

ANNUAL REPORT ON
GOVERNMENT OF CANADA
**ADVERTISING
ACTIVITIES**

2018 TO 2019



Government
of Canada

Gouvernement
du Canada

Canada



2018 to 2019 ANNUAL REPORT ON GOVERNMENT OF CANADA ADVERTISING ACTIVITIES

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A LOOK BACK

GOVERNMENT OF CANADA ADVERTISING IN 2018 TO 2019

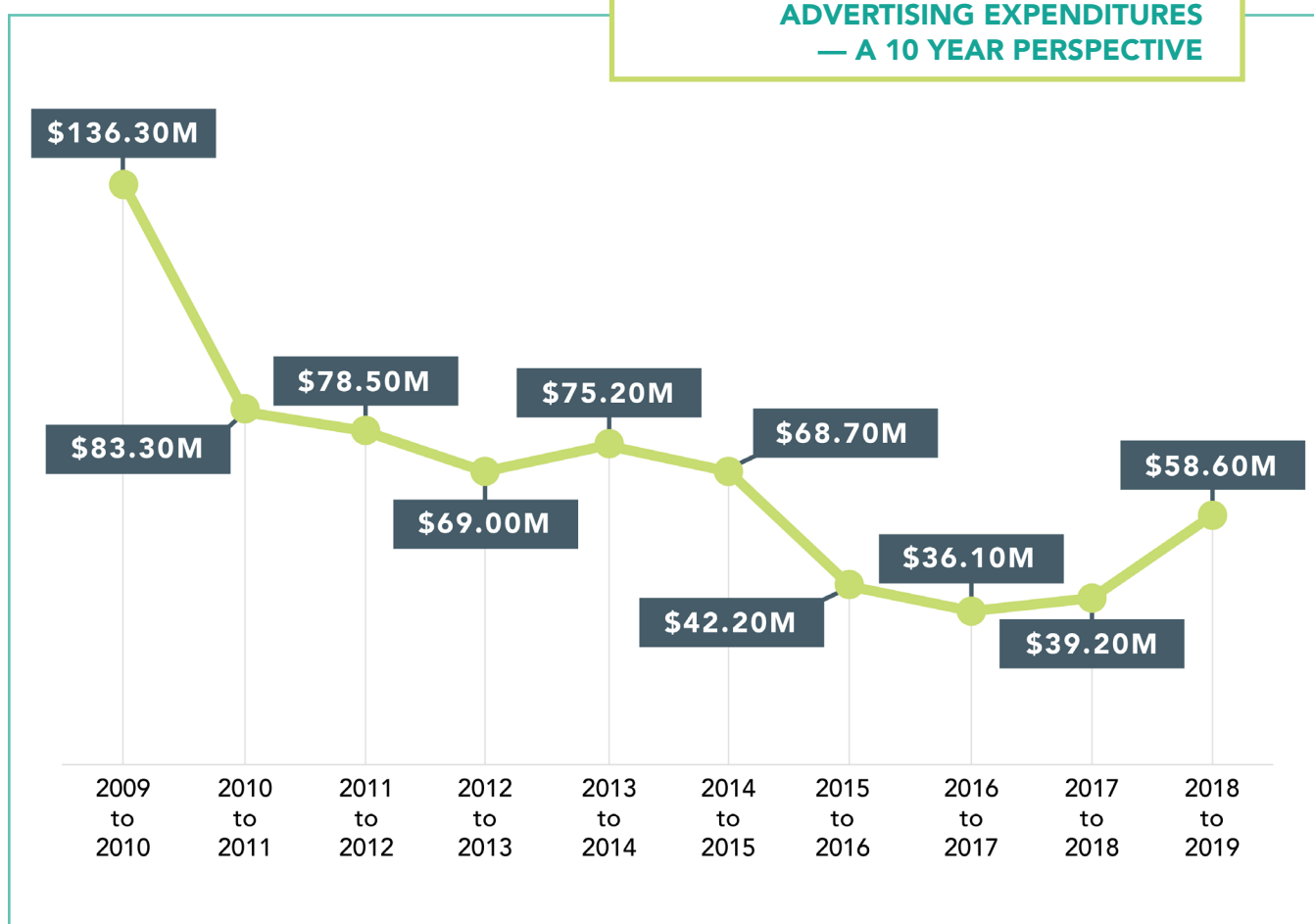
Since 2016, digital media has become the most used means to provide Canadians with information on products and services, and not just in government. This year, 53% of the total media expenditures of \$43.04 million was spent on digital media (total advertising expenditure were \$58.60 million). Of that 33% was spent on social media, with the biggest investment being in Facebook Inc. But unlike the trend of previous years, where the largest investment in digital media was in social, this year the Government of Canada invested more in other forms of media in an attempt to offset this trend. In 2018 to 2019, \$2.5 million more was invested in Internet display advertising than on social media. Along with this, the Government of Canada also increased spending in other domestic media including, \$2.4 million on print and a further \$9.1 million on television, reversing the trend of previous years.

The Government of Canada also developed a new purchasing model to support our domestic media, particularly those that Canadians relied on to provide factual information and that employed traditional journalistic values. We worked with the Agency of Record (AOR) to establish the *Canadian Private Programmatic Marketplace*. The *Marketplace* is a grouping of high quality, major Canadian digital platforms that can be used to help the Government of Canada achieve awareness objectives in its advertising campaigns. In 2019, three campaigns piloted the *Marketplace* and the results were promising. The cost for the premium inventory for these campaigns was significantly less than the norm, and because they were positioned on sites that many Canadians know and trust, the viewability of the campaigns was very high.

