**

highlights the campaigns included under the Economic Action Plan umbrella, the response to the H1N1 flu pandemic, and selected advertising campaigns that supported ongoing government programs. Chapter 1 also reports on work being done within the federal government to take advantage of new technologies to better communicate with Canadians. Finally, it provides information about the process that is followed to manage Government of Canada advertising and to contract advertising suppliers.

### **CHAPTER 2**

details Government of Canada advertising expenditures for fiscal year 2009-2010, by department and by media. Chapter 2 also lists the suppliers used for national campaigns.

#### **APPENDIX**

presents a glossary of advertisingrelated terms.

# **CHAPTER 1**

The Year in Review

Fiscal year 2009-2010 was an extraordinary year. Two significant events affected Canadians across the country: the economic recession and the H1N1 influenza pandemic. Advertising played a pivotal role in informing Canadians about the government programs, services and safeguards put in place to help them.

### **Priorities**

Government of Canada advertising is one of the tools available to departments and agencies to communicate their programs and initiatives to the public. Major advertising campaigns are aligned to the priorities set out in the Speech from the Throne and are approved by Cabinet. This is a key feature of the advertising management process.

Given the exceptional nature of 2009-2010, government advertising focused heavily on the government's top priority to rebuild the country's economy and, more specifically, to implement the Economic Action Plan. Many campaigns centered on informing individuals and businesses of the new measures and incentives available to help them weather the recession.

Early in the year, the H1N1 influenza pandemic emerged. The intense global media coverage that ensued made it necessary for the government to ensure the public had access to timely, accurate and unfiltered information about the risks and precautions.

Almost 57% (\$77.2M) of the total amount spent on advertising in 2009-2010 supported these two events.

Ongoing programs, like those aimed at helping newcomers settle in Canada, raising awareness of social issues like elder abuse and illicit drug use, promoting Canada's national parks and historic sites and recruiting national police and defence personnel continued as the country worked to get back on its feet.

### Canada's Economic Action Plan

In January 2009, the Government of Canada launched the Economic Action Plan (EAP) to stimulate the economy, restore consumer confidence, and provide support to Canadian families and workers most affected by the global economic downturn. By collaborating with local and commercial partners, the second year of the EAP's implementation sought to ensure short-term results by creating jobs and long-term growth through investments. A number of advertising campaigns fell under this umbrella plan. They included initiatives from the Department of Finance, Canada Revenue Agency, the Department of Industry, the Department of Agriculture and Agri-food and the Department of Human Resources and Skills Development. They offered information on the initiatives, services and benefits in the stimulus package, and invited Canadians to visit the www.actionplan.gc.ca site.

# Economic Action Plan DEPARTMENT OF FINANCE



As a way to identify all initiatives that were linked to the Economic Action Plan, the Department of Finance developed an overarching style guide and program identifier. This style

guide was part of a unified communications approach meant to ensure the public was aware of projects in their communities that fell under the EAP umbrella. A dedicated website, **www.actionplan.gc.ca**, was also developed to help the public find information on the programs and services of interest to them and to follow the progress of the Action Plan.



The messages were directed to all Canadians 18 years of age and older and segmented into two categories: those who needed help — individuals and businesses directly affected by the recession, and those looking for opportunity — individuals and companies who could avail themselves of specific measures to improve their situation and stimulate the economy.

The campaign was also designed to reach those who had the power and potential to build confidence in Canada's economy and promote a positive outlook for the future through word-of-mouth. This group included decision makers, opinion leaders and the media. The media strategy included national television, print, radio and Internet. The campaign ran in four waves throughout the year: June, September, December and March.

Results indicated that up to 64% of people surveyed recalled seeing the ads and by March 2010, close to 18 million adult Canadians were aware of Canada's Economic Action Plan.

#### Home Renovation Tax Credit Canada Revenue Agency

In the spring of 2009, Canada Revenue Agency (CRA) launched a campaign to promote the new Home Renovation Tax Credit (HRTC). The HRTC provided Canadians a one-time opportunity to claim a non-refundable tax credit on their 2009 income tax return for improvements made to their house, cottage or condo. Eligible expenses included goods or labour costs to transform or improve the property, such as a finished basement, upgraded kitchen or the addition of a patio. Projects considered to be routine maintenance did not qualify for the credit. The 15% credit, up to \$1,350, applied to renovations costing anywhere from \$1,000 to a maximum of \$10,000 per household. The program was valid only on eligible expenses made between January 2009 and January 31, 2010.

The goal of the advertising campaign was to inform Canadians of the program and encourage them to take advantage of the time sensitive offer. The campaign used a multi-media approach, incorporating television, print, Internet, digital screens and door danglers. It targeted homeowners aged 25 and over. The campaign ran in two waves, the first in July and August 2009 and the second in September and October 2009.

For greater impact, Canada Revenue Agency developed a unique partnership with national home improvement retailers. The partnership enabled Canadians to be reminded of the tax credit at the point of purchase. Formal partnerships were negotiated with Home Depot, RONA, Réno-Dépôt, Totem, Home Hardware, Canadian Tire, Sears Canada, Groupe BMR and TimBR Mart. These partners were selected

because their presence



across the country meant that the majority of Canadians had in-store access to information about the program. Partner stores displayed point-of-sale stands with specially-designed HRTC receipt envelopes. The envelopes were also featured in ads to reinforce the message that homeowners had to keep their receipts in order to claim the tax credit. Over three million taxpayers claimed the HRTC on their 2009 income tax returns.



#### **Apprenticeship Grants**

#### HUMAN RESOURCES AND SKILLS DEVELOPMENT CANADA

Human Resources and Skills Development Canada (HRSDC) mounted a campaign to promote the Apprenticeship Grants Program. The Program consisted of the Apprenticeship Incentive Grant and the Apprenticeship Completion Grant. The main objective of the campaign was to encourage more apprentices to complete their apprenticeship. The secondary objective was to encourage individuals to apprentice in the trades to meet future demands for skilled labour in Canada.

The campaign targeted apprentices who were enrolled, those who had recently graduated, and those who may be interested in apprenticing in a skilled trade. The emphasis was on youth aged 18 to 30 years. The campaign used a mix of radio, Internet and washroom ads at selected bars and restaurants. The media strategy also included an online video game component — a first for the Government of Canada. This was supported by research that showed that the targeted age group spent a significant amount of time playing games on networked consoles. The in-game component was designed for delivery through a connected platform for Xbox and Xbox360 consoles or on personal computers, and ran between February 8 and March 7, 2010. The media was limited to sports and entertainment games only. Violent titles were excluded.

Results showed that 17% of those surveyed recalled at least one of the ads, with 23% of those falling within the target age group. As of December 2009, over 125,000 eligible apprentices received an Apprenticeship Incentive Grant and 11,300 Apprenticeship Completion Grants were issued.



