



Canadian
Heritage

Patrimoine
canadien



Canadian Heritage
Partnering Framework

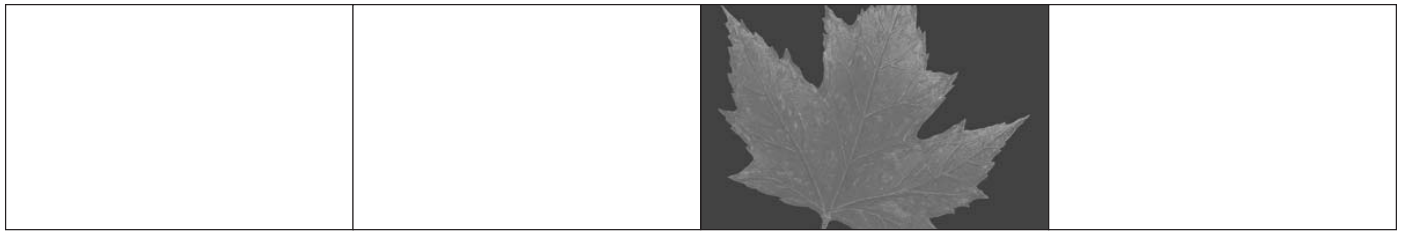
Background Document

Canada 



Canadian Heritage
Partnering Framework

Background Document

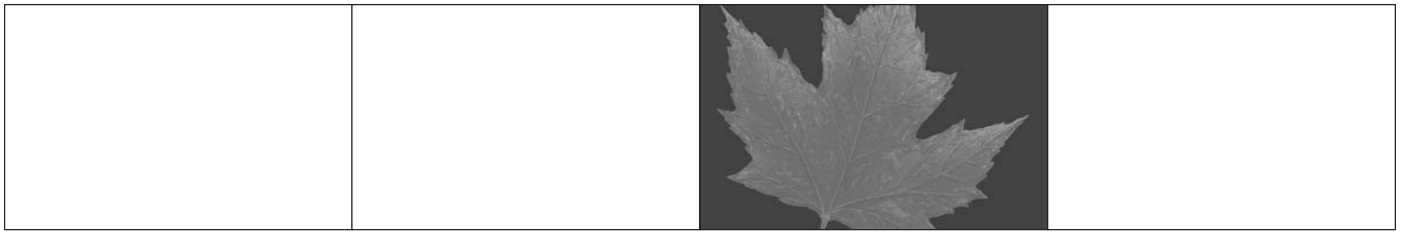


For additional copies, more information, or to send your comments,
please contact:

Doug Davidge
Manager, Partnering and Collaborative Arrangements
Communications Branch, Strategic and Corporate Communications
Canadian Heritage
25 Eddy Street, 10th Floor
Hull, Quebec K1A 0M5
Tel.: (819) 994-9520
Fax: (819) 994-9479
E-mail: doug_davidge@canadianheritage.gc.ca

Or visit our web site at www.canadianheritage.gc.ca

© Minister of Public Works and Government Services Canada 2002
Catalogue No.: CH4-57/2002
ISBN: 0-662-66289-X



EXECUTIVE SUMMARY

Corporate sponsorship is a **business relationship** in which two entities **exchange things of value**. This value can be financial, in-kind, or benefits related to visibility/exposure, publicity or market reach. It should not be confused with donations (philanthropy), with advertising, or with innovative approaches to purchasing goods and services.

Corporate sponsorship is well entrenched as a tactic for federal government programs to increase their financial resources, to secure in-kind assistance, and to overcome legal and jurisdictional impediments, in exchange for providing corporate sponsors with various kinds of benefits. In some cases, sponsorship meets an essential requirement; in others, it enhances an activity.

Corporate Canada is increasing its use of sponsorship, but only a minority of firms engage in sponsorship, and sports activities are much more attractive to sponsors than other areas such as the arts and social causes.

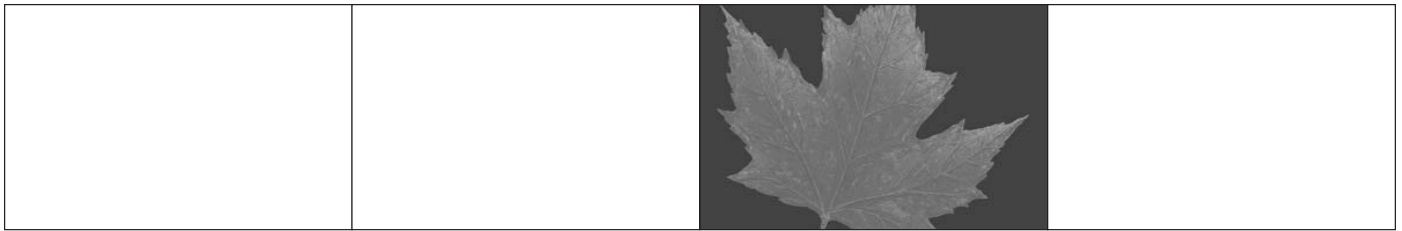
Corporate sponsorship is an extremely competitive domain. Companies are overwhelmed with proposals. They must be approached with strong business cases and in a professional manner. If they are satisfied, they are willing to engage in a long-term relationship, which spreads the initial cost of establishing a sponsorship over a larger return of benefits.

Conversely, if sponsorship is not pursued properly, opportunities are missed, deals are broken, and potential long-term relationships end quickly.

The diverse components of the Department of Canadian Heritage are already involved in many ways and to different degrees in corporate sponsorship. Some programs have a long history of other forms of collaboration with community organizations and other non-commercial as well as commercial entities; for them, corporate sponsorship may be a novel but short step.

There are many promising models, within the department and elsewhere in the federal government, for how to conduct sponsorship relationships to the mutual advantage of the parties and consistent with the values and constraints of the government program.

There are also several ways to share responsibility between a program and sponsorship experts (either internal to the department or contracted); however, there are risks involved too, and programs must be vigilant to retain effective accountability for their side of sponsorship — no matter how well a consultant assists the process, the sponsorship relationship belongs to the parties involved



A government program with a successful corporate sponsorship relationship is not very different from any other well-run program. It too needs to have:

- strong objectives, strategies and plans;
- the right human skills and other resources;
- good communications and monitoring; and
- consistent senior level support.

Linking corporate sponsorship to a government program adds several requirements, for:

- understanding the needs and culture of the corporate world;
- increased creativity, flexibility and trust; and
- a dash of marketing savvy.

Several recommendations are offered to help the department make fuller use of corporate sponsorship. The principal recommendations are that the department:

- develop a policy framework for corporate sponsorship, including deciding which aspects of its mandate should not be considered for sponsorship;
- establish basic guidelines on accountabilities and processes for sponsorship development, approval and management;
- consider sponsorship at the practical (program) level only on the basis of a strategic program plan; and
- treat sponsorship as a relationship with a key stakeholder, not as a resourcing afterthought.

