

Advertising Policies and Guidelines

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Government
of South Australia

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Introduction

The Government of South Australia is committed to providing all South Australians with equal access to information about its policies, services, programs and initiatives and any matters that affect their benefits, rights and obligations. Advertising is regarded as an integral part of the communication activities undertaken by government agencies.

This document provides guidelines to assist government agencies in preparing advertising and associated communication materials.

The guidelines represent the basic principles to be followed by all government officers when planning, developing and managing advertising communication on behalf of government agencies, administrative and business units and instrumentalities of the Crown that are subject to Ministerial direction.

In conjunction with these guidelines, reference should be made to the following documents:

- **Government of South Australia Branding Guidelines**
- **Guidelines for the Premier's Communications Advisory Group Process**
- **Government of South Australia Sponsorship Guidelines and Principles**
- **Guidelines for Preparing an Advertising Brief**
- **Government Website Standards and Protocols**
- **PCo23 Private Sector Endorsements on Government Communications and Materials**
- **PCoog The Master Media Scheme for Government Advertising**
- **Master Media Agency Fact Sheet, Summary of Services and Fees**
- **Master Media Agency Procedures and Training Manual**

All documents are available to South Australian Government staff through the Strategic Communications Unit website. Access requires a password obtainable by contacting the Strategic Communications Unit.

Further information and assistance is available from:

Strategic Communications Unit (SCU)
Department of the Premier and Cabinet
www.premcab.sa.gov.au/stratcomms
Email: stratcomms@saugov.sa.gov.au
Phone: 8204 9184

Scope of these Guidelines

Advertising is the deliberate, planned communication of information by an organisation to a target audience via a paid medium.

In the past, the narrowest definition of advertising has been taken to be communication through a paid medium, generally the mass media. In more recent times, with the proliferation of 'new' and 'alternative' media, the definition has been broadened considerably.

The purpose of advertising may be to motivate, inform, educate, change attitudes or perception, generate behavioral change or elicit a specific response.

For the purpose of these guidelines, advertising can be taken to cover the following forms of communication when initiated by a government agency or intended to communicate on the agency's behalf.

- Television commercials
- Radio commercials
- Press and magazine advertisements
- Outdoor billboards, posters, signage
- Transit advertising – posters on buses, trams, trains
- Digital – banner advertising, viral, search, video streaming
- Websites/pages
- Mobile campaigns and SMS
- CD-ROMs, interactive kiosks
- Film and video presentations
- Brochures, flyers and collateral
- Cinema advertising
- Brochures, flyers and collateral
- Mobile billboards
- Direct mail (including email)

Some of these forms of communication may also be subject to specific requirements. Refer to the list of Guidelines provided on page 3.

General Principles

The use of public funds for Government communication programmes should be governed by the principles that:

- All members of the public have the right to equal access to information
- Public funds may legitimately be used for information or education programmes that explain the Government's policies, programmes or services or that inform members of the public of their obligations, rights and entitlements
- Government information programmes should not be conducted for party political purposes
- The Government has responsibility for ensuring equity, fairness, probity appropriateness and public responsibility in all of its communications
- Communication material should be produced and distributed in an efficient, effective and relevant manner with due regard to accountability
- Individual agencies are responsible for developing and implementing communication of initiatives and actions which are within the agency's field of responsibility.

Objectives of Government Advertising

The Government of South Australia may use public funds for advertising and communication to achieve the following objectives:

- To maximise compliance with the law
- To achieve awareness of a new or amended law
- To raise awareness of a planned or impending initiative
- To ensure public safety, personal security or encourage responsible behaviour
- To assist in the preservation of order in the event of a crisis or emergency
- To promote awareness of rights, responsibilities, duties or entitlements
- To encourage usage of, or familiarity with, Government products or services
- To report on performance in relation to Government undertakings
- To encourage social cohesion, civic pride, community spirit, tolerance or to assist in the achievement of a widely supported public policy outcome.
- To increase investment, tourism or migration through promotion of the State

Public funds should *not* be used for communications where;

- The image or voice of a politician is included within the advertising
- The party in Government is mentioned by name
- A reasonable person could misinterpret the message as being on behalf of a political party or other grouping
- A political party or other grouping is being disparaged or held up to ridicule
- Members of the Government are named, depicted or otherwise promoted in a manner that a reasonable person would regard as excessive or gratuitous
- The method or medium of communication is manifestly excessive or extravagant in relation to the objective being pursued
- There is no clear line of accountability, appropriate audit procedures or suitable purchasing process for the communication process

Note: When the Government is in caretaker mode additional requirements and restrictions apply for which specific advice will be provided.