With the *Marketplace* the Government of Canada is able to purchase premium digital inventory at a relatively low cost, in a brand safe environment with a heavy news skew. Further, it provides the opportunity to deploy banner ads with a language toggle on more advertisements to ensure Canadians can access Government of Canada information in the official language of their choice. The Government of Canada will continue to work with the AOR as it develops the *Marketplace* by negotiating with more English and French Canadian publishers.

ADVERTISING EXPENDITURES*

FIGURE 1:
ADVERTISING EXPENDITURES
— A 10 YEAR PERSPECTIVE



*All media placement and production expenditures included.

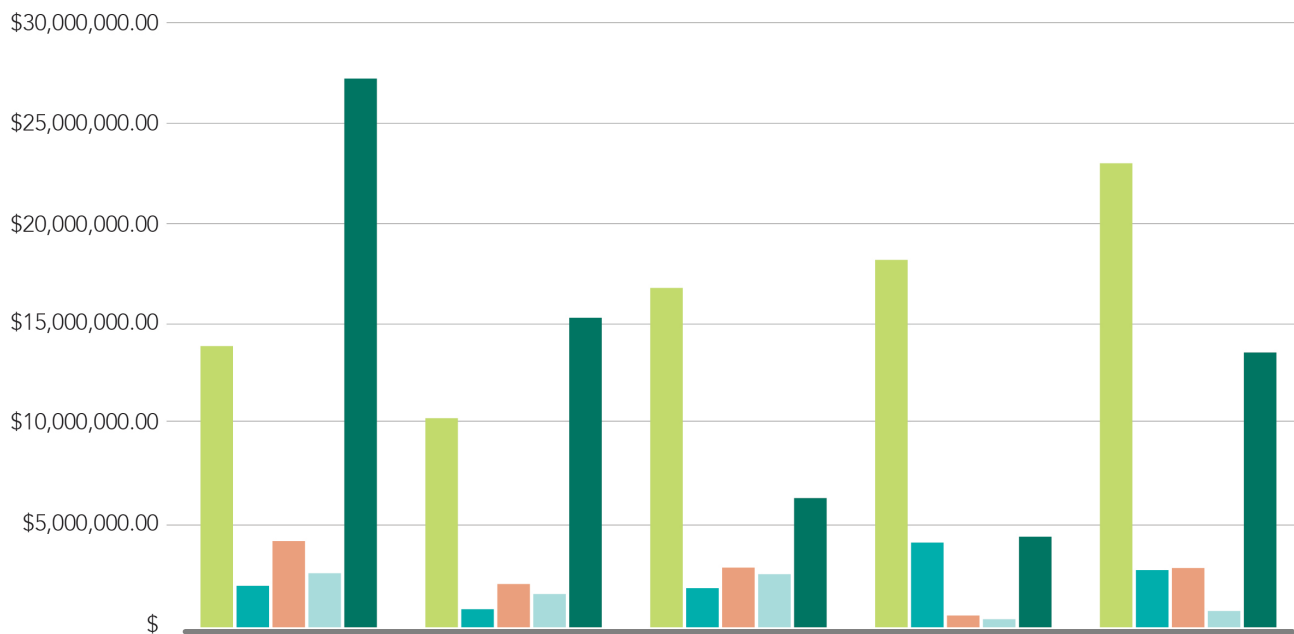
**TABLE 1:
ADVERTISING EXPENDITURES WITH
AND WITHOUT THE AGENCY OF RECORD***

Type of Advertising	Amount Spent	Percent
Media purchased through the Agency of Record	\$55,228,547.61	94%
Media purchased directly by institutions	\$3,372,357.49	6%
Total	\$58,600,905.10	100%

*All media placement and production expenditures included.

MEDIA EXPENDITURES WITH THE AGENCY OF RECORD*

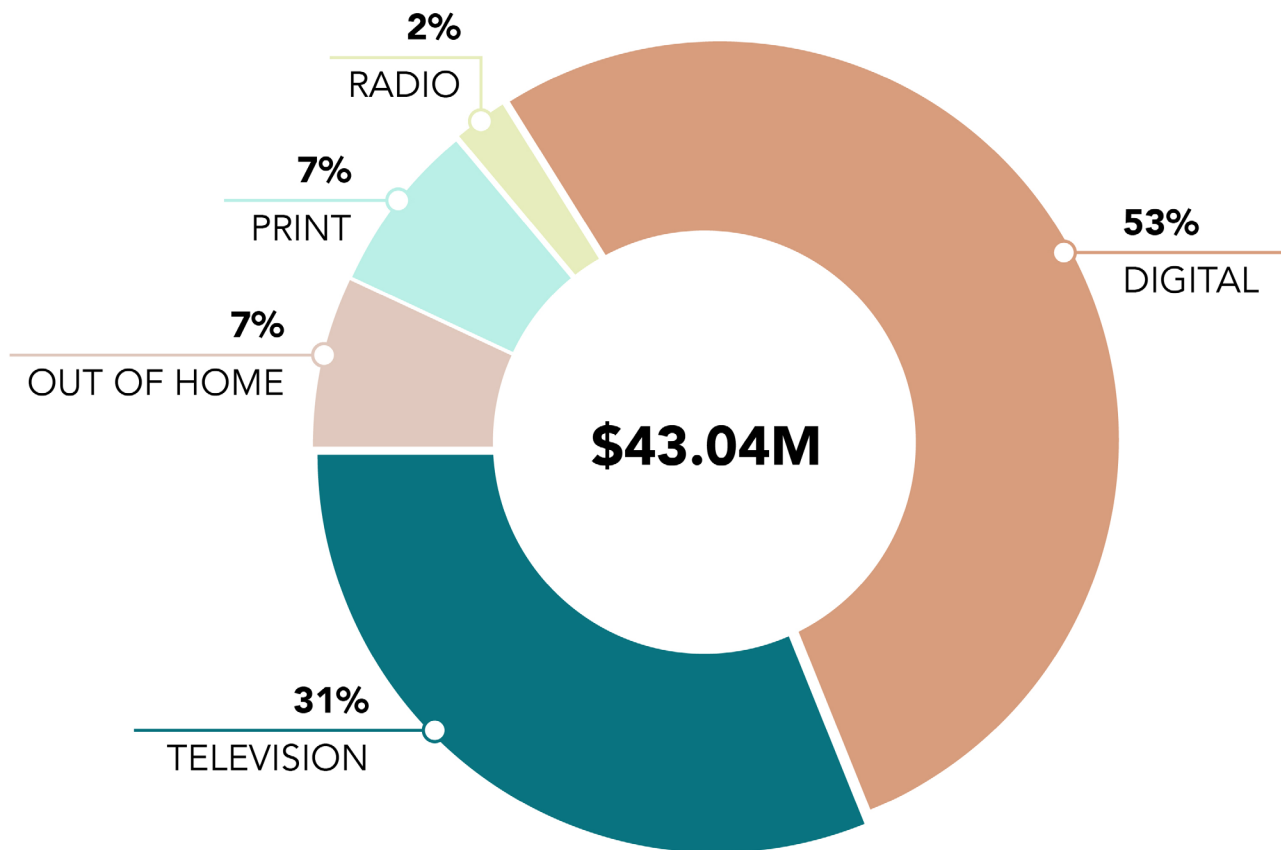
**FIGURE 2:
MEDIA EXPENDITURES
BY TYPE — A 5 YEAR PERSPECTIVE**