Suggestions of a practical nature for various aspects of planning and conducting sponsorship are offered in an accompanying “toolbox” of tools and methods. This should be a “living document,” collecting best practices from the federal government and other sectors.

The practical tools cannot do their job in a policy vacuum. The best, sharpest tools in the world are no help to those who don't know what they are building and have no plan.

Successful sponsorship has to start with understanding one's own policies, programs and culture, and the objectives and culture of potential sponsors. This is the basis for setting out a sponsorship plan. After that, the tools can be of use.

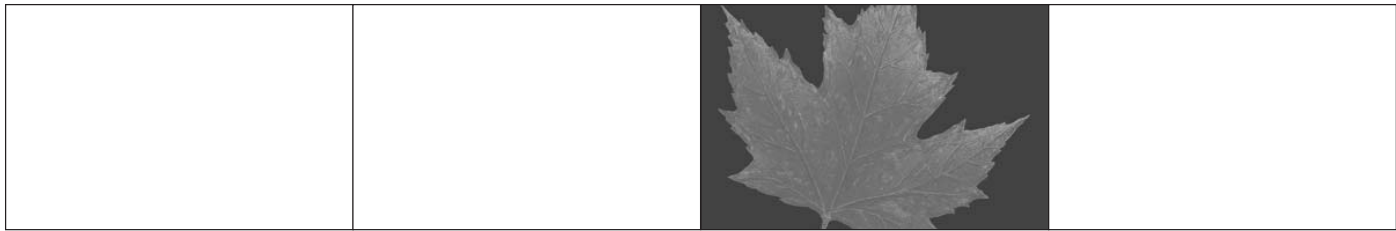


TABLE OF CONTENTS

| | |
|---|----|
| Introduction | 1 |
| The Concept of Corporate Sponsorship | 2 |
| • Sponsorship is NOT... .. | 3 |
| Foundations for a Positive Approach to Corporate Sponsorship | 6 |
| 1. Internal Commitment and Cohesion | 6 |
| 2. Diversity and Core Principals — NOT Uniformity | 7 |
| 3. Program-level Strategy | 8 |
| 4. Models of Collaboration | 10 |
| 5. Organizational Options — Who Does What? | 11 |
| Policy Recommendations | 13 |
| Policy Environment: The Climate for Corporate Sponsorship | 15 |
| • Favourable Conditions within the Federal Government | 15 |
| • Favourable Conditions within Canadian Heritage | 15 |
| • Unfavourable Conditions within the Federal Government | 17 |
| • Unfavourable Conditions within Canadian Heritage | 18 |
| • The External Climate: Favourable Conditions within Corporate Canada | 19 |
| • Unfavourable Conditions within Corporate Canada | 20 |
| Appendix A. Nine Reasons for Seeking Corporate Sponsors and Partners 21 | |
| • Five Attitudes of Federal Government Mangers Toward Sponsorship and Partnership | 22 |
| Appendix B. Experience and Approaches — Examples of Sponsorship Programs | 24 |
| • National Museum of Science and Technology — Revenue generation without program interference | 24 |
| • National Literacy Secretariat — Multistakeholder partnerships | 25 |
| • Native Friendship Centres — Stimulating community partnerships and partnerships | 26 |
| • Heritage Tourism — Co-investment in common objectives and mutually supportive programming | 27 |
| • Parks Canada/Canadian Parks Partnership — Joint cause-related marketing program | 28 |
| • International Day to Eliminate Racism — Financial and in-kind support to current programming | 30 |
| Appendix C. Interviews | 31 |
| Endnotes | 33 |



INTRODUCTION

This study, originally published in 1998 as “Effective Partnerships with Corporate Canada,” sets out to help the Department of Canadian Heritage embark on, or extend the use of corporate sponsorship to enhance and innovate program delivery.

It is being re-published as part of the *Canadian Heritage Partnering Framework* ‘family’ because it serves as a solid base to understand the broader issues of partnering for government organizations. The five recommendations in the chapter on “Foundations for a Positive Approach to Corporate Sponsorship” would be a useful starting point for any government department building a partnering strategy.

The purpose of the study was to help develop a corporate sponsorship policy framework for the department. To carry out this assignment, the consultant reviewed literature on partnership and sponsorship, and interviewed three dozen sponsorship practitioners within the department and elsewhere in the federal government.

The document suggests a policy approach reflecting internal and external factors in “corporate Canada” and the federal government in general, and the Department of Canadian Heritage in particular. It makes policy recommendations tailored to Canadian Heritage at both the corporate and the program levels.

The “Appendices” contain a discussion of conditions and pressures on federal government managers to get into sponsorship or partnership; and summaries of several federal government programs that provide interesting examples of successful relationships with corporate partners or sponsors. These can serve as points of departure for managers trying to decide on the best direction for their area of responsibility.



THE CONCEPT OF CORPORATE SPONSORSHIP

The vocabulary to describe sponsorship and partnership is confusing. The terms mean different things to different people. For a document like this to be effective and understood, it has to establish a common language with its readers.

Often, it is easier to start by saying what words do not mean. Partnership and sponsorship do not apply to situations where federal government programs operate autonomously. Autonomy characterizes programs that have the jurisdiction plus sufficient staff resources and purchasing power to conduct all their activities by themselves, supplemented as needed by standard purchasing of goods or services from vendors.

Needless to say, such autonomy is rare indeed for federal government programs. Instead, most programs nowadays need to associate with other entities. These other entities run the gamut from other federal departments and agencies through government entities at other levels to non-governmental organizations, commercial and not-for-profit corporations and individual citizens.

There are many forms of association, among them corporate sponsorship.

Corporate sponsorship is a business relationship in which two entities exchange things of value.

Although precise valuation may be difficult, in principle the exchange is equal: it is not supposed to be tinged with generosity by one entity toward the other; nor (in the extreme case) is it a disguised form of philanthropy.

The support to the program owner can be financial or can take other forms (use of facilities, expert assistance, publicity, etc.). The benefit to the sponsor is often in the form of marketing opportunity (brand definition, access to a target population segment, publicity etc.).

In fact, **publicity is an essential element of sponsorship** in that each party publicly “lends its good name” to the other; sponsorship involves a display of **affiliation**. (This stops short of product endorsement.)



Corporate sponsorship can grow into partnership. An ideal corporate sponsorship, according to sponsorship enthusiasts, is one in which the two entities develop a long-term or strategic relationship, such that they trust each other and contribute to each other's planning.

Both parties grow and influence each other thanks to partnership. **Building becomes just as important as benefiting.** That is, a sponsor that has become a partner still receives benefits but considers the enrichment of the sponsored property to be just as important as its own success.