# Helping Canadian Workers HUMAN RESOURCES AND SKILLS DEVELOPMENT CANADA

The Helping Canadian Workers campaign was designed to raise awareness and participation in existing and new programs offered under the Economic Action Plan umbrella to help Canadian workers. The campaign, which ran in January and February 2010, had a national and a regional component. The national component focused on income support measures and, to a lesser degree, skills and training. The regional component focused specifically on skills and training, and enhancements to employment insurance and employment insurance benefits for the self-employed.



The campaign targeted the general population with a special focus on the workers who had been affected by the economic downturn. The national component featured television and Internet ads about income support and skills and training programs. It was supported by regional ads in print and radio that promoted specific regional Economic Action Plan initiatives for newly unemployed and self-employed persons.

Results showed that 61% of those surveyed recalled seeing at least one of the ads. During the campaign, the **www.actionplan.gc.ca** website saw a 560% increase in page views, especially those about helping Canadian workers, career transition assistance, and apprenticeship grants.

### **Canadian Agricultural Loans Act**

AGRICULTURE AND AGRI-FOODS CANADA

The Canadian Agricultural Loans Act (CALA) is a federal guaranteed loans program designed to make loans more accessible to producers. The program encourages investments in areas like new machinery, livestock, buildings and technology. Through the program, farmers are eligible for new loan guarantees up to \$500,000. Agricultural cooperatives with a majority farmer membership are eligible for loans of up to \$3 million for the processing, marketing or distribution of farm products.

An awareness campaign about the *Canadian Agricultural Loans Act* and its benefits ran for three weeks starting July 20, 2009. The objective was to promote the program and show producers and industry that, under the Economic Action Plan, the government was delivering on its commitments to make credit available to new farmers, to support intergenerational farm transfers, and to make more agricultural cooperatives eligible to receive loans.

The campaign was aimed at farmers and cooperatives across the country. Public notices were placed in farm publications, community weekly newspapers and selected daily newspapers. Brochures, along with other promotional items, were used at trade shows and given to individuals who wanted more information.

In response to the ads, the *Canadian Agricultural Loans Act* campaign received around 1,500 telephone calls from across Canada for further information on the program. Approximately 2,918 loans totalling \$158 million were registered under the CALA program.



## H1N1 Citizen Readiness Campaign — Public Health Agency of Canada

The earliest confirmed case of H1N1 influenza in Canada was in April 2009. The virulence of the disease and the volume of global travel increased concerns of public health officials. From the onset, H1N1 was the subject of intense news coverage that sometimes raised more questions than answers. Throughout 2009-2010, the Public Health Agency of Canada and Health Canada worked with provincial governments, international governments and health experts to provide clear, accurate information to Canadians on the virus and preventative measures to reduce the incidence of infection.

The H1N1 Citizen Readiness Campaign unfolded in two phases over a nine month period. Both phases were directed to the general population with special attention to higher risk groups like pregnant women and people with chronic medical conditions. Phase one of the campaign ran from May to August 2009. It focused on public awareness of the H1N1 flu virus in Canada, infection prevention and personal preparedness. Activities included print advertising in daily, weekly and Aboriginal community newspapers, transit ads in buses and on subways in major cities,



a dedicated H1N1 Info-line, posters, Internet banner ads, outreach activities, and infection prevention messages on Twitter and Facebook.

In April 2009, a dedicated H1N1 hotline was established through Service Canada to answer the public's questions about influenza in general, avian influenza and pandemic. During the May to August period, a total of 11,298 calls were answered, with 29.9% of callers showing concern about symptoms, 20.5% asking about protection against infection and 12.6% about travel advice and warnings.

The second phase of the campaign ran from September 2009 to March 2010. It dealt primarily with personal preparedness and immunization. This phase included television, radio, print, transit, Internet advertising, distribution of Your H1N1 Preparedness Guide, and the mailing of H1N1 influenza information brochures to 10 million Canadian households. Some 1.7 million copies of *Your H1N1* Preparedness guides were distributed through Service Canada and Canada Post outlets. Electronic versions were also available for download on the www.fightflu.ca website. To simplify things for Canadians, in this phase, ads began using 1 800 O-Canada as the primary telephone number. A total of 40,974 H1N1-related enquiries were received between October 2009 and March 2010. Calls peaked on October 28, 2009 with a total of 6,125 in one day, 96.4% of which came from the general public. More than 55.6% of callers got the toll-free number through brochures and publications. 13.2% from newspapers, and 10.3% from the Internet.

The Public Health Agency of Canada also worked with the Canadian Air Transport Security Authority to display infection prevention messages on screens in 24 Canadian international airports and with Transport Canada to distribute infection prevention behaviour posters and quarantine measures posters to 49 Canadian airports.

Given its expertise, the First Nations and Inuit Health Branch of Health Canada developed a tailored campaign for First Nations and Inuit audiences. Information specifically for First Nations and Inuit was included on the www.fightflu.ca website. Efforts included a print ad on infection prevention and preparedness for daily, weekly and biweekly Aboriginal publications; and, two radio ads, a Public Service Announcement, an Internet banner and

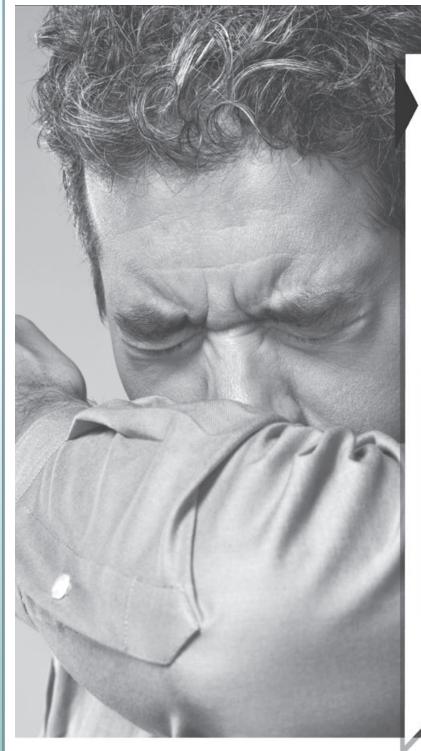
a pamphlet, in English, French and Inuktitut for northern communities. Infection prevention posters were sent to Band council offices, Chiefs, hamlets, co-ops, northern stores, Inuit organizations, and 1,400 Aboriginal health-related organizations, including addiction programs, healing lodges and nursing stations.

The H1N1 outbreak required communications to be swift. Print and radio advertising, which is easy and fast to produce, proved the most efficient. The Internet also helped disseminate information quickly and was vital in helping Canadians find information about the H1N1 influenza online. About 95% of the visits to **www.fightflu.ca** were through referrals from other sites. The website received around 6.4 million visitors in total, with over 20 million pages viewed — 90% of this traffic was from Canadians.