	2014 to 2015	2015 to 2016	2016 to 2017	2017 to 2018	2018 to 2019
Digital	\$13,895,287.72	\$10,324,095.32	\$16,769,518.99	\$18,153,526.27	\$22,927,080.87
Out of Home	\$2,037,746.15	\$886,686.97	\$1,928,330.35	\$4,177,134.48	\$2,818,896.12
Print	\$4,253,851.31	\$2,131,466.43	\$2,938,610.49	\$570,196.21	\$2,921,078.09
Radio	\$2,663,807.10	\$1,636,430.16	\$2,618,111.43	\$391,915.90	\$799,671.39
Television	\$27,118,066.17	\$15,290,362.59	\$6,377,971.77	\$4,470,941.73	\$13,575,701.30

* Media expenditures do not include production costs or fees

FIGURE 3:
GOVERNMENT OF CANADA
MEDIA EXPENDITURES BY TYPE



**FIGURE 4:
DIGITAL MEDIA EXPENDITURES —
A 5 YEAR PERSPECTIVE**

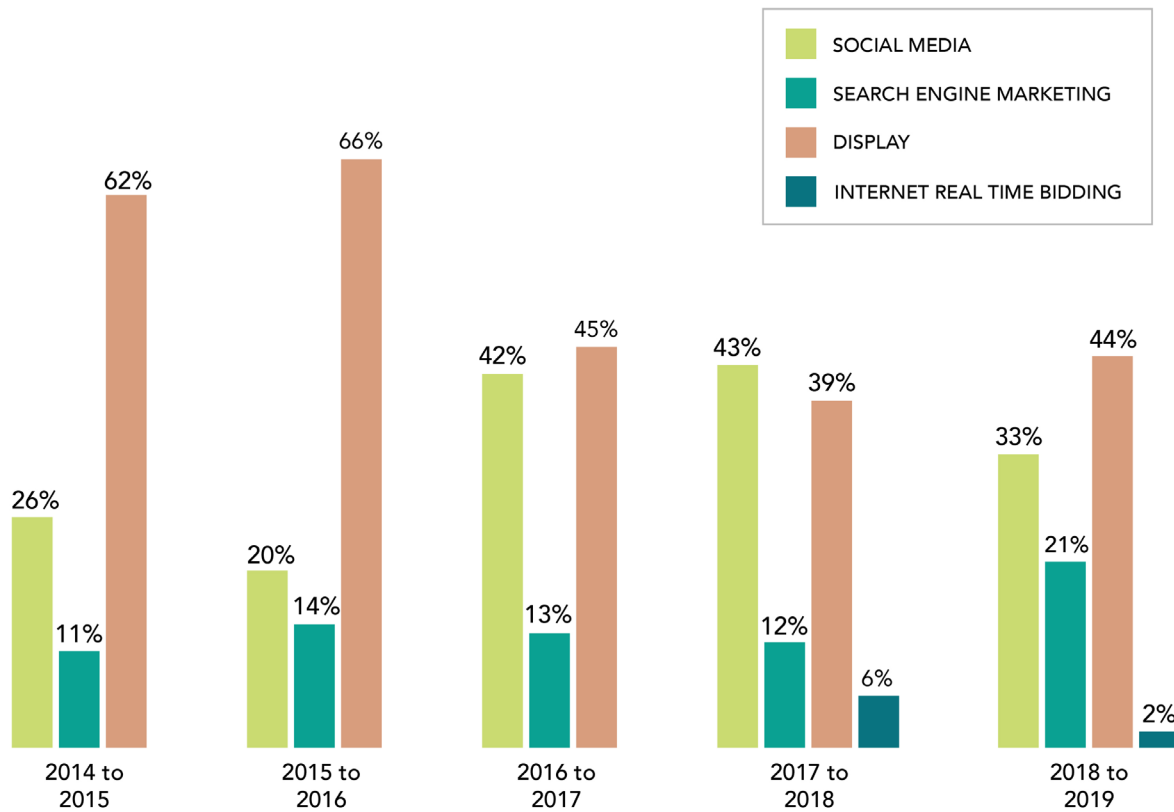
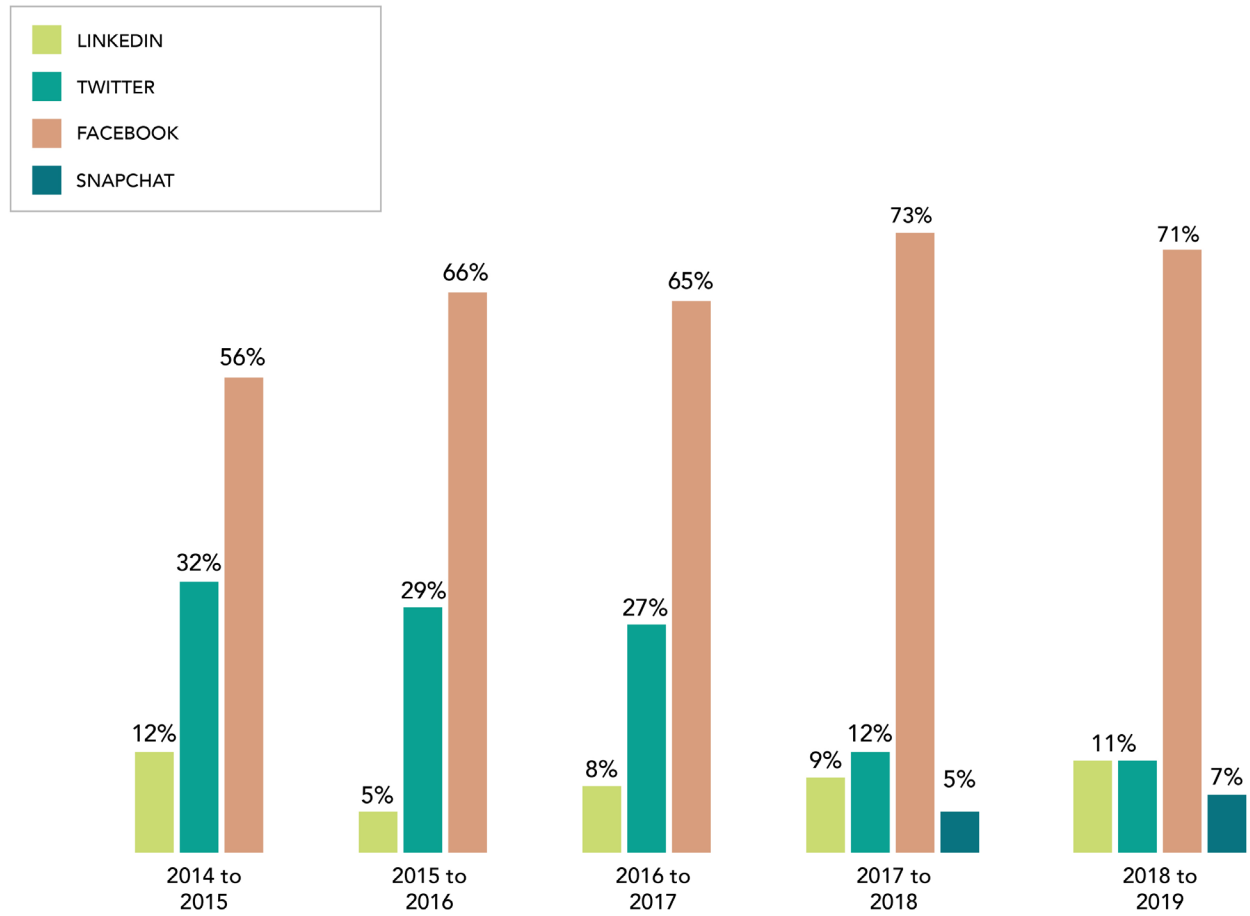


FIGURE 5:
SOCIAL MEDIA EXPENDITURES —
A FIVE YEAR PERSPECTIVE



ADVERTISING TO CANADIANS IN BOTH OFFICIAL LANGUAGES

**TABLE 2:
ENGLISH AND FRENCH SPENDING BY MEDIA TYPE***