Sponsorship is NOT...

Admittedly the line between “corporate sponsorship” and “partnership” is fuzzy, and in everyday speech it is not vital to maintain a strict distinction. There are, however, a few other phenomena that should be distinguished clearly from corporate sponsorship.

PHILANTHROPY

Sponsorship is not a magical source of money; it is an exchange, not a one-way “What's in it for me?”

Corporate sponsorship is not philanthropy. Philanthropy is a one-way relationship, while sponsorship is a two-way relationship or an exchange.

One typical form of philanthropy is **donations** of money and/or goods or services given **without expectation** of a quantifiable perceived benefit in exchange. This may be because the recipient or **supplicant** is unable or unwilling to give anything in exchange for the donation beyond limited recognition — that is, an expression of thanks. (If the recipient has official charitable status from Revenue Canada, the donor may receive a tax credit for the value of the donation.)

The other typical form of philanthropy is **volunteerism**, which also involves giving — usually effort — without expectation of a quantifiable perceived benefit in exchange.



(Clearly, the federal government is right to encourage volunteerism; in some areas, like gifts of art and historical treasures to galleries and museums, it encourages donations as a matter of policy; and, generally, federal government-run lotteries result in financial donations toward the public good. However, whether or not the federal government should make a general practice of **seeking** financial donations for specific public programs is a matter worthy of debate.)

ADVERTISING

Many corporate sponsorships provide a communications opportunity to the sponsor in exchange for a monetary fee. How does this situation differ from **commercial advertising**?

There are at least two important differences. Firstly, the sponsor is committed to the nature of the sponsored property, and usually it expresses this commitment publicly through an explicit statement along the lines of “Proud sponsors of the...” It not only provides a monetary or in-kind fee to the property, it also “lends its good name” in a public display of affiliation (but not of product endorsement). The advertiser is only passively interested in the advertising vehicle, i.e. is it reaching the promised market and is the potential impact of its ads diminished by other advertising or by editorial content? The advertiser makes no gesture of proud association, it just pays the fee.

Secondly, the sponsor is invited into a relationship that can have more facets than just paying to reach an audience with a message. For instance, the sponsor may be invited to provide in-kind assistance as well (staff time, loaned equipment, etc.). It may take advantage of other benefits of associating with the property such as motivation of its own employees.



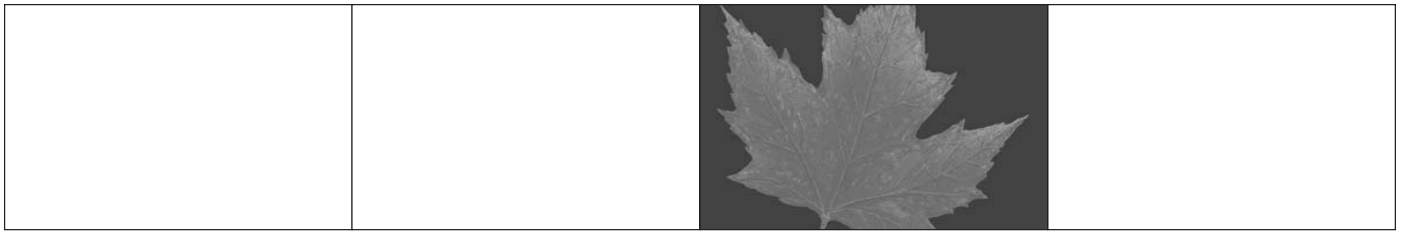
PURCHASING GOODS AND SERVICES

Corporate sponsorship is not **procurement**, that is, a **commercial exchange** between a provider (vendor, supplier) of goods or services, and a customer (buyer). The buyer usually offers money, but sometimes, in the case of **barter**, goods or services flow in both directions.

From the federal government's perspective, corporate sponsorship can look very much like buying/selling or bartering in that a sponsor provides money, or goods or services, in exchange for some tangible or intangible benefits.¹

If the only intention in a transaction is to conduct standard buying/selling or barter, there is no point in calling it "sponsorship." Some managers fall into a trap of using sponsorship as a "cheaper" way to get the essentials done. For example, instead of paying money for transportation or accommodation, they offer publicity benefits to airlines and hotels. That is, they barter for the services. The danger is that sponsorship becomes simply an alternative form of procurement, conducted with the standard arm's-length (even suspicious or hostile) attitudes of the careful customer trying to get as much as possible for as little as possible.

Instead of this objective — paying for essentials in a different way — **the objective of sponsorship relationships should really be to maximize a program's policy agenda and program outcomes; and to realize other benefits for the sponsor than simply fair exchange for the sponsor's monetary or in-kind fee.** (To do this, the program must have rich policy objectives that lend themselves to varied, innovative relationships with outside stakeholders.)



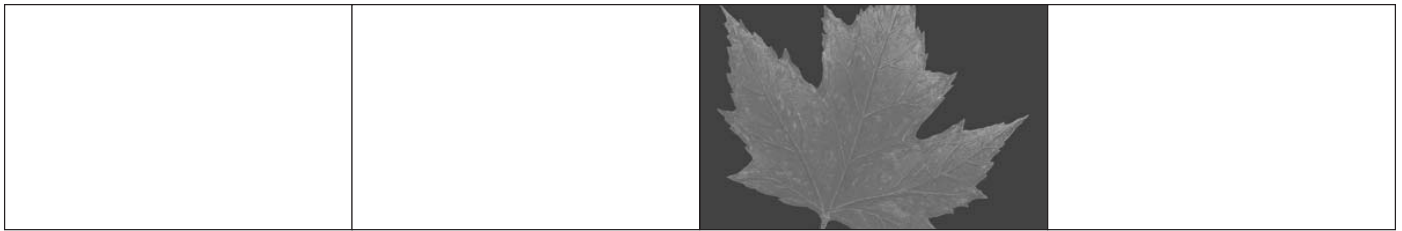
Foundations for a Positive Approach to Corporate Sponsorship

1. Internal Commitment and Cohesion

Sponsorship requires executive-level long-term commitment, not just smart, dedicated work at the lower levels.

- **Executive leadership is required to commit the department to a vision, principles and strategies that validate collaboration with corporate (and other) outside entities, rather than keeping them at arm's length.** That means, at the very least, accommodating the needs of corporate sponsors in program-delivery arrangements; and, at the most, it means taking the risk of developing policies and programs with them and learning from them.
- **The department must commit realistic resources and time to sponsorship.** It must invest in building internal expertise, developing strategies, being well informed, etc. If seeking corporate sponsorship is going to be treated as a sideline or afterthought, without proper resources, it shouldn't be done.
- **Senior managers and executives have to participate actively.** Some relationships engage the department at the Director General level or higher. Some doors cannot be opened by officials at lower levels. For some sponsors, a benefit they seek in exchange for support is contact with senior federal government officials.
- **Senior managers and executives must ensure consistent follow-up to sponsorship deals** — delivery of the agreed benefits — so that existing positive relationships will grow; and to protect the reputation of the department.