Results from phase I showed that 32% of those surveyed recalled seeing the online, print and/or transit ads. Of those, 25% said they took infection prevention action, including washing their hands with soap for a longer period of time and coughing in their sleeves. Results from phase II indicated that 83% of those surveyed recalled seeing the television, radio, and/or newspaper ads. Of those, 29% said they took action with a majority stating they got vaccinated or planned to get vaccinated.

The Public Health Agency's marketing team was selected to receive a 2011 Blue Pencil and Gold Screen Award from the US National Association of Government Communicators for its work with the Centers for Disease Control and Prevention on a joint billboard that was featured in Vancouver during the Olympic and Paralympic Winter Games 2010.





### KNOW WHAT TO DO TO FIGHT THE H1N1 FLU VIRUS

The H1N1 flu virus is a respiratory illness that causes symptoms similar to those of the seasonal flu (fever **and** cough, runny nose, sore throat, body aches, fatigue and lack of appetite).

All strains of flu can be dangerous; however, good infection prevention measures can help protect you and others if this virus begins to spread rapidly in Canada.

- Wash your hands often and thoroughly—for at least 20 seconds—in warm, soapy water or use hand sanitizer.
- Cough and sneeze in your sleeve, not your hand.
- Keep common surfaces and items clean and disinfected.
- Stay home if you're sick, and call your health care provider if your symptoms get worse.

# KNOWLEDGE IS YOUR BEST DEFENCE

For more information on flu prevention, visit

www.fightflu.ca or call 1-800-454-8302 TTY 1-800-465-7735



Public Health Agency of Canada Agence de la santé publique du Canada Canadä<sup>l</sup>

### Ongoing Business

#### National Defence Recruitment National Defence

The Department of National Defence continued to recruit for the Canadian Forces with its Fight with the Canadian Forces campaign, launched in 2006. The main objectives of the 2009-2010 campaign were to build and maintain awareness of full and part-time job opportunities in the Canadian Forces, to dispel myths about life in the Forces, and to motivate audiences to visit a Canadian Forces recruitment centre, the **www.forces.ca** website, or to call the 1-800 recruitment line. The campaign targeted young adults, primarily male, aged 18 to 24, and Canadians aged 18 to 34 interested in or already in a technical trade. To reach this audience, a combination of conventional and specialty television, cinema, out-of-

home, magazines, local radio, local daily and community newspapers, display banners, search engine marketing and partnerships with job websites were used.

In 2009, the third execution of the Fight campaign won three marketing awards including the bronze medal in the much coveted Best Television Commercial category. Results showed that recall rates among the target population were high, with 61% of those aged 18 to 24 and 57% of those aged 25 to 34 recalling at least one of the ads. Fiscal year 2009-2010 was the most successful recruiting year in recent Canadian Forces history. The Canadian Forces were able to find suitable full-time employment for 7,503 Canadians, achieving 101% of its Regular Force recruiting objective. In addition, 86% of its Reserve Force recruiting mandate was achieved with a total of 5,259 new part-time Reserve Force members.





#### **Services to Newcomers**

#### CITIZENSHIP AND IMMIGRATION CANADA

Citizenship and Immigration Canada launched its Services to Newcomers campaign in February 2010. The purpose of the campaign was to inform newcomers about Government of Canada services available to help them succeed in making a new home in Canada. The campaign targeted newcomers located in large urban centres who had been in Canada less than five years. The campaign ran from February 15 to March 31, 2010. It used a variety of media including ethnic television, mainstream and ethnic newspapers, the national magazine Canadian Immigrant, and online banners on several ethnic and job search websites. The campaign was translated into 16 languages for print, nine for television and eight for Internet. Over 509,000 Services to Newcomers booklets were mailed, reaching approximately 925,000 permanent residents. Another 4,000 booklets were requested through Service Canada.

Results indicated that 44% of newcomers recalled seeing at least one of the ads. Of these, 30% said they did something after seeing the ad, most either applying for a job, job training or service (26%), or going to school or language classes (26%).

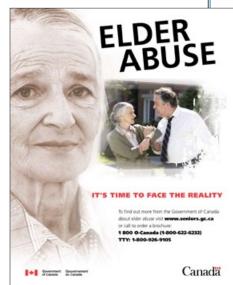


#### **Elder Abuse**

#### HUMAN RESOURCES AND SKILLS DEVELOPMENT CANADA

The Government of Canada established the Federal Elder Abuse Initiative to help seniors and others recognize the signs and symptoms of elder abuse and to learn about available support. Human Resources and Skills Development Canada launched an awareness campaign in spring 2009. The purpose of the campaign was to increase the public's knowledge of elder abuse and its role in helping identify the signs, and to let seniors know about the help that is available and where to find it. The campaign targeted adults aged 40 to 64, seniors aged 65 and up, and frontline and community services professionals.

The campaign ran twice during the year. The first flight ran for two weeks in June and honoured World Elder Abuse Awareness Day on June 15. The second ran for four weeks in October and brought awareness to the International Day of Older Persons on October 1. The campaign included a variety of media. Television was the primary medium because of its ability to create emotional connections and reach a broader audience. Because Internet



use among baby boomers and caregivers is high and use among seniors is growing rapidly, the fall flight was supported by Internet ads as well as magazine ads.

Results showed that 58% of those surveyed recalled seeing at least one of the ads. Furthermore, of the total number of Canadians who recalled seeing the campaign, a significant portion were able to remember the types of elder abuse (psychological, financial and physical) portrayed in the TV commercial — a critical element of the campaign strategy. Of these, 9% said they took specific action as a direct result: 72% said they discussed the ads with others, 4% called or visited their mother, and 3% called 1 800 0-Canada to order a brochure.

The advertising agency supporting the Elder Abuse Advertising campaign won The Excellence in Communication Leadership (EXCEL) Award for the Social Responsibility campaign category at the 2010 International Association of Business Communicators Ottawa Excel Awards Gala.

## **Keeping up with Trends**

### Social Media

Social media has changed the way Canadians communicate. Information now spreads more quickly than ever. A lot of work is being done to adapt this new technology for government. The Applying Leading Edge Technology Working Group is a committee of communications practitioners from across the federal government who are conducting research and providing recommendations and tools on the use of new media within government. Through the use of GCPedia — the Government of Canada's online collaborative encyclopedia — the working group publishes working documents and tools aimed at helping departments with their social media initiatives.

The example below, provided by the Department of Veterans Affairs, illustrates a good example of how the use of social media as a complement to an advertising campaign can contribute to targeting audiences, increase participation at an event, and therefore, increase visibility.

# Remembrance on YouTube and Facebook Veterans Affairs Canada

Veterans Affairs Canada launched the fourth successful year of its Remembrance Campaign. The campaign prompted the public to show support for Canada's veterans by becoming involved in remembrance activities both during Veterans' Week (November 5-11, 2009) and beyond. The campaign was directed to the general public aged 19 to 54, with a special emphasis on young people aged 12-17. The secondary audiences were traditional and modern-day Veterans, Canadian Forces members and their families, and survivors. The campaign asked "How will you remember?"

and encouraged Canadians to make
remembrance something they did,
not just something they felt.
Not only did Canadians take
up the challenge, they
shared their stories.