Reaching Canadians in both official languages is a requirement for Government of Canada advertising. The Government plans advertising campaigns to align with the most recent Canadian Census data from 2016 which is approximately 75% English and 25% French.

	English		French		Total
	\$	%	\$	%	
Cinema	\$790,583	85%	\$141,315	15%	\$931,898
Internet Display	\$7,266,516	75%	\$2,415,113	25%	\$9,681,628
Internet Real Time Bidding	\$305,423	73%	\$115,501	27%	\$420,924
Internet Search Engine Marketing	\$3,004,284	80%	\$764,816	20%	\$3,769,100
Internet Social Media	\$4,901,343	76%	\$1,581,682	24%	\$6,483,025
Out of Home	\$1,246,787	67%	\$626,066	33%	\$1,872,854
Print Dailies	\$1,637,673	87%	\$243,830	13%	\$1,881,502
Print Magazine	\$274,782	67%	\$135,305	33%	\$410,087
Print Weeklies	\$148,197	41%	\$210,779	59%	\$358,976
Radio	\$435,915	94%	\$29,073	6%	\$464,988
Television	\$11,261,247	84%	\$2,108,293	16%	\$13,369,540
Total	\$31,272,749	79%	\$8,371,772	21%	\$39,644,522

* Excludes campaigns targeting international, ethnic and Indigenous audiences.