For all this to happen, senior managers and executives need to learn about sponsorship. This is still unknown territory for most officials; the first step is to dispel unrealistic expectations and unwarranted worries.



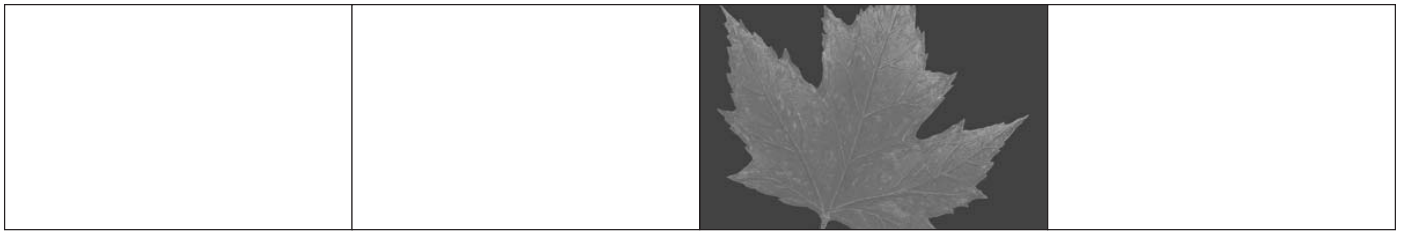
2. Diversity and Core Principles — NOT Uniformity

Given the diverse nature of the department — from human-rights promotion to managing municipal infrastructure services in a national historic site or national park — it would be impossible to find “one size that fits all.” The approach that produces excellent results in one area could be damaging to another. Moreover, there may be areas of departmental mandate in which corporate sponsorship is inappropriate as a matter of principle.

Departmental guidelines should be kept to a minimum. They should tell staff the scope and purpose of sponsorship for the department, and their delegated authority. They should encompass the involvement of the Minister's office in sponsorship. Having broad guidelines in place permits staff to deal professionally with companies: they promote consistent (i.e. fair) practices; and they support a consistent response to unsolicited sponsorship proposals.

The current strict rules governing unsolicited proposals apply to procurement, not to corporate sponsorship. When examining an unsolicited sponsorship suggestion from a company, the department should simply ensure that it deals fairly with all interested parties and that the Crown will receive fair, open-market value.

Many sponsorship arrangements are novel. Too many detailed guidelines would stifle the creativity and entrepreneurial initiative that allow sponsorship to flourish.



3. Program-level Strategy

We choose sponsors too often on the basis of product assistance, when what we really need is more clients, a wider constituency, community building, and advancing our image. We should draw up Memoranda of Understanding on long-term marketing co-operation, not add-ons to individual events.

A program's sponsorships will be far more strategic, if they are planned from a long-term, integrated, strategic, viewpoint.

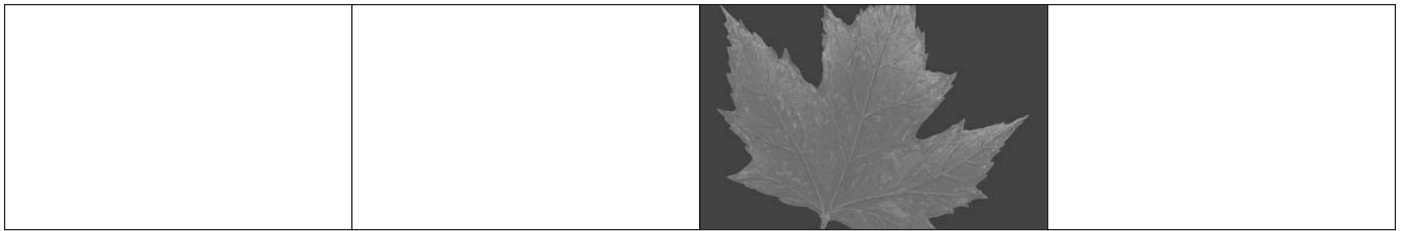
As sponsorship experience and literature make abundantly clear, planning for sponsorship coincides largely with a program's business planning.

A program should know:

- all its stakeholders (clients, interested parties, potential supporters and competitors);
- its core functions (e.g., regulatory, service provision) with respect to its key stakeholder populations;
- what it hopes to achieve through sponsorship in the short, medium and long term;
- how the results will be measured;
- its resources; and
- the environment or conditions in which it operates.

Knowing all that is just part of effective management — for example, on the performance-management model of “results, reach, resources” which is gaining justified popularity. **The same knowledge is the basis for considering how sponsorship or partnership might enhance the achievement of the program's policy objectives.**

There is another way to put this. **For corporate sponsorship to be as satisfying and as beneficial as possible to both parties, it needs to be integrated into program or event planning from the start.** If program managers are thinking, “Who are all the stakeholders, what might they want to bring to the achievement of these policy objectives,” then the potential sponsors or partners can influence program design and resourcing. However, if sponsorship thinking is an afterthought to program design, some possibilities will be foreclosed, and the sponsors who do come on board will only be able to play a predetermined role.



This may lead to sponsors feeling belittled and undervalued. For example, one major firm claimed that it would have played a bigger role in the Flag Challenge if it had been invited earlier. It was not excited by the invitation to rescue the program from its eleventh-hour difficulties.

Programs also need to be certain of their reasons for seeking sponsors or partners. Their approach to outside entities will reflect whether the situation is one of **necessity** or **opportunity**, with respect to **revenue, structural components, or jurisdictional/legal or policy issues.**

The beliefs and attitudes of managers also come into play.

If they are “builders” or “deal makers” (as depicted in Appendix A), then it makes sense to seek structural or revenue support via sponsorship.

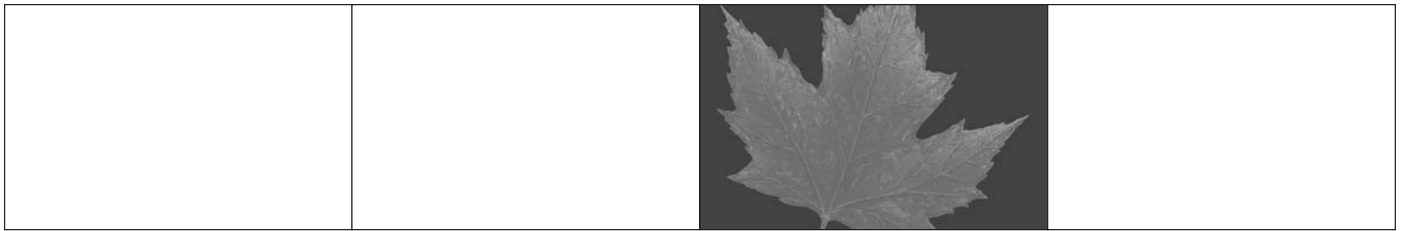
If not, they should stick to procurement and revenue-generation options. For example, if the manager of an attractive event is reluctant to have a two-way relationship with corporations, he or she should not seek sponsorship revenue in exchange for publicity opportunities. Instead, it would be better to create a publication for the event and to sell advertising space.