The campaign was designed to increase public awareness of Canadian service in times of war, military conflict and peace, with thoughtful reflection on the contribution of our modern-day Veterans and Canadian Forces members. It included national conventional and specialty television and an Internet presence on the Veterans Affairs website, Facebook and YouTube. The department also created successful media partnerships with MuchMusic and MusiquePlus, and expanded distribution through VideoEgg, an online advertising network. Youth were encouraged to create a video using multi-media snippets that were selectively distributed on DVD through the department's website, regional offices and the Terry Fox Canada Youth Centre. To measure the use of the virtual snippets, Veterans Affairs provided keywords like "remember", "honour", "nation", "heroes", "pride" and others for youth to include in their videos and social media activities.

The social media component of the campaign drew a lot of attention from other government departments, the media and the public. The English Facebook page for the campaign started with 849 fans on October 25, 2009 and grew to 166,617 fans by November 21, 2009. Surprisingly, 5% of these fans were from the United States, the United Kingdom, Australia and Germany. During this same period, the page had received 6,869 wall posts, a significant increase from the 10 wall posts at the start of the campaign. The Remembrance YouTube channel was viewed 43,875 times in Canada and 2,143 times throughout the rest of the world. By the end of November, the vignettes themselves had been viewed 31,643 times.

The campaign's success was substantiated by the level of public participation on the Remembrance section of the department's website and increased attendance at Remembrance events during Veterans' Week. Of the 35% of survey respondents who recalled seeing the television ad, 29% took action by wearing a poppy, making a donation, attending a ceremony or talking with friends and family about remembrance.



# **Government of Canada Advertising Process**

## A well-managed process

The Government of Canada advertising process ensures that advertising activities comply with government priorities. meet the communication needs of Canadians, comply with government acts, policies and procedures, and provide value for money. Clear roles and responsibilities are outlined in the planning, approval, execution, evaluation, and reporting stages of the process.

Every year the advertising cycle starts with institutions working with the Privy Council Office (PCO) to prepare proposals for major advertising campaigns in support

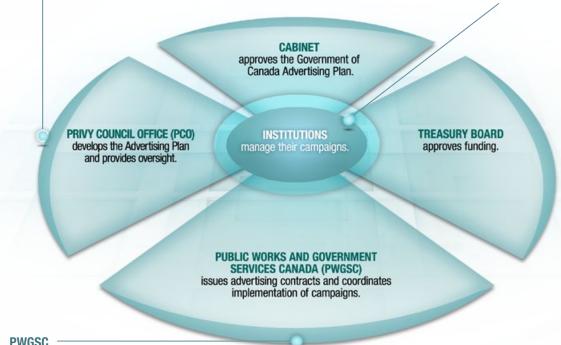
of government priorities. PCO consolidates the proposals into an annual advertising plan, for Cabinet approval, that outlines campaign themes and spending levels. Treasury Board approves the funding. Once approved, departments and agencies manage their own campaigns. Public Works and Government Services Canada (PWGSC) issues all advertising-related contracts, provides advice and support to departments and reports on governmentwide expenditures. The Privy Council Office provides oversight throughout.

#### PC<sub>0</sub>

- Asks departments to develop advertising proposals, based on government priorities;
- Provides oversight throughout the process;
- Approves advertising creative, messages, and media plans;
- Reviews campaign results.

#### INSTITUTIONS

- Work with PCO to develop advertising proposals that include: objectives, target audiences, measurable outcomes, and media strategies;
- Work with PWGSC to contract an advertising agency to design creative and produce detailed media plans;
- Manage budgets and pay for media placements;
- Document, review and report on campaign results.



#### **PWGSC**

- Contracts advertising agencies for departments;
- Advises departments on the advertising-related acts, policies and procedures that must be followed;
- Reviews creative and media plans for compliance with acts and policies;
- Manages the Agency of Records (AOR) that purchases the advertising space and time identified in the media plans from institutions;
- Tracks government-wide spending and produces an annual report;
- Provides training to institutions.

# **Support from Public Works and Government Services Canada**

### Training and Development

Public Works and Government Services Canada provides advice, guidance and contracting services to departments that are advertising. Part of this means developing tools and opportunities for departments to strengthen their advertising skills and knowledge.

The advertising newsletter, *Within Reach*, is one tool. It is published quarterly and features articles, news, tips and trends from industry leaders, academics and the government advertising community. In 2009-2010, *Within Reach* celebrated its fourth year of publication. To mark the anniversary, it was given a new look, and format.

PWGSC also added an *Ask the Expert* forum to its line-up of training and development sessions. Departments are now able to benefit from one-on-one support from a subject matter expert in person, over the phone or Web.

The full curriculum of learning events, which were offered free of charge to public servants, was presented in a new *Advertising Capacity Building Calendar*. The calendar was published at the beginning of the fiscal year to encourage the community to include the sessions in their personal learning plans.

Some sessions were offered in webinar format to enable employees from various locations to participate off-site. Five such sessions took place in 2009-2010:

- Facebook, Twitter and Online Communities: Strategies to Boost Your Bottom Line;
- Understanding the Digital Marketing Services Cost Equation: A Comparative Overview;
- An In-depth seminar on social media with Facebook Canada and the Association of Canadian Advertisers (ACA);
- The Death of Newspapers is Greatly Exaggerated (presented by the ACA);
- Social Networking: The Growing Threat to Businesses and Individuals.

In 2009-2010, PWGSC offered a total of 33 sessions to more than 500 public servants from various departments across government. On average, participants attended two sessions, with nearly 10% attending five or more sessions.

### Procurement and Contracting

Public Works and Government Services Canada (PWGSC) manages the Government of Canada's Agency of Record (AOR) that purchases all advertising space and time on behalf of departments and agencies. The AOR helps the Government of Canada obtain cost savings by consolidating the buying power of many departments.

In 2009-2010, PWGSC launched an open competitive process for a new AOR contract, beginning in fiscal year 2010-2011. The Request for Proposal was posted on

the government's electronic-tendering service MERX.

Advertisements were also placed in industry magazines.

The contract was awarded to Cossette Communication Inc.

PWGSC also issues all contracts for advertising planning and creative services. There are three primary instruments in place to make the procurement of these services easier for departments. They are: Standing Offers, Supply Arrangements, and Request for Proposals through MERX\*. In 2010-2011 PWGSC will be renewing the contracting tools.

<sup>\*</sup> See Appendix for definitions of terms.