Spending attribution by language is based on:

- Print (dailies, weeklies, magazines): the publication title
- Television and Radio: the station broadcast language
- Out of Home: provinces indicated in the contracts and the predominant language of each province, except for cinema (proportion of screens by province)
- Internet: since 2017 to 2018, investments are allocated to the actual amounts spent by language and by platform

ADVERTISING TO ETHNIC, INDIGENOUS AND INTERNATIONAL AUDIENCES

**TABLE 3:
MEDIA EXPENDITURES TARGETING ETHNIC AND INDIGENOUS AUDIENCES***

Throughout the year the Government of Canada undertakes advertising to reach ethnic, Indigenous audiences within Canada, as well as international audiences including potential newcomers to Canada.

	Ethnic*	Indigenous*
Internet Display	\$248,426	\$204,035
Internet Real Time Bidding	\$14,506	
Internet Search Engine Marketing		\$20,000
Internet Social Media	\$295,317	\$475,080
Out of Home		\$14,145
Print	\$225,585	\$44,928
Radio	\$8,794	\$325,889
Television	\$113,341	\$92,820
Total	\$905,969	\$1,176,897

* We are reaching the target via multiple languages that can include English and French.

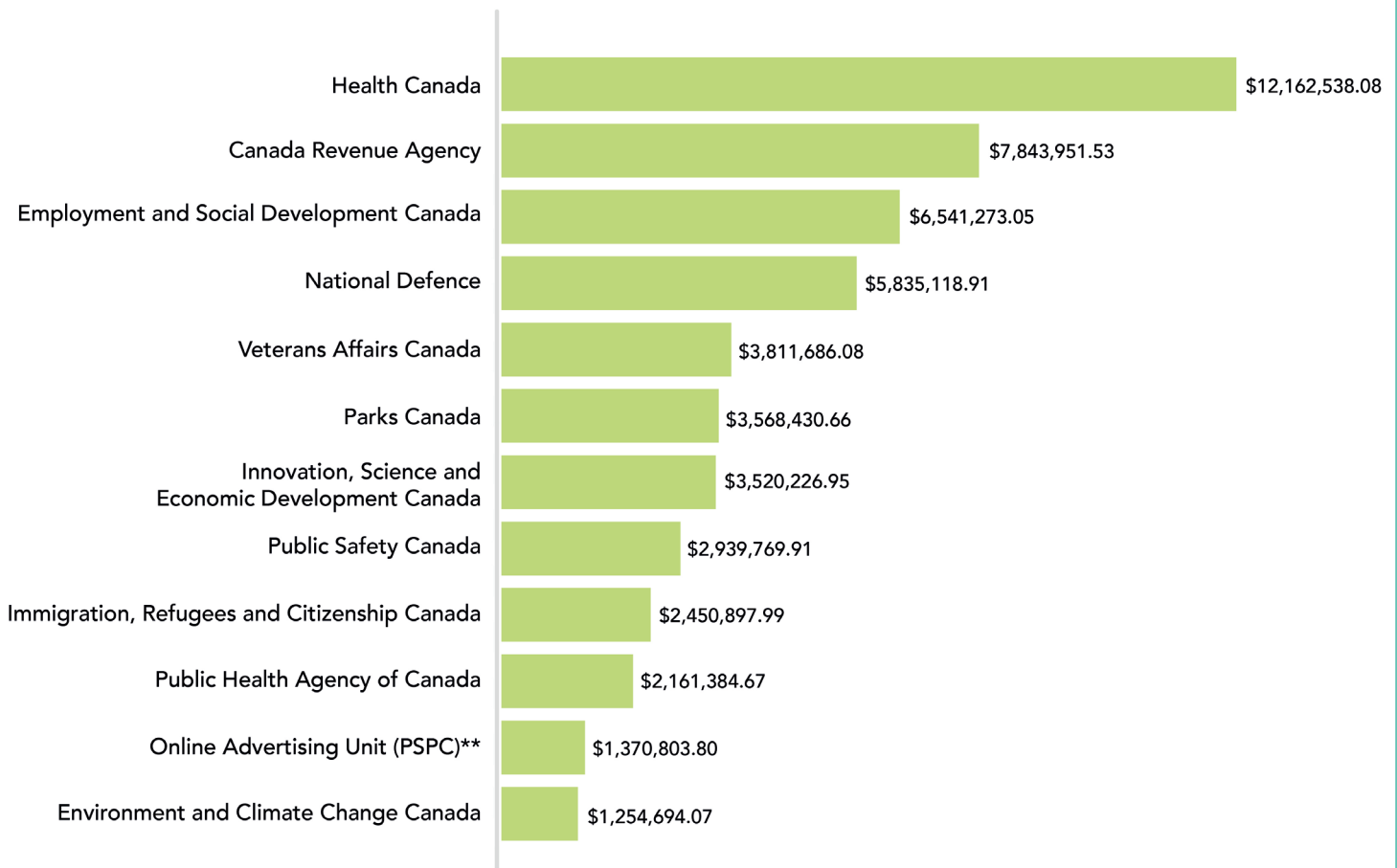
**TABLE 4:
MEDIA EXPENDITURES TARGETING INTERNATIONAL AUDIENCES***

Institution	Search Engine Marketing	Social Media	Total
Immigration, Refugees and Citizenship Canada	\$915,536	\$236,184	\$1,151,720
Global Affairs Canada	\$35,000	\$128,320	\$163,320
Total	\$950,536	\$364,504	\$1,315,040

* We are reaching the target via multiple languages that can include English and French.

GOVERNMENT OF CANADA ADVERTISING EXPENDITURE

FIGURE 6:
TOP 12 GOVERNMENT OF CANADA ADVERTISERS*



* All media and production expenditures included.