Programs must be realistic about the constraints on corporate participation.

If the program area is too sensitive to allow stakeholders to be consulted during the formulation of plans, then all it can offer corporations is the chance to provide and publicize financial support to a completely formulated activity.

To arrange more complex in-kind support or to explore a long-term relationship, potential sponsors need to become part of the planning process. Corporate sponsorship and partnership may simply not be an option for very “closely held” programs.

Finally, the department has to prepare options — fund from appropriations or scale back or drop the activity — if programs fail to attract anticipated corporate sponsor support.

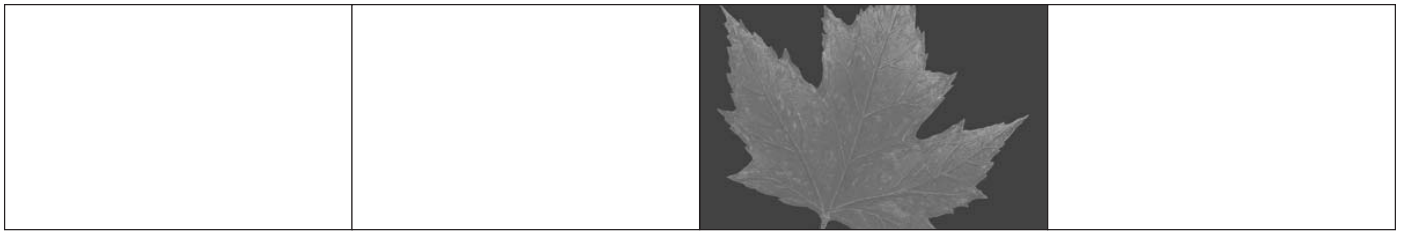


4. Models of Collaboration

Given the strategic direction and broad objectives into which sponsorship fits for a particular policy or program area, there are various patterns that relationships with sponsors can follow.

Although this list is not exhaustive, here are several successful models, where the **federal government program**:

- **shares its policy and program development** and pools its funding with all stakeholders (National Literacy Secretariat);
- **co-invests with industry partners** in common-purpose products co-ordinated by a vendor (Heritage Tourism);
- **offers benefit of association with current programming** in exchange for financial or in-kind support to that programming (Anti-racism Day, Flag Challenge, international expositions, etc. — the most familiar sponsorship relationship);
- **co-produces unique properties** with companies active in the appropriate commercial areas (Canadian Studies, Parks Canada);
- **offers benefit of association with current programming** in order to increase resources for future programming (National Museum of Science and Technology);
- **relies on a not-for-profit third party** to facilitate a complex relationship (the Canadian Parks Partnership's role in relation to the corporate sector, provincial parks and Parks Canada for national events);
- designs its **grants and contributions** criteria to **oblige recipients to find other sponsors or partners** (Multiculturalism, Native Friendship Centres); and
- **provides background support only**, such as advice, education, and research into problem areas, while encouraging client organizations to develop their own corporate relationships (Sport Canada).



5. Organizational Options — Who Does What?

At one extreme — the self-sufficient program — program staff handle all aspects of corporate sponsorship. This is not typical; few programs have devoted the learning time and the support resources to reach this point.

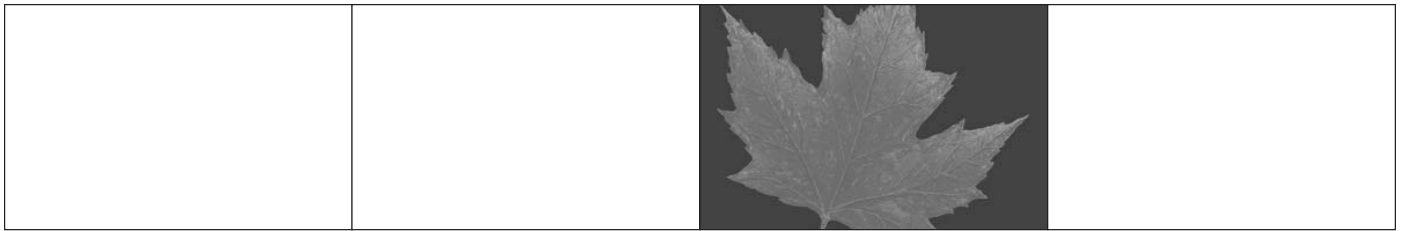
At the other extreme — outsourcing of the whole project — consultants or advertising, public relations or marketing firms are hired for a turn-key solution. While some specialist firms are extremely skilled in this area and truly do “produce results,” there are pitfalls to be avoided when relying completely on contractors. The problems cited most frequently are a lack of understanding or sensitivity on the part of the contractors, leading them to represent the program poorly; insufficient preparation (especially strategic thinking or business planning) by the program; and awkwardness in developing long-term relationships with sponsors when contractors are acting as intermediaries. (This topic is treated extensively in “Sponsorship Toolbox”).

An intermediate approach is to hire outside contractors just for portions of the sponsorship effort, or as part of an educational process aimed at making the program self-sufficient. This appears to be highly satisfactory, so long as the relative roles of the program and the contractor are clear, and the two sides maintain good communications.

Another intermediate position, which is becoming standard practice for museums and other cultural agencies, is to create an internal sponsorship service or Corporate Development Office (CDO). (Other names apply too — Sponsorship Marketing and Outreach, Strategic Alliances, External Relations, etc.) The advantages of a CDO or other sponsorship-specialist service are advanced knowledge among a few staff (so less staff require training); skilful dealings with corporations; consistent focus; and a single point of contact for sponsors.

There are possible dangers:

- co-ordination difficulties between the CDO and programs;
- insufficient strategic thinking by the program manager; and
- aloofness of the program manager from the relationship with the sponsor.