### Table 1—Government of Canada Advertising Services Suppliers for 2009-2010

National Standing Offers	Quiller & Blake Advertising Limited* Target Communications/Compass Communications Inc.* Ogilvy Montréal Inc.* Allard Johnson Communications Inc.* Acart Communications Inc.*
National Public Notice Standing Offers	Day Advertising Group Inc.* Acart Communications Inc.*
National Aboriginal Set-Aside Standing Offers	Poirier Communications LTD.* First Communications Group
Supply Arrangements	Acart Communications Inc.* Allard Johnson Communications Inc. Arnold Worldwide Hewson Bridge and Smith Ltd./HBS Marketing* Manifest Communications Inc. Marketel/McCann-Erickson Ogilvy & Mather* Ogilvy Montréal Inc.* OSL Communications Inc. Palm + Havas Inc.
Supply Arrangements for Aboriginal Set-Aside	Poirier Communications LTD. Spirit Creative Advertising and Promotion*
Regional Standing Offers	British-Columbia Region Grey Worldwide* Wasserman & Partners Prairies and Territories Regions McKim Cringan George* Brown Communication Group Ontario Region Axmith McIntyre Wicht Quiller & Blake Advertising Limited Quebec Region Palm + Havas Inc.* Amalgame Créativité Stratégique* Atlantic Region Target Communications/Compass Communications Inc. Palm + Havas Inc.*
MERX	Palm + Havas Inc.* BBDO Canada Inc.* BCP Ltée* Allard Johnson Communications Inc.* Manifest Communications Inc.* Ogilvy Montréal Inc.* Acart Communications Inc.* Ogilvy & Mather Canada*

<sup>\*</sup> Indicates Government of Canada Advertising Services Suppliers that were awarded contracts for 2009-2010.

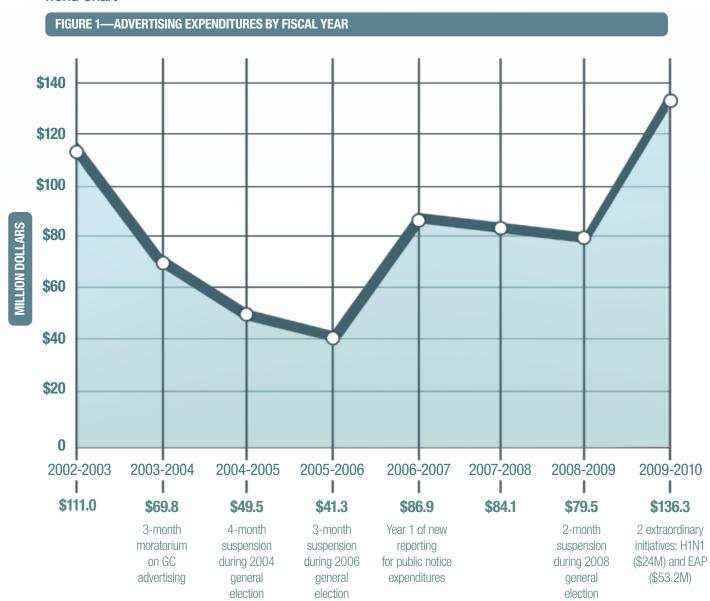
# **CHAPTER 2**

**Advertising Expenditures** 

# **Expenditures Summary**

In 2009-2010, the Government of Canada spent \$136.3 million on advertising. Of this, \$53.2 million was for eight campaigns on initiatives for the Economic Action Plan and \$24 million was for the H1N1 influenza pandemic.

#### Trend Chart



# **Expenditures by Institution**

Table 2—Advertising Expenditures by Institution\*

NAME OF INSTITUTION	TOTAL ADVERTISING EXPENDITURES WITH THE AOR (IN THOUSANDS OF DOLLARS)
Public Health Agency of Canada	\$23,580
Department of Human Resources and Skills Development	\$18,734
Department of Finance	\$16,499
Department of National Defence	\$15,104
Canada Revenue Agency	\$14,426
Department of Health	\$7,593
Office of Infrastructure of Canada	\$7,548
Parks Canada Agency	\$7,453
Department of Citizenship and Immigration	\$4,276
Canadian Food Inspection Agency	\$2,569
Department of Veterans Affairs	\$2,534
Department of Agriculture and Agri-Food	\$2,224
Royal Canadian Mounted Police	\$1,956
Department of Foreign Affairs and International Trade	\$1,774
Department of Natural Resources	\$1,381
Financial Consumer Agency of Canada	\$982
Canada Border Services Agency	\$792
Department of Human Resources and Skills Development (Service Canada)	\$752
Department of Public Safety and Emergency Preparedness	\$388
Canadian Grain Commission	\$356
Canadian Radio-television and Telecommunications Commission	\$310
Department of the Environment	\$286
Passport Canada	\$234
Department of Canadian Heritage	\$203
Department of Industry	\$200

<sup>\*</sup> These figures were provided to Public Works and Government Services Canada by each institution for the purpose of this annual report. Expenditures include planning, production, and media placement costs for all types of advertising activities (campaigns and public notices placed by the Government of Canada's Agency of Record). Public notices placed directly by institutions are excluded from this table (see Table 3).

National Film Board of Canada	\$134
Department of Fisheries and Oceans	\$86
Department of Indian Affairs and Northern Development	\$72
Social Sciences and Humanities Research Council	\$71
Department of Public Works and Government Services	\$57
Statistics Canada	\$38
Privy Council Office	\$20
Department of Transport	\$7
Canadian Centre for Occupational Health and Safety	\$5
Library and Archives of Canada	\$5
Total	\$132,648

# **Expenditures by Major Campaign**

CAMPAIGN TITLE	MEDIA	COST	CREATIVE AGENCY
Canada Border Services Agency			
Western Hemisphere Travel	Radio/Print/out of home/Internet	\$791,770	Quiller & Blake Advertising Limited
Canada Revenue Agency			
Home Renovation Tax Credit*	Television/Print/Out of home/Internet	\$6,220,288	Allard Johnson Communications Inc.
Tax Relief Measures (Phase 3)*	Television/Print/ Radio/Internet	\$8,168,048	Allard Johnson Communications Inc.
Canadian Food Inspection Agency			
Travelers' Bio-Security Awareness	Out of home/ Internet/ Print	\$1,029,127	Acart Communications Inc.
Animal Health Disease Reporting Public Notice	Print/Radio	\$591,607	Acart Communications Inc. and Day Advertising Group Inc.
Food Safety Portal	Radio/Internet	\$887,590	Quiller & Blake Advertising Limited
Department of Agriculture and Agri-Food			
AgriStability public notices	Print	\$247,334	Day Advertising Group Inc.
Canadian Agricultural Loan Act*	Print	\$291,186	Day Advertising Group Inc.
Slaughter Improvement Program	Print	\$123,848	Day Advertising Group Inc.
Hog Industry Loan Loss Reserve Program	Print	\$213,217	Day Advertising Group Inc.
Growing Forward	Radio/Print/Internet	\$818,370	Acart Communications Inc.
Farm Debt Mediation Service	Print	\$206,080	Day Advertising Group Inc.
Department of Citizenship and Immigration			
Foreign Credentials Referral Office	Print/Out of home/Internet	\$911,772	Quiller & Blake Advertising Limited
Services to New Canadians	Television/Print/ Internet	\$2,004,735	Acart Communications Inc.
Visa Impositions in Mexico and Czech Republic	Radio/Print	\$1,142,545	Ogilvy Montréal Inc.
Department of Finance			
Canada's Economic Action Plan*	Television/Print/ Radio/Internet	\$16,498,667	Ogilvy Montréal Inc.