Use of the Government of South Australia Branding and Logo

All Government advertising should be consistent with Government policy and should feature strong and consistent branding of the Government of South Australia.

Use of the Government of South Australia branding is strictly controlled and must comply with the requirements set out in:

- Government of South Australia Branding Guidelines
- Premier and Cabinet Circular 023: Private Sector Endorsements on Government Communications and Materials

Both documents are available through the Strategic Communications Unit website. Access requires a password obtainable by phoning the Strategic Communications Unit.

Visual media and print production

The use of the Government of South Australia logo in a prominent position lends considerable credibility and ensures that the recipient of the communication is able to clearly and easily recognise that the information has been provided by the Government.

Specific rules for use of the logo for television, digital, promotional and print applications are included in Government of South Australia Branding Guidelines.

Audio branding

A range of radio tag lines are prescribed in the Government of South Australia Branding Guidelines which should be used for other audio applications and in conjunction with visual branding/logo in audio/visual media.

Premier's Communications Advisory Group

The role of the Premier's Communications Advisory Group (PCAG) approval process is to ensure a planned, coordinated and strategic approach to the Government's extensive and diverse communication strategies and programs. The desired outcome is effective public communication that presents all agencies and activities in a consistent and cohesive manner.

The PCAG meets regularly to review proposed advertising and marketing communications activity. Approval through the PCAG process is required for any government agency advertising and marketing communication to enter the public domain.

For more information regarding the PCAG approval process for communications activities or how to make a submission to the Group please refer to *Guidelines for the Premier's Communications Advisory Group Process*.

Strategic Communications Unit

The Strategic Communications Unit, Department of the Premier and Cabinet, is responsible for across-Government oversight of paid, external communications activities. To support this role, SCU has responsibility for:

- Initiating and managing whole of Government communications policy
- Providing strategic communications advice to Government agencies and Ministerial offices
- Managing the Master Media Agency agreement for the South Australian Government
- Providing oversight of Government expenditure on advertising
- Facilitating all government marketing communications activity through the PCAG approval process
- Providing ongoing administrative support and strategic advice to the PCAG

For more information on the role of SCU and the services provided by the Unit please see “An Introduction to SCU” or visit the SCU website.

Government Master Media Agency

The Government of South Australia has appointed a master media agency (MMA). In order to achieve significant savings across government, all media bookings for advertising from government agencies and statutory authorities must be channelled through the appointed MMA.

This scheme is mandatory. No government agency or statutory authority is permitted to place advertisements directly with any media. This requirement applies to both brand (campaign) and functional (non-campaign) advertising which are described as follows.

Functional (non-campaign) advertising is of a statutory or public notice type and typically has minimal creative content. Generally this type of advertising seeks to impart specific information in a direct and unembellished manner and is for immediate or short-term appearance. Functional advertising provides the public with information such as: recruitment, courses at tertiary educational institutions, auctions and sale of goods and properties, public notices, legal notices, emergency notices, road closures, tenders etc.

Brand (campaign) advertising typically involves creative content and endeavours to change behaviour or attitudes of the general public. Brand advertising has been typified by the use of emotional imagery and/ or copy that seeks to position the brand. For example:

- SA Police Recruitment Campaign
- SA Water - Water Restrictions and Rebates Campaigns
- Plan for Greater Adelaide Consultation Campaign
- SA Tourism – SA Shorts Campaigns

Government agencies are also required to use the MMA to undertake media strategy development and media planning for all brand (campaign) advertising.

It is the responsibility of the MMA to negotiate with the print and electronic media for volume discount rates, incentive discounts, community service activity, bonus airtime/space and other value-added services. The MMA enters into media contracts on behalf of the Government of South Australia.

The disbursement of media commissions and rebates is governed by the terms of the master media agency contract.

In addition to the mandatory rate negotiation, media strategy, planning, buying and placement of media, the MMA can provide functional advertising design on a fee for service basis.