** The Online Advertising Unit, managed by the Advertising Services Directorate, produces government-wide advertising campaigns to support Government of Canada priorities, including unforeseen events and issues.

TABLE 5:
ADVERTISING EXPENDITURES BY INSTITUTION

Institution	Advertising purchased through the AOR	Advertising purchased direct by institution	Advertising purchased through the OAU*	Total
Agriculture and Agri-Food Canada	\$115,145.09	\$9,978.22		\$125,123.31
Atlantic Canada Opportunities Agency			\$214,119.72	\$214,119.72
Canada Border Services Agency		\$4,866.73		\$4,866.73
Canada Economic Development for Quebec Regions		\$20,740.90		\$20,740.90
Canada Revenue Agency	\$7,813,118.44	\$30,833.09		\$7,843,951.53
Canadian Centre for Occupational Health and Safety		\$22,112.59	\$43,836.02	\$65,948.61
Canadian Environmental Assessment Agency		\$232,962.45		\$232,962.45
Canadian Food Inspection Agency	\$98,384.88	\$52,995.91	\$28,662.25	\$180,043.04
Canadian Grain Commission		\$47,826.62		\$47,826.62
Canadian Heritage	\$44,863.22	\$49,550.42	\$24,517.35	\$118,930.99
Canadian Institutes of Health Research		\$7,550.13		\$7,550.13
Canadian Northern Economic Development Agency		\$45,848.85		\$45,848.85
Canadian Nuclear Safety Commission		\$104,796.80		\$104,796.80

* All media and production expenditures included.

Institution	Advertising purchased through the AOR	Advertising purchased direct by institution	Advertising purchased through the OAU*	Total
Canadian Security Intelligence Service	Has not been reported			
Canadian Radio-television and Telecommunications Commission	\$15,199.86	\$5,291.01		\$20,490.87
Canadian Transportation Agency	\$177,361.30			\$177,361.30
Civilian Review and Complaints Commission for the RCMP		\$1,392.30		\$1,392.30
Communications Security Establishment Canada	\$192,113.91	\$13,614.61		\$205,728.52
Correctional Service Canada		\$21,024.37		\$21,024.37
Crown-Indigenous Relations and Northern Affairs Canada		\$26,040.45		\$26,040.45
Department of Finance Canada			\$24,166.25	\$24,166.25
Department of Justice Canada		\$1,836.00		\$1,836.00
Employment and Social Development Canada	\$6,524,236.85	\$17,036.20		\$6,541,273.05
Environment and Climate Change Canada	\$1,141,907.91	\$112,786.16	\$399,417.85	\$1,654,111.92
Farm Products Council of Canada		\$34,814.89		\$34,814.89
Financial Consumer Agency of Canada	\$491,672.65	\$5,000.29		\$496,672.94
Fisheries and Oceans Canada	\$105,458.99	\$85,637.70		\$191,096.69
Global Affairs Canada	\$370,412.97	\$349,149.10	\$230,306.07	\$949,868.14

* All media and production expenditures included.

Institution	Advertising purchased through the AOR	Advertising purchased direct by institution	Advertising purchased through the OAU*	Total
Health Canada	\$12,151,483.75	\$11,054.33		\$12,162,538.08
Immigration and Refugee Board of Canada		\$5,521.89		\$5,521.89
Immigration, Refugees and Citizenship Canada	\$2,448,397.99	\$2,500.00		\$2,450,897.99
Indigenous Services Canada	\$411,021.24	\$30,094.77		\$441,116.01
Innovation, Science and Economic Development Canada	\$3,517,488.30	\$2,738.65	\$29,205.28	\$3,549,432.23
Library and Archives Canada		\$15,113.57		\$15,113.57
National Defence	\$5,767,982.74	\$67,136.17		\$5,835,118.91
National Energy Board		\$10,702.56		\$10,702.56
National Film Board		\$446,811.46		\$446,811.46
National Research Council Canada		\$100,140.79		\$100,140.79
Natural Resources Canada	\$171,512.31			\$171,512.31
Office of the Secretary to the Governor General		\$215,995.63		\$215,995.63
Office of the Superintendent of Financial Institutions Canada		\$6,099.43		\$6,099.43
Parks Canada	\$2,918,463.49	\$649,967.17		\$3,568,430.66
Polar Knowledge Canada		\$29,214.68		\$29,214.68
Public Health Agency of Canada	\$2,146,384.67	\$15,000.00		\$2,161,384.67

* All media and production expenditures included.

Institution	Advertising purchased through the AOR	Advertising purchased direct by institution	Advertising purchased through the OAU*	Total
Public Safety Canada	\$2,939,769.91		\$71,273.78	\$3,011,043.69
Public Service Commission			\$94,198.44	\$94,198.44
Public Services and Procurement Canada	\$203,458.91	\$234,493.07		\$437,951.98
Royal Canadian Mounted Police		\$11,270.67		\$11,270.67
Shared Services Canada	\$43,280.29			\$43,280.29
Social Sciences and Humanities Research Council of Canada		\$1,399.93		\$1,399.93
Statistics Canada	\$3,631.54	\$20,154.22		\$23,785.76
The National Battlefields Commission		\$114,479.19		\$114,479.19
Transport Canada	\$267,665.27	\$22,138.05	\$179,067.24	\$468,870.56
Transportation Safety Board of Canada		\$22,286.72		\$22,286.72
Treasury Board of Canada Secretariat			\$32,033.55	\$32,033.55
Veterans Affairs Canada	\$3,777,327.33	\$34,358.75		\$3,811,686.08
Total	\$53,857,743.81	\$3,372,357.49	\$1,370,803.80	\$58,600,905.10

* All media and production expenditures included.