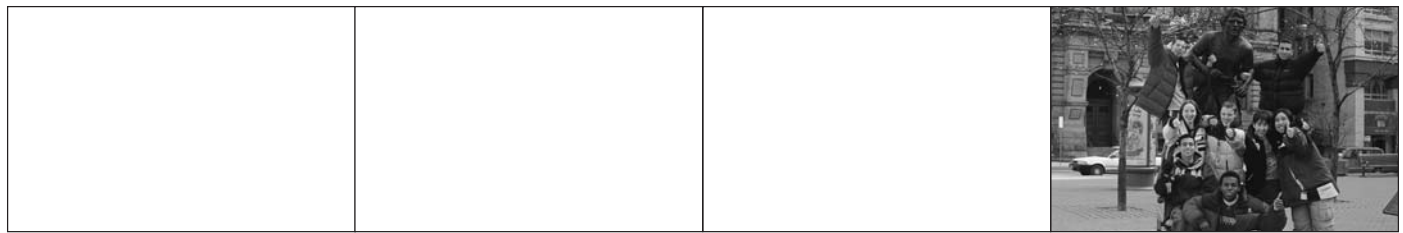


Rather than managing a sponsorship for a program — in effect, taking over the program manager's role — a CDO should stick to one or more of the following:

- **concept development and design assistance (clarify objectives, relationships, desired outputs) to the program manager;**
- **bridge-building assistance (connections with potential sponsors and other partners);**
- **assistance in presentations to senior management;**
- **departmental co-ordination;**
- **design and assistance with implementation of the management framework and evaluation framework.**

This still leaves program managers in charge of their policy agenda and their operations.

The CDO role can be part of something larger, an integrated view of all stakeholder relations.² In this approach, sponsorship is one among the entire set of legitimate dealings a program or department has with stakeholders. This reminds decision-makers to remember other commitments, options and interests when examining corporate sponsorship possibilities.

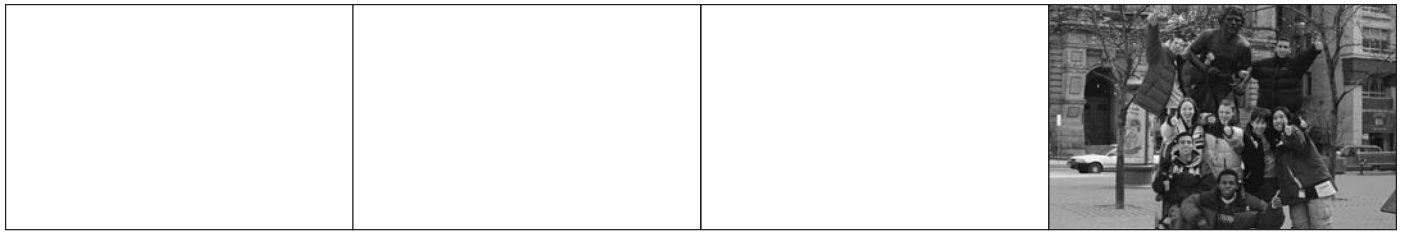


POLICY RECOMMENDATIONS

These recommendations reflect only the **broad** issues that arose in the context of this study. They are not intended as a comprehensive set of policy recommendations.

The Department of Canadian Heritage should:

- **Clarify the delegation of authority** for negotiating and for authorizing corporate sponsorship. It should set out the respective roles of practitioners (managers and staff of programs that have sponsorship relationships), specialists (advisers and/or service providers) and senior management.
- **Develop a departmental strategic viewpoint** on corporate sponsorship, using reflections like this study and models from other federal government institutions. This includes clarifying the limits of sponsorship — which parts of the mandate are not appropriate for corporate sponsorship. There may also need to be underlying work on the particular nature of community citizenship exercised by corporations.
- **Develop a small set of guidance tools**, so that managers at all levels can act in harmony in the area of sponsorship. These should include a guide to the valuation of departmental “properties.”
- **Ensure** (at the level where operational programs are developed and managed, i.e. principally at the Program and Directorate levels) **that programs have strategic plans that leave appropriate room for collaboration with stakeholders**; and should help them to obtain the skills to develop and maintain fruitful collaborative relationships — including corporate sponsorship, where legitimate — on their own or in healthy partnership with internal or external expertise.
- **Create a simple database**, for internal use only, to allow staff to co-ordinate approaches to particular target firms.
- **Publicize its policies toward corporate sponsorship** by various means including its web site.
- Look for opportunities, when entertaining or seeking sponsorship opportunities, to **ensure that its non-profit-sector allies benefit too**. (This is a good spin-off of three-party arrangements in which a program is implemented by non-governmental organizations and corporate sponsors, with the federal government in the background.)
- **Decide**, as a matter of departmental (not program-by-program) strategic policy, **whether it should seek financial donations**.³ While this question could interest other departments too, it is especially relevant to this department, because Canadian Heritage has a central role with respect to policies affecting the voluntary sector.



- **Provide for a forum or other mechanisms for collecting and sharing information among its sponsorship and partnership specialists.** This would serve three interrelated purposes: continuing education of these specialists; development of best practices; and internal collaboration and co-ordination.

- **Provide a departmental learning program for basic learning about corporate sponsorship by senior managers and executives,** and for more advanced learning by all practitioners (that is, managers and other staff who have a direct involvement with sponsorship, not just the specialists). In general, public servants need to learn about the culture and habits of corporations.



POLICY ENVIRONMENT: THE CLIMATE FOR CORPORATE SPONSORSHIP

Favourable Conditions within the Federal Government

The experience of the federal government in partnership and sponsorship arrangements is long and diverse.⁴ The Privy Council Office's summary of "Deputy Minister Task Forces: From Studies to Action" (December 19, 1996), identified **partnership** as a key horizontal theme. The Treasury Board Secretariat is enthusiastic about the "public-private partnership" approach to alternative service delivery. Departments have much greater latitude now to retain revenues that they generate, and setting up Specified Purpose Accounts to retain revenue from sponsorship has become a routine matter according to the interviewees who have tried it.

Partnership adds value when done properly. New forms of public-private and government-to-government partnerships have grown rapidly over the past decade, receiving special emphasis from Program Review. Corporate sponsorship is a "growth area" in the federal government with scope for creativity and innovation.

Partnership and sponsorship can bring the federal government and other societal forces closer together. It can orchestrate the joint effort of many stakeholders on a common cause like literacy, resulting in enhanced achievement of common goals and greater social unity too.

Partnership and sponsorship respond to structural and budgetary pressures and opportunities. Programs may not have access to all the funding or structural components they require; or they may have access only to the essential minimum. Partnership and sponsorship can generate or save resources or lead to spending them more effectively. They can also circumvent legal and jurisdictional roadblocks, and increase political acceptability of federal government initiatives. (See Appendix A for a discussion of typical conditions or pressures that stimulate an interest in sponsorship.)

Favourable Conditions within Canadian Heritage

The experience of Canadian Heritage in partnership and sponsorship is so extensive that it defies a complete listing. It includes: association with corporate sponsors at national parks and national historic sites to support special activities, to offer unique products and to develop unique sites; participation by private companies in the department's diversity training; commercial participation in producing and distributing educational materials on Canada; promotion of linkages between the department's key stakeholders (such as sports, artistic and ethnocultural associations, youth exchange groups and Native Friendship Centres) and sponsors and partners in their communities; collaborative promotion of heritage tourism; corporate involvement in Canada's presence at international expositions; and many, many more.