More information, including the process for briefing the master media agency, can be found in the following associated documents, available on the Strategic Communications Unit website.

- Premier and Cabinet Circular oog *The Master Media Scheme for Government Advertising*
- Master Media Agency Fact Sheet. Summary of Services and Fees
- Master Media Agency Procedures and Training Manual

Other Marketing Suppliers

Other marketing suppliers, including creative advertising, graphic design, research and public relations consultants, may be appointed by government agencies to produce advertising and other communication materials.

The services may include some, or all, of the following;

- Communications or brand strategy development
- Creation of advertising concepts
- Marketing and advertising research
- Copywriting
- Graphic design
- Website construction and design
- Production of materials eg; photography, illustration, artwork, print, broadcast recordings, film and video, multi-media
- PR or media relations
- Project management and supervision

When appointing an external supplier to provide creative services the process must be;

- Fair and equitable
- Conducted in accordance with the requirements of your department's accredited purchasing unit (APU)
- Consistent with the requirements of the Premier's Communications Advisory Group (PCAG) approval process

A formal brief should be prepared when seeking creative services. An outline of the briefing process including mandatory elements relating to master media agency, conditions, requirements and selection criteria, can be found in Guidelines for Preparing an Advertising Brief available on the Strategic Communications Unit website.

Guidelines for the Premier's Communications Advisory Group Process are also available on the web site.

SCU staff have experience managing procurement processes for marketing suppliers and can assist you in the development of documents and supplier selection.

Evaluation

The Government of South Australia requires the evaluation of all advertising campaigns as part of the PCAG approval process. All agencies submitting a campaign for approval must nominate measurable evaluation criteria that reflect the objectives of the campaign in advance. All campaigns submitted to PCAG for approval as part of the PCAG approval process must also nominate a date to return to the Group with a formal evaluation.

The two main reasons for evaluation are:

Accountability

All government agencies must be accountable for their expenditure of public funds. Accountability is only possible when the results of expenditure are measured and reported.

Continuous Improvement

The Government of South Australia is committed to continuous improvement. Measurement, assessment and analysis of the outcomes of communication activities allows for refinement and improvement in the quest for improved effectiveness.

Put simply, evaluation seeks to determine whether a communication activity worked - to what extent it achieved the desired outcomes, and why.

Evaluation should be guided by the following principles;

- All communication activities should be evaluated regardless of extent or budget. The complexity and extent of the evaluation will be governed by the magnitude of the activity and the outcomes to be measured
- Evaluation should be an integral part of the development of a communication activity, included from the commencement of planning
- Evaluation should directly address the communication objectives
- Care should be taken to ensure that the objectives of the communications activity are clearly defined, as distinct from the overall marketing or business objectives of a project
- Objectives should be measurable and achievable
- The method of evaluation should be appropriate to the outcomes to be measured. This may require that measurements be taken prior to campaign commencement to provide benchmarks for comparison
- The budget for a communication activity should include an appropriate allocation to undertake evaluation
- Evaluation should be conducted in a professional and objective manner.

Maintenance of High Standards

The Government of South Australia requires that all government communications comply with the highest standards of fairness, equity, probity and public responsibility, taking particular care to ensure:

- Compliance with all relevant state and federal privacy, electoral, broadcasting and media laws throughout every stage of the development, production and dissemination of the message
- Government of South Australia advertisements in any electronic medium are clearly distinguishable from party-political messages by the addition of the prescribed 'authorised/spoken by' tagging
- Accuracy and objectivity in the presentation of all facts, statistics, comparisons and other arguments, ensuring that the source of all data is indicated or that a means for identifying the data source is provided within the communication
- Compliance with all relevant government purchasing policies
- Sensitivity to cultural needs and issues when communicating with people from diverse ethnic or religious backgrounds
- Awareness of the communication requirements of groups of people with a disability
- The maintenance of the highest standards of decency and good taste in the portrayal of gender and sexuality
- Respect for all people, regardless of social standing, employment status, educational attainment, age, gender or any other attribute
- Access by groups who might otherwise be disadvantaged or disenfranchised by means of location, language or economic factors
- Use of simple English which is easily understood by a wide audience
- Communications are produced and disseminated by the most appropriate and environmentally responsible means taking into account the characteristics, location and size of the intended target audience
- All statements, claims and arguments included in the communication are able to be substantiated
- The target audience has a convenient means of contacting the originating Government agency so that complaints, questions, comments or requests for further information may be dealt with promptly
- Compliance with all quotas, targets and policies which may be set by Government in respect of communications with groups such as culturally and linguistically diverse, rural and regional and other communities of interest or special need.