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Canada's Pacific Gateway	Print/Internet	\$264,522	Ogilvy Montréal Inc.
Invest in Canada	Internet/Out of home	\$1,391,595	Ogilvy & Mather (Canada)
Department of Foreign Affairs and Internationa	nl Trade – Passport Canad	da	
Web banner ads – Barcoded application forms	Internet	\$125,272	Quiller & Blake Advertising Limited
Department of Health			
Consumer Product Safety	Print/Internet	\$166,954	Day Advertising Group Inc.
Food Safety Campaign	Radio	\$450,758	Acart Communications Inc.
H1N1/Pandemic Influenza – Aboriginal component	Print/Radio/Internet	\$516,170	Spirit Creative Advertising & Promotion Inc.
Health and the Environment	Print/Radio/Out of home/Internet	\$1,967,873	BCP Ltée and Acart Communications Inc.
National Anti-Drug Strategy	Television/Print/ Cinema/Out of home/Internet	\$4,429,091	Allard Johnson Communications Inc.
Department of Human Resources and Skills De	evelopment		
Apprenticeship Completion Grant*	Radio/Out of home/Internet	\$1,777,261	Acart Communications Inc.
Canada Student Loans Program	Print/Internet	\$322,298	Allard Johnson Communications Inc.
Elder Abuse Awareness	Television/Print/ Internet	\$3,159,083	Acart Communications Inc.
Helping Canadian Workers*	Television/Radio/ Print/Internet	\$11,401,978	Acart Communications Inc.
Registered Disability Savings Plan	Print/Radio	\$1,851,521	Acart Communications Inc.
Department of Human Resources and Skills De	evelopment – Service Ca	nada	
Canada Summer Jobs 2010	Print	\$482,426	Acart Communications Inc.
Department of National Defence			
National Recruitment	Television/Print/ Out of home/ Internet/Cinema	\$12,144,591	BCP Ltée
Regular Local Recruitment	Radio/Print/Internet	\$2,440,917	BCP Ltée
Reserve Local Recruitment	Radio/Print/Internet	\$504,836	BCP Ltée
Department of Natural Resources			
Expanded ecoENERGY Home Retrofit Grant*	Print/Internet	\$1,254,474	Compass Communications In

72 hours – Emergency	Television	\$387,547	N/A
Prepardness Week 2009			
Department of Veterans Affairs			
2009 Veteran's Week	Television/Print/Out of home/Internet	\$2,533,977	Hewson Bridge and Smith Ltd
Financial Consumer Agency of Canada			
Promoting FCAC in Canadian Universities	Print	\$271,880	Compass Communications Inc
The City – Public notices	Print/Internet	\$159,381	Ogilvy Montréal Inc.
Promoting FCAC	Print/Internet	\$550,418	Quiller & Blake Advertising Limited
Office of Infrastructure Canada			
Infrastructure Canada EAP Advertising Campaign*	Television/Print/ Out of home	\$7,547,946	Allard Johnson Communications Inc.
Parks Canada Agency			
Parks Canada – Real.Inspiring.	Television/Internet	\$6,953,968	Hewson Bridge and Smith Ltd. (Phase I)/Ogilvy Montréal Inc. (Phase II)
Public Health Agency of Canada			
H1N1/Pandemic Influenza	Television/Radio/ Print/Out of home/Internet	\$23,533,280	Acart Communications Inc.
Royal Canadian Mounted Police			
National Recruitment	Radio/Print/ Cinema/Internet	\$1,621,286	Ogilvy Montréal Inc.
2009-2010 National Aboriginal Campaign	Radio/Print/Out of home/Internet	\$302,824	Spirit Creative Advertising & Promotion Inc.

 $<sup>\</sup>ensuremath{^{\star}}$  Indicates campaigns that fall under the EAP umbrella.

### **Public Notices**

Public notices, such as those providing information about requests for tenders, public hearings, offers of employment, and business hours and addresses are a form of advertising. Public notices often deal with regional or local matters. Departments have the choice to purchase the media for public notices themselves or to use the services of the Government of Canada's Agency of Record. In 2009-2010, departments purchased \$3.7 million in media directly for public notices.

In June 2007, the Minister of Foreign Affairs announced that a series of "passport clinics" would be held nationwide. Passport Canada subsequently set up a Mobile Passport Unit which made itself available onsite at about 125 locations to answer questions about the passport application process, to review the application forms, and to accept duly completed applications for processing. The Mobile Passport Unit program continued in 2009, with a series of passport clinics for the months of April and May in several locations across Canada.

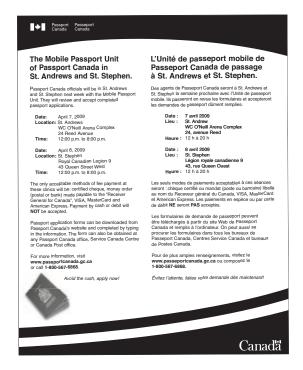


Table 3—Expenditures for Media Purchased Directly by Institutions for Public Notices

NAME OF INSTITUTION	TOTAL PUBLIC NOTICE Expenditures without aor
Royal Canadian Mounted Police	\$541,173
Department of Public Works and Government Services	\$453,282
National Film Board of Canada	\$447,717
Department of Transport	\$445,038
Department of Human Resources and Skills Development	\$209,677
Canadian Institutes of Health Research	\$192,789
Department of Human Resources and Skills Development (Service Canada)	\$181,487
The National Battlefields Commission	\$171,576
Canadian Environmental Assessment Agency	\$154,997
Department of Indian Affairs and Northern Development	\$145,377
Department of Health	\$122,797
Office of the Director of Public Prosecutions	\$86,297
Canadian Nuclear Safety Commission	\$81,653
Office of the Secretary to the Governor General	\$67,298

These figures were provided to Public Works and Government Services Canada by each institution for the purpose of this annual report.