The positive track record is more dominant in some parts of the department than others. Sport Canada, and the Cultural Development and Heritage Sector, are not involved directly in sponsorship, but they represent constituencies with long-established corporate sponsorship patterns. Parks Canada is involved directly in corporate sponsorship at the local, regional and national levels. It has been a federal government leader in partnership education and in developing innovative tools like the Canadian Parks Partnership.

By contrast, the Canadian Identity Directorate (CID), as well as its colleague directorates in the Citizens' Participation and Multiculturalism Branch, have had less to do with corporate sponsorship. However, these directorates do have a very strong tradition of collaborative dealings with the voluntary sector (community organizations, ethnocultural associations, etc.). These dealings have had some of the same characteristics (although none of the terminology) as corporate sponsorship.

Seen in this light, most parts of Canadian Heritage can build on a positive track record with corporate sponsorship and more generally with partnership. This realization is of particular importance to the department's social development and national-identity fields. **Cultivation of sponsorship relationships may be just as important as work in the social-development tradition, and for analogous reasons.** Corporate entities are as much a part of the country as are voluntary organizations, community groups and individual citizens. It is legitimate for departmental staff to treat working with corporations as a core activity, not as an add-on with significant risks and uncertain payoff.

In addition to the rich track record, according to interviewees, there are other positive conditions:

- Many desirable properties attract sponsors.
- There is an increasing concentration on results and collaboration, due partly to reduced resources.
- New tools such as Intranet support internal collaboration.
- Staff are truly expert in and dedicated to their program areas.



Unfavourable Conditions within the Federal Government

Interviewees drew attention to the following concerns:

- **Many federal government agencies seek support from the same corporations.** There is no interdepartmental co-ordination of these approaches. The volume of federal government proposals (and even requests) could be a cause of irritation, and difficulties could arise due to inconsistent positions taken by different departments.
- **Some ill-prepared federal government representatives make it more difficult for their colleagues to pursue sponsorships.**
- **Federal government programs with a national scope tend to look for sponsors with a nation-wide presence, and they insist on conducting a uniform activity with these sponsors throughout the country.** However, even if a company is active throughout Canada, its marketing needs may differ from region to region. Therefore, it may prefer to engage in different sorts of sponsorship activity in different regions.
- Sponsorship and partnership **lack formal mechanisms for dealing with government-wide issues.** Other than informal networking, there is a dearth of information gathering, sharing of best practices and other learning activities, and tracking of relationships with corporate Canada in order to avoid duplication. Although the words “sponsorship” and “partnership” are often heard from senior officials, these topics are not receiving any perceptible policy attention at the highest levels.
- **The financial instruments available to departments are oriented to purchasing goods and services, and to tracking payments or contributions.** Other kinds of instruments are needed to permit investment, three-way deals, downstream relationships, revenue sharing and other special needs of the sponsorship situation.
- **The federal government's rigid planning and budgetary calendar may conflict with the private sector's calendar** for discussing new initiatives. Due to business conditions, a company may want to explore sponsorship at a time of year that is not convenient to the government, and vice versa.



Unfavourable Conditions within Canadian Heritage

The interviews reveal uneven implementation of partnership and sponsorship at Canadian Heritage. There is **great enthusiasm** in some quarters where corporate sponsorship has a high profile and has been acknowledged as advancing the department's policies and programs. The managers and officers directly involved find the work fulfilling and non-routine, and it broadens their knowledge and skills.

Some managers, on the other hand, are **apprehensive and reluctant**. One reason, it appears, is not understanding **how corporate sponsorship can connect with departmental business lines, core values and principles**. They cannot see how they can engage in sponsorship relationships and still be true to their public service values and to the “spirit” of Canadian Heritage.

Other managers are willing but uncertain and insecure. They hesitate because of what they see as lack of consistency in the department in terms of policies and practices affecting sponsorship, and inappropriate resourcing, structures and expectations.

The negative factors that interviewees mentioned include:

- **an inexorable resource crunch** that leaves programs with too little time to do a good job;
- **a sense of moving rapidly and desperately** with inadequate skill and corporate guidance into sponsorship just to fill resource gaps;
- **insufficient delegation, trust and latitude** to permit program managers to deal professionally with corporate sponsors;
- **uncertainty about how senior management views sponsorship and partnership**, and whether there is a shared understanding with the Minister's office about the “what,” “why” and “how” of effective sponsorship;
- **risk aversion at the senior levels** resulting in lack of delegation; the perceived reason is nervousness about potential negative media coverage of how corporations sponsor departmental properties and events;
- **lack of an organized corporate memory or knowledge base**; and
- **lack of departmental guidance and norms for sponsorship**, particularly in those areas (e.g. valuation of benefits, involvement of the Minister's office) where inconsistent approach could cause embarrassment.

The results are not only missed opportunities but also broken deals. For instance, because of many levels of approval and constant fire-fighting diversions, a publicity brochure is printed and distributed too late to reach all of the population that had been promised to the sponsor.



The External Climate: Favourable Conditions within Corporate Canada

The experience of the sponsorship practitioners interviewed and recent corporate sponsorship literature and findings,⁵ indicate that support from sponsors is indeed available. It may be quite lucrative, if the marketing fit is good. **A recent survey of 60 major Canadian firms shows a marked increase since a similar survey in 1994 in the intended use of sponsorship.** The sports sector is gaining ground at the expense of arts and culture, community issues and cause-related marketing; sports organizations have become highly professional at working with the corporate sector, and they can offer access to audiences that interest corporations.⁶

The competition for sponsorships is fierce, and success depends on thorough preparation and assiduous nurturing. Here are some key points:

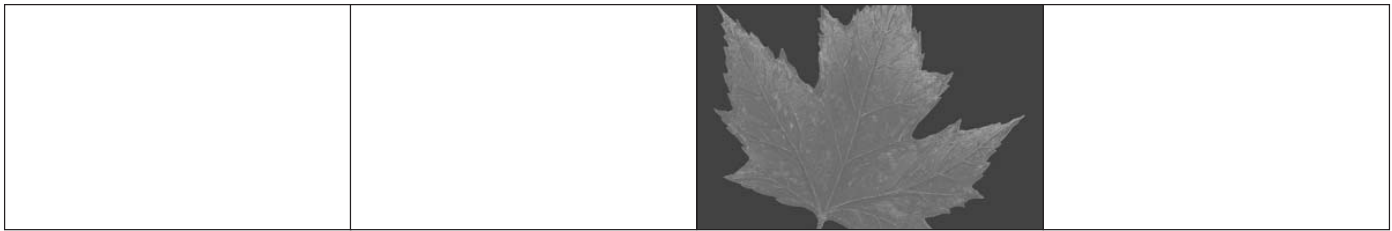
- **Corporations are anxious to explore new opportunities for niche marketing.** This may include a desire for exclusivity and competition blocking, for which they are willing to pay a premium.
- **They are willing to commit to long-term relationships** that help them and the sponsored property to grow, if the promised benefits are delivered. They may not expect to see concrete results for several years, yet are willing to invest in learning and building.
- **It is increasingly important for corporations to show a strong social agenda.**
- Sponsorship is a business relationship. **Corporations expect to be presented with sound business cases for sponsorship arrangements.** These include the nature of the property involved, plus demographics and psychometrics (i.e. the characteristics of the population reached by the property and the effects it has on their attitudes).⁷
- **Negotiations on the exchange of values are business negotiations;** companies have their bottom-line concerns in mind in these negotiations. As the return on investment in other forms of advertising decreases (e.g. television advertising costs are going up, yet viewers switch channels during ads), companies look to sponsorship as an alternative.
- **Corporations expect to receive professional and business-like treatment.** Pragmatic, innovative pursuit of results outweighs bureaucratic respect for rules that do not appear to contribute to results. Sticking to one's word and delivering promised benefits are more convincing than political vacillation. Business risks are understood and respected more readily than political risk.



Unfavourable Conditions within Corporate Canada

There are only a few factors or conditions in the corporate sector that, in a general sense, are unfavourable toward sponsorship relationships with federal government programs:

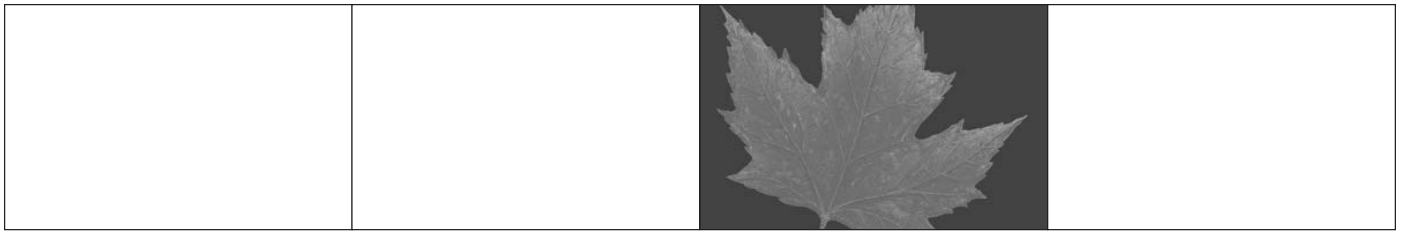
- **Interviewees report some sense of fatigue because of the large number of proposals that their corporate contacts receive.** Even if, in principle, one wishes to consider all opportunities to make a good deal, corporations do not have unlimited time and energy to consider them all.
- **Some corporations have told interviewees that they feel they are being “taxed twice”** when the federal government approaches them for donations, or for corporate sponsorships that are really donations in disguise. This disguise can take several forms: a government department offers benefits that are clearly worth less than the support being sought; it offers no tangible benefits in exchange for support; or it does not deliver promised benefits.
- **There is also irritation at the occasional overly aggressive or poorly thought-out approach from federal government officials or their hired representatives.**
- **There is often unrealized value and unexploited potential.** Only some companies take full advantage of a sponsorship (for instance, in public communications to enhance their own image or by getting employees involved in a motivating experience).
- **Some firms find it hard to understand certain basics of the federal system of government;** for instance, the distinction between the Minister's office and the department; or the fact that the public owns things, so license fees must be paid for the use of Crown-owned intellectual property.
- **Some firms steer all outside approaches to the same “public relations” door,** making it hard to get access to the marketing department.
- **Some companies with national scope are decentralized** to the extent that no single office can make a commitment to deliver a benefit nation-wide.



APPENDIX A. NINE REASONS FOR SEEKING CORPORATE SPONSORS AND PARTNERS

Sponsorship and partnership are types of **association**. For what reasons do federal government programs associate with other entities? Three responses are often offered: for jurisdictional reasons, to promote social cohesion, or (increasingly) because of resource limitations. However, interviews reveal that the federal government has a more nuanced range of **motivations for association** that respond to a variety of **conditions and pressures**:

1. **Structural Necessity:** Many public programs are complex in nature and require co-operation among multiple parties. By their nature, they are **multi-agent phenomena** (“It takes two to tango”). For example, tourism involves the transportation, food and accommodation, attractions, and often security and policing sectors. Also, no matter how much it spends on communications, a federal program cannot reach some audiences as effectively by itself as if it leverages communications through other entities that are familiar and credible with those audiences already.⁸
2. **Revenue Necessity:** The activity is structured in such a manner that the accountable department's A-Base will not pay for all core elements. Either revenue must be generated through the activity itself (e.g. admission charges to many cultural events) or other participants must contribute to the core funds (e.g. the funding of Canada's participation in international expositions).
3. **Jurisdictional or Legal Requirement:** A federal program cannot complete its activities without linking into other jurisdictions (e.g. the production of goods or services for public elementary and secondary schools).
4. **Structural Opportunity:** Although it can conduct its core activity autonomously, a federal program welcomes enhancement through the involvement of other entities (e.g. a museum exhibit on the early days of telephony being enhanced by materials from active companies illustrating contemporary telecommunications).
5. **Revenue Opportunity:** Although it has sufficient A-Base funding to complete its core activity as planned, charging for products, services or other benefits allows a federal program to generate resources for other current or future activities (e.g. the corporate sponsorship program at the National Museum of Science and Technology, which is structured to increase the base budget for future exhibits).



6. **Strategic or Policy Preference:** As a matter of preference, managers decide that their policy objectives can be realized most fully by working with the corporate and other sectors (e.g. the multistakeholder “policy conversations” and shared program implementation orchestrated by the National Literacy Secretariat; Parks Canada's use of sponsorship to expand its reach and to tap into private sector marketing expertise). Sponsorship or partnership may also be a way to meet a wider policy objective like social cohesion.
7. **Alternative Service Delivery (ASD):** This can improve results and/or reduce costs through new arrangements with other entities (e.g. administrative and other services shared locally among tenants of the Terrasses de la Chaudière complex). ASD is a pressure that is a necessity in some circumstances and an opportunity in others.
8. **Optics:** Sometimes a program's outcomes may be enhanced by being able to show that it received support from sectors other than just the federal government.
9. **Bandwagon:** Some managers may think, “The top guns are preaching it, so we better get on side, or we'll lose points.”; or, “So many people are doing it, it must be O.K. Let’s just try it, and learn as we go along.” Although learning from experience is a good thing, stumbling along without preparation can be disastrous. A frequent complaint both of sponsorship practitioners in the federal government and of their corporate counterparts is a lack of competence, and even a lack of basic respect and understanding, on the part of some government representatives.