**TABLE 6:
CAMPAIGNS EXCEEDING \$500K BY INSTITUTION**

Institution	Production	Media	Total
Canada Revenue Agency			
Benefits and Credits Campaign	\$825,185.93	\$4,904,184.53	\$5,729,370.46
Climate Action Incentive	\$295,633.55	\$957,377.19	\$1,253,010.74
Offshore Tax Evasion and Aggressive Tax Avoidance	\$60,403.67	\$765,596.67	\$826,000.34
Employment and Social Development Canada			
Education and Skills–Adult	\$364,983.83	\$877,608.28	\$1,242,592.11
Education and Skills–Youth	\$340,278.19	\$743,197.56	\$1,083,475.75
Services for Seniors	\$784,735.39	\$3,368,033.97	\$4,152,769.36
Environment and Climate Change Canada			
Nature Legacy	\$212,653.93	\$870,645.74	\$1,083,299.67
Health Canada			
Cannabis Public Education Campaign	\$791,568.16	\$5,552,659.28	\$6,344,227.44
Opioid Stigma and Harm Reduction	\$556,428.32	\$3,566,475.63	\$4,122,903.95
Youth Vaping Prevention	\$168,407.74	\$979,088.50	\$1,147,496.24

Institution	Production	Media	Total
Immigration, Refugees and Citizenship Canada			
Biometrics Expansion	\$28,102.75	\$777,853.95	\$805,956.70
Newcomer Services	\$102,857.75	\$802,413.68	\$905,271.43
Innovation, Science and Economic Development Canada			
Innovation for Success	\$675,263.36	\$2,814,706.23	\$3,489,969.59
National Defence			
Awareness Campaigns (100+ Careers, Attention)	\$1,676,853.71	\$2,180,026.89	\$3,856,880.60
Women's Recruitment 2018 to 2019	\$74,661.02	\$500,407.43	\$575,068.45
Parks Canada			
National Office–National Advertising Campaign	\$435,298.76	\$2,425,320.35	\$2,860,619.11
Public Health Agency of Canada			
Childhood Vaccination	\$181,163.11	\$1,736,323.88	\$1,917,486.99
Public Safety Canada			
Don't Drive High	\$519,132.08	\$2,314,705.08	\$2,833,837.16
Veterans Affairs Canada			
2018 Services Campaign	\$31,569.76	\$897,311.14	\$928,880.90
2018 Remembrance Campaign	\$524,889.67	\$1,446,949.05	\$1,971,838.72

TABLE 7:
GOVERNMENT OF CANADA ADVERTISING SUPPLIERS

Contract Type	Supplier	Received a contract in 2018 to 2019
Standing offers up to \$850,000 (HST not included) or \$960,500 (HST included)	Agency 59 Ltd	Yes
	Target Marketing and Communications	Yes
	Compass Communications	Yes
	Rain 43	Yes
	McCann Canada	Yes
	Ogilvy Montréal	Yes
	Acart Communications	Yes
	Quiller and Blake	Yes
	Cheil Canada in JV with l'Atelier Français Inc.	Yes
	M5 Marketing Communications	Yes
	Entreprise de communications Tank inc.	Yes
	Feast Interactive	Yes

APPENDICES

APPENDIX I:

GOVERNMENT OF CANADA ADVERTISING PROCESS – WHO DOES WHAT?

The Government of Canada has an obligation to inform Canadians about its policies, programs and services, about their legal rights, and to alert them to environmental, public health and safety issues. Advertising is one way the Government does this. A rigorous process, involving many organisations, is in place to ensure that advertising activities align to government priorities, themes and objectives, comply with policies, procedures and legislation, and meet the information needs of Canadians. Government of Canada (GC) advertising is conducted according to the *Policy on Communications and Federal Identity*. The roles of the organizations involved in the process is described below.

Institutions

Departments and other portions of the federal public administration operating under Schedules I, I.1 and II of the *Financial Administration Act* develop their advertising plans based on their organization's and Government of Canada's priorities, and work with the Privy Council Office to obtain Cabinet approval. They work with Public Services and Procurement Canada (PSPC) to contract an advertising agency to provide a creative strategy and materials, and the Agency of Record to provide a media strategy and plans. Institutions are responsible for managing all aspects of their advertising activities, ensuring that their campaigns reach their target audiences with the appropriate message at the correct time, using media appropriate to reach their audiences. Along with this, they are responsible to ensure that all communications adheres to the *Official Languages Act*. And they are responsible for evaluating the effectiveness of their advertising efforts. At the end of the fiscal year they report their yearly spending to PSPC.

Privy Council Office (PCO)

PCO sets broad government communications themes that reflect government priorities, as determined by the Prime Minister, Cabinet, Cabinet committees and the Clerk of the Privy Council. Institutions submit their advertising plans to PCO which works with the Prime Minister's Office to develop the Government of Canada's annual advertising plan. Once approved by the Prime Minister, PCO prepares relevant documentation so that institutions receive funding from the central advertising fund (departments can also fund their advertising using their own funds). PCO provides oversight of advertising government-wide, coordinates advertising activities to ensure that the overall budget levels are respected, and ensures that results collected help inform future campaign development.

Treasury Board of Canada Secretariat (TBS)

- TBS issues administrative policies including the *Policy on Communications and Federal Identity* which governs communications activities, including advertising. It manages the Treasury Board submission process to secure advertising funding for departments. The Policy aligns Government of Canada communications practices with today's digital environment, and includes a requirement that all communications products and activities, including advertising, be **non-partisan**. All advertising campaigns with budgets over \$500,000 must undergo a mandatory independent external review to ensure that they are non-partisan. Review **results** are posted on Canada.ca.