Non-Discriminatory Portrayals

The Government of South Australia is committed to advertising that portrays all people in a manner that is appropriate, is not potentially harmful and that contributes positively to the elimination of discrimination based on:

- Race
- Physical or intellectual impairment
- Gender
- Age
- Marital status
- Sexuality

Advertising should;

- Ensure that both the overall impression, and the individual elements of a communication, are consistent with equality
- Portray all groups as equally competent in a wide range of activities in the workplace, the home and the general community
- Avoid inappropriate or exploitative imagery and language that may be offensive or contribute to harmful stereotypes
- Use language that is non-offensive and inclusive
- Portray both men and women in the full range of diversity including age, appearance and background
- Avoid inappropriate or exploitative sexual imagery that objectifies either gender
- Take account of the context in which it will be heard or viewed
- Not use humour, artistic merit or historical setting as an excuse to stereotype or portray behaviour which is unacceptable within these guidelines.

Ethno-Specific Media and Communication with Non English speaking and Aboriginal and Torres Strait Islander Groups

The Government of South Australia requires its agencies to use ethnic and non-English speaking language media to communicate essential services and programmes.

Government expenditure on ethnic and non-English speaking language media is monitored by Strategic Communications Unit on a six monthly basis. Any use of this media must be undertaken within existing promotional budgets.

Communication strategies must address the special needs of people whose first language is not English, and those of Aboriginal or Torres Strait Island descent.

Use of ethnic media and other forms of communication with people from diverse cultural and linguistic backgrounds should be included in briefs to:

- Creative agencies
- The master media agency
- Market researchers

Access for Hearing Impaired

The Government of South Australia is committed to ensuring equity of access to government information and services. To promote equitable access for the hearing impaired it is required that;

- Closed captions be included in government television commercials
- Open captions be included in videos produced for public information.

Closed captions are encoded in audio-visual material and can be viewed on the screen using a teletext television, or a decoder for video viewing.

Open captions appear as superimposed text and do not require special equipment.

The following do not require captions:

- TV advertising of a commercial marketing nature or produced by agencies involved in competitive commercial environments
- Material that already conveys the required information in text or other visual form and cannot be improved by the inclusion of formal captioning
- Material relating to public emergency or disaster that is produced within a timeframe which precludes the opportunity for captioning

More information on captioning is available through Red Bee Media Australia (incorporating the Australian Caption Centre) at www.auscap.com.au or by calling 02 9212 5277.

Access for Sight and Print Impaired

The Government of South Australia is committed to ensuring equity of access to government information and services. This includes equitable access for people who are sight impaired including those who are blind, partially sighted or colour blind or who have other disabilities which restrict their access to standard printed materials.

Consideration of access is particularly important when members of these groups are a significant part of the target group, eg: health services for the elderly.

Some considerations for improved access:

- Use large type, legible fonts and maximise contrast between background and type
- Choose media that are accessible to sight/print impaired people, eg: radio
- Use audio to augment visual images in television advertising, eg: have telephone numbers, addresses and dates spoken as well as displayed
- Use more than one medium and ensure that one provides audio support
- Use short radio commercials to advise where more information can be accessed, eg: details of Initiative AAA will be published in tomorrow's Advertiser
- In print advertising advise how to access information in alternative formats
- Allow people to respond by phone as well as through visual media eg: forms or coupons
- Ensure that emergency announcements are provided in spoken form on radio, and not solely displayed in text on television or in print media

When it is appropriate to specifically target information to people with vision or print disabilities, or to supplement the information provided in mainstream media, use media specifically intended for these groups such as;

- Radio including Radio for the Print Handicapped
- Internet mailing list, webpages and email
- Audio tape and computer disk instead of brochures and flyers
- Newsletters and Braille publications issued specifically to reach these groups.