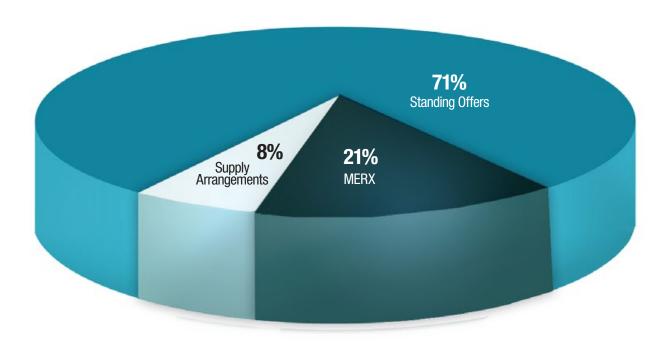
Correctional Service of Canada  Canadian Food Inspection Agency  National Farm Products Council of Canada	\$59,802 \$41,475 \$41,367
	. ,
National Farm Producte Council of Canada	\$41,367
National Famili Toddots Council of Canada	
National Energy Board	\$37,425
Department of Fisheries and Oceans	\$34,214
Canada Revenue Agency	\$33,583
National Research Council of Canada	\$29,510
Department of the Environment	\$27,392
Copyright Board	\$17,461
Department of Justice	\$10,701
Public Service Commission	\$7,245
Canadian Grain Commission	\$7,130
Canada Border Services Agency	\$6,117
Department of Foreign Affairs and International Trade	\$5,542
Department of Western Economic Diversification	\$3,400
Canadian International Development Agency	\$3,193
Department of Natural Resources	\$2,999
Canadian Artists and Producers Professional Relations Tribunal	\$2,780
Treasury Board Secretariat	\$2,578
Economic Development Agency of Canada for the Regions of Quebec	\$2,465
Canadian Northern Economic Development Agency	\$2,422
Immigration and Refugee Board of Canada	\$1,380
Department of Veterans Affairs	\$1,100
TOTAL	\$3,682,439

# **Services Suppliers**

In 2009-2010, Public Works and Government Services Canada issued 96 contracts for advertising planning and creative services. Of these, 71% were call-ups against established Standing Offers, 8% the result of mini-

competitions among suppliers on the advertising Supply Arrangement lists and 21% were issued following a request for proposal post on MERX.

#### FIGURE 2—ADVERTISING EXPENDITURE BY PROCUREMENT METHOD



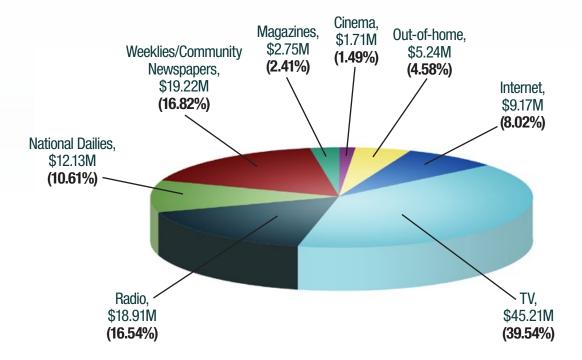
### Media

#### Media placement by type

In recent years, Government of Canada has increased its use of online and new media to advertise. In 2009-2010, however, more traditional forms of media were heavily used for the year's two largest initiatives, the H1N1 influenza pandemic and the Economic Action Plan, because of their ability to reach a broad audience guickly and effectively. As a result,

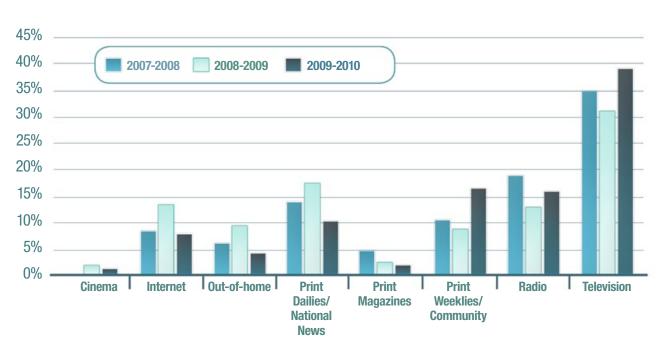
close to 86% of all media spending was in television, radio and print media. Special emphasis was placed on reaching local markets with ads on local stations and in community newspapers.

#### FIGURE 3—2009-2010 AGENCY OF RECORD MEDIA PLACEMENTS BY TYPE



Note: Expenditures for magazines, radio, and TV include those for ethnic, Aboriginal, and mainstream audiences.





	2007-2008	2008-2009	2009-2010
Cinema	0.05%	2.34%	1.49%
Internet	8.79%	13.52%	8.02%
Out-of-home	6.56%	9.84%	4.58%
Print Dailies/National News	14.22%	17.88%	10.61%
Print Magazines	4.92%	2.53%	2.41%
Print Weeklies/Community	10.90%	9.33%	16.82%
Radio	19.26%	13.15%	16.54%
Television	35.30%	31.41%	39.54%

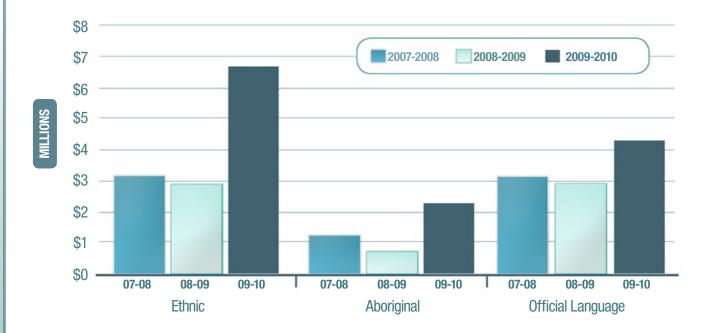
#### Ethnic, Aboriginal and Official Language Media

In accordance with the *Official Languages Act*, departments must ensure that their advertising successfully reaches both English and French language communities across Canada. Community media that serve official language minority communities are often the best way to do that. Using official language minority media also supports the government's commitment to enhance the vitality of these communities.

In developing their advertisements and media plans, departments must also take into account the diverse nature of Canadian society. Departments must be sensitive to differences among and within the various regions of Canada, depicting Canada and its peoples in a fair, representative and inclusive manner. They must ensure that their advertising activities respect the requirements of the *Canadian Multiculturalism Act* and the needs and interests of local and regional populations.

The following charts describe expenditures aimed at official language minority, ethnic and Aboriginal communities.