Public Services and Procurement Canada (PSPC)

Three PSPC Directorates are involved in GC advertising:

- Advertising Services Directorate (ASD): ASD provides planning and coordination advice to GC institutions related to relevant policies, procedures and legislation; offers training to the GC advertising community to ensure their skills remain up-to-date; manages the GC Agency of Record (that plans and buys media on behalf of the GC) and the Advertising Technology Provider (that serves GC display ad materials); and reports on GC advertising activities in the Annual Report on Advertising.
- Communications Procurement Directorate (CPD): CPD is the sole contracting authority for the GC as relates to advertising and public opinion research contracts. It manages the procurement process and works with ASD to create relevant procurement tools, and select suppliers to provide advertising services to the GC.
- Public Opinion Research Directorate (PORD): PORD advises institutions about public opinion research, compliance with relevant acts and policies, and research methodologies. It reviews research projects related to pre- and post-campaign testing for advertising campaigns (a process that is mandatory for campaigns with media buys over \$1 million).

APPENDIX II:

GOVERNMENT OF CANADA ADVERTISING GLOSSARY

Advertising

Any message conveyed in Canada or abroad and paid for by the government for placement in media, including but not limited to newspapers, television, radio, cinema, billboards and other out-of-home media, mobile devices, the internet, and any other digital medium.

Advertising activities

Activities relating to the production and placement of advertising. These activities include campaign planning, creative development, pre-testing, production, media planning, placement of advertising and evaluation.

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 in support of an advertising initiative.

Advertising Technology Provider (ATP)

A private sector supplier, selected through a competitive process, which maintains various platforms to serve, track and report on federal digital advertisements, including an ad server to host and serve display advertising, a demand-side platform for programmatic advertising buys, and a data management platform with standardized information on campaign performance and results.

Agency of Record (AOR)

A private sector supplier, selected through a competitive process, which plans, negotiates, consolidates, purchases and verifies advertising media space and time for government advertising.

Buy and Sell

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 buyandsell.gc.ca.

Digital display advertising

Advertising in different text, image and audio formats, such as banner or big box ads published on a website for viewing by site visitors.

Media buy or placement

The purchase of advertising space and time from a media outlet, such as a television station, radio station, newspaper, magazine, website, cinema, out of home, etc.

Non-partisan communications

In the context of all Government of Canada communications products and activities, non-partisan means:

- Objective, factual and explanatory;
- Free from political party slogans, images, in all three cases;
- The primary colour associated with the governing party is not used in a dominant way, unless an item is commonly depicted in that colour; and
- Advertising is devoid of any name, voice or image of a minister, member of Parliament or senator.

Out of home

Advertising media to which audiences are exposed outside the home such as mall posters, billboards, bus and transit-shelter advertisements, digital screens and kiosks, etc.

Programmatic (Real time bidding)

A data driven programmatic buying model allowing advertisers or their agencies to bid on digital media space (display, video, mobile, social, etc.) in real-time, at the impression level (source: Interactive Advertising Bureau of Canada).

Promoted posts

Paid advertising option on social media platforms to increase the likelihood of an institution's post being seen by a key audience.

Request for proposal (RFP)

A formal government document, posted on buyandsell.gc.ca, 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 offering best value.

Search engine marketing

A form of advertising used to promote websites and attract visitors by increasing their visibility in search engine results, on search engine platforms.

Social media

Interactive web-based tools that encourage users to collaborate, create, generate and distribute content and to customize applications.

Standing offer

An arrangement in which advertising services suppliers qualify from a pool of pre-screened advertising services suppliers 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.

APPENDIX III:

KEY ADVERTISING RELATED LAWS, REGULATIONS AND POLICIES

Laws and regulations

- *Financial Administration Act*: The Act defines the Schedules I, I.1 and II entities that must adhere to the *Policy on Communications and Federal Identity* related to advertising
- *Official Languages Act*: The *Policy on Communications and Federal Identity* and its supporting instruments requires institutions to provide information in both official languages in accordance with the relevant sections of the *Official Languages Act*

Policies

- *Common Services Policy* identifies Public Services and Procurement Canada as a mandatory common service organization for the coordination and contracting of advertising
- *Contracting Policy* requires departments to notify Public Services and Procurement Canada when an advertising project may require a contract
- *Policy on Communications and Federal Identity* gives context and rules for how the Government of Canada enables communication with the public about policies, programs, services and initiatives, including the administration of the Government of Canada official symbols

Directive and mandatory procedures

- *Directive on the Management of Communications* provides rules for managing and coordinating communications, including procedures for advertising, public opinion research, social media and web communications
- *Appendix B: Mandatory Procedures for Advertising* provides procedural rules for planning, contracting and reporting advertising activities
- *Advertising Oversight Mechanism* supports the Government of Canada's commitment to ensure that its communications are non-partisan

APPENDIX IV:

GOVERNMENT OF CANADA ADVERTISING RESOURCES

- Advertising fund allocations
- Government of Canada advertising
- Government of Canada advertising process
- Information for Industry
- Advertising Oversight Mechanism
- *Official Languages Act* (related to Government of Canada Advertising)
- Past Government of Canada advertising annual reports
- *Policy on Communications and Federal Identity*

AN INVITATION TO READERS

This report has been compiled to inform Canadians about the advertising activities undertaken by the Government of Canada in fiscal year 2018 to 2019.

The government welcomes your feedback.

To submit comments or questions, please contact:

Advertising Services Directorate

Receiver General and Pensions Branch

Public Services and Procurement Canada

Ottawa ON K1A 0S5

Email: tpsgc.dgsidcprrapportpub-isbacpdadvreport.pwgsc@tpsgc-pwgsc.gc.ca