Blind Citizens Australia provides information and access to resources to assist and can be reached on 03 9654 1400 or through their website at www.bca.org.au

Commercial Clearance

Television

Commercials Advice Pty Limited (CAD) is operated on behalf of television broadcasters that are members of Free TV Australia and provides the following services:

- Classification of commercials under the Commercial Television Industry Code of Practice. Commercials must be classified before broadcast on television.
- Issue of advice numbers - CAD issues an advice number after a commercial has been classified. Television stations choose to accept a commercial conditional upon it having a current advice number.
- An information service for advertisers, agencies and production houses on legislative and regulatory requirements relevant to TV commercials.

CAD's Television Commercials Production Checklist contains a general overview of the main legislative requirements affecting commercials and is available on their website at www.freetv.com.au or by phoning 02 8968 7200.

Refer also to page 15 of this document for CAD's role in the tagging of political matter for broadcast.

Radio, Print, Outdoor, Cinema and Digital

Media other than television do not classify advertising material or offer advice numbers in the manner of CAD. Radio, print, outdoor and digital media organisations do however subscribe to guidelines and codes for their own conduct. Further information is available from:

Radio

Commercial Radio Australia
www.commercialradio.com.au
Phone: (02) 9281 6577

Outdoor

The Outdoor Media Association
www.oma.org.au
Phone: (02) 8356 9000

Print

Australian Publishers' Bureau (APB)
www.publishersbureau.com.au
Phone: (02) 9499 3412

Cinema

Val Morgan
www.valmorgan.com
Phone: (02) 8113 5600

Digital

Australian Interactive Media
Industry Association
www.aimia.com.au
Phone: (02) 9248 7900

Authorisation Tags

Under the Broadcasting Services Act 1992, all television and radio broadcasters must accompany the broadcast of any political matter with a tag to assist the public to identify broadcasts which are political, and to prevent anonymous or falsely attributed political matter being aired.

The Australian Communications and Media Authority has developed a set of guidelines to assist advertisers that are available at www.acma.gov.au/WEB/STANDARD/pc=PC_91819

CAD includes guidelines for tags to political material in their Television Commercials Production Checklist. Visit Free TV Australia's website at www.freetv.com.au or phone 02 8968 7200. Creative services agencies and TV production houses can also assist with information.

The tag requirements for radio advertisements are the same as for television.

It should be noted that what constitutes political matter will be decided by CAD in the context of the political climate in the market, which may change through the lifetime of a commercial. There is frequently extended correspondence between CAD and government advertisers before a determination is reached on the need for a tag and allowance should be made for this possibility when setting time-lines.

Legal Deposit Obligations and Record Keeping Requirements

Government agencies must fulfil both their legal deposit obligations (LDO) and record keeping responsibilities for all published work in accordance with the Commonwealth Copyright Act 1968, State Libraries Act (SA) 1982 and State Records Act 1997.

This includes a requirement for one copy of any publication produced for external use to be deposited with the State Library and the Parliamentary Library (s.35, Libraries Act, 1982).

The definition of a publication encompasses books, newspapers, magazines, journals, pamphlets, maps, plans, charts, printed music, records, cassettes, films, video or audio tapes, computer software, CD-ROMs, compact discs and any other published items made available to the public, whether by sale or otherwise.

NB: Websites are excluded from legal deposit obligations although record keeping requirements do apply.

Please contact your departmental records manager or State Records, Department of Administrative Services, for further information on both LDO and record keeping responsibilities.

Complaints Regarding South Australian Government Advertising

Complaints regarding South Australian Government advertising may be directed to the following key organisations:

Strategic Communications Unit, Department of the Premier and Cabinet

Please direct complaint or feedback in writing to:

Email: stratcomms@saugov.sa.gov.au
Address: "Complaints"
Strategic Communications Unit
Department of the Premier and Cabinet
GPO Box 2343
Adelaide, SA 5001
Website: <http://www.premcab.sa.gov.au/stratcomms>

Advertising Standards Bureau (ASB)

Refer to website for information regarding the process for making a complaint:

Website: <http://www.adstandards.com.au>

The South Australian Ombudsman

Refer to website for information regarding process for making a complaint:

Website: <http://www.ombudsman.sa.gov.au>

The South Australian Auditor-General's Department

Email: audgensa@audit.sa.gov.au
Address: 9th Floor, State Administration Centre
200 Victoria Square
Adelaide
South Australia 5000
Website: <http://www.audit.sa.gov.au>