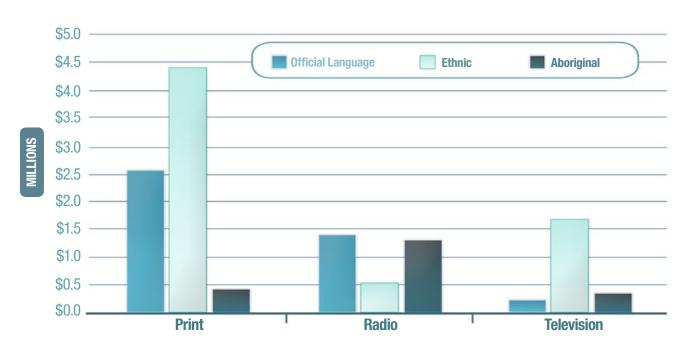
#### FIGURE 5—EXPENDITURES IN ETHNIC, ABORIGINAL AND OFFICIAL LANGUAGE MEDIA 2007-2008 TO 2009-2010



	ETHNIC	ABORIGINAL	OFFICIAL LANGUAGE	TOTAL
2007-2008	\$3,131,773	\$1,246,143	\$3,114,701	\$7,492,617
2008-2009	\$2,909,758	\$733,279	\$2,923,132	\$6,566,169
2009-2010*	\$6,725,352	\$2,261,252	\$4,312,414	\$13,299,018

<sup>\*</sup>Expenditures listed include, TV, radio and print media (excluding magazines).





	PRINT	RADIO	TELEVISION *	TOTAL
Official Language	\$2,583,058	\$1,452,970	\$276,386	\$4,312,414
Ethnic	\$4,406,415	\$587,894	\$1,731,043	\$6,725,352
Aboriginal	\$478,164	\$1,365,100	\$417,988	\$2,261,252

<sup>\*</sup>Includes spending in selective outlets only. Spending on national networks, such as Radio-Canada, TVA and TQS that reach mainstream audiences in addition to official language communities are reported under television in Figures 3 and 4.

# **Appendix**

## **Glossary**

**Advertising:** In the amended *Communications Policy of the Government of Canada (www.tbs-sct.gc.ca)*, advertising is defined as any message conveyed in Canada or abroad and paid for by the government for placement in media such as newspapers, television, radio, Web, cinema and out-of-home.

#### **Advertising Campaign Evaluation Tool (ACET):**

A telephone survey that uses a set of standardized questions to provide quantitative evaluation of government advertising activities. Institutions are required to use ACET for advertising campaigns that exceed \$1 million in paid media.

**ADV Number:** A media placement number issued by the Advertising Coordination and Partnerships Directorate of PWGSC to an institution to confirm that its advertising creative and media plan has been reviewed for compliance with government legislation, policies, and standards. The ADV number also authorizes the Communications Procurement Directorate to issue a work authorization to the Agency of Record to implement the media plan.

#### **Advertising Management Information System (AdMIS):**

A system managed by PWGSC enabling departments to access information related to government advertising and fully document Government of Canada advertising activities (including project information and expenditures) throughout the life cycle of each advertising initiative.

**Advertising Services Supplier:** A private sector supplier selected through a competitive process to provide a government institution with advertising services such as strategic planning, creative and production services, and media planning in support of an advertising initiative.

**Agency of Record (AOR):** A private sector supplier—selected though a competitive process and under contract with the Government of Canada—that negotiates, consolidates, purchases, and verifies advertising media time and space for Government of Canada advertising.

Call-up Against a Standing Offer: See "Standing Offer".

**Gross Rating Points (GRP):** A measure of the advertising weight, or penetration, delivered by media within a given time period according to a formula in which the frequency of an advertisement's appearance is multiplied by its reach. For example, an advertisement seen an average of 10 times by 20% of adults aged 25 to 54 would achieve 200 GRPs for that segment of the population.

**Insert:** A promotional method in which a print advertisement or promotional item is inserted into a newspaper, plastic bag, or the plastic wrap of a magazine.

**Media Buy or Placement:** The purchase of advertising time or space from a media outlet such as: television station, radio station, newspaper, magazine, Web, cinema or out-of-home.

**MERX:** The electronic-tendering system used by the Government of Canada to post searchable procurement notices and bid-solicitation documents for access by suppliers and contracting officers. For more information, please see the MERX Web site.

**Out-of-home:** An advertising medium to which audiences are exposed only outside the home. These media include mall posters, billboards, bus and transit-shelter ads, and digital media such as screens in doctor's offices or kiosks, but excludes cinema.

**Post-Campaign Evaluation:** An evaluation of the effectiveness of an advertisement or other communication product after it has been launched to its intended audience. Examples include day-after recall studies and telephone and readership surveys.

**Pre-testing:** Any generally recognized research procedure used to evaluate the likely audience reaction to an advertising campaign or its components. Pre-testing occurs prior to a campaign's launch to the public. For example, a proposed advertisement, creative concept, or text may be tested with a focus group that is drawn from the intended audience.

**Public Notices:** Paid announcements such as those regarding tenders, sales, public hearings, offers of employment, and business hours and addresses. Such notices may be placed in the media directly by government institutions.

**Reach:** The percentage of a target audience accessed once by a media vehicle or a media schedule.

Request for Proposal (RFP): A formal government document, posted on MERX, through which advertising services suppliers are invited to submit proposals for creative advertising work on complex thematic and multi-component projects usually spanning more than one year. Proposals are evaluated according to criteria detailed in each RFP. Contracts are awarded through a competitive process in which selection is based on a combination of technical score and price that offers best value.

**Standing Offer:** An arrangement in which advertising services suppliers qualify to provide the government with goods and services at pre-arranged prices, under set terms and conditions, and for specific periods of time on an "as requested" basis. A Standing Offer is not a contract. In fact, no contract exists until the government issues an order or "call-up" against the Standing Offer, and there is no actual obligation by the Government of Canada to purchase until that time.

For individual, well-defined advertising projects that are valued at up to \$100,000 (not including media buys),

a competitive solicitation process is used to establish Standing Offer lists of qualified national and regional advertising services suppliers. The selection is based on an evaluation of the technical and financial proposals submitted. Standing Offers are generally in place for two-year periods. Call-ups for each advertising campaign are made according to a pre-established formula.

**Supply Arrangement:** A method of supply where bids are requested from a pool of pre-screened advertising services suppliers. A Supply Arrangement is not a contract.

For individual (one theme), well-defined campaigns, valued at over \$100,000 and having no financial limit (not including media buys), a list of Supply Arrangements with pre-qualified advertising services suppliers is established and in effect for a period of two years. Advertising services suppliers are selected on the basis of the technical capabilities demonstrated in their submissions. All pre-qualified advertising services suppliers are invited to bid on each advertising requirement in this value range. Advertising services suppliers are then selected according to evaluation criteria detailed in the invitation for bids, and based on an evaluation of the technical and financial proposals submitted.

**Work Authorization:** A written authorization, issued by the contracting authority at the request of the program or project authority, to the Agency of Record to purchase advertising media space and/or time from media suppliers.

# **An Invitation to Readers**

This report has been compiled to inform Canadians about the processes and procedures involved in Government of Canada advertising and all related activities and events in the 2009-2010 fiscal year.

The government welcomes the comments and questions of all Canadians.

To submit comments or questions, please contact:

### Advertising Coordination and Partnerships Directorate

Integrated Services Branch
Public Works and Government Services Canada
(www.pwgsc-tpsgc.gc.ca)

Ottawa, Ontario K1A 0S5

Telephone: 613-992-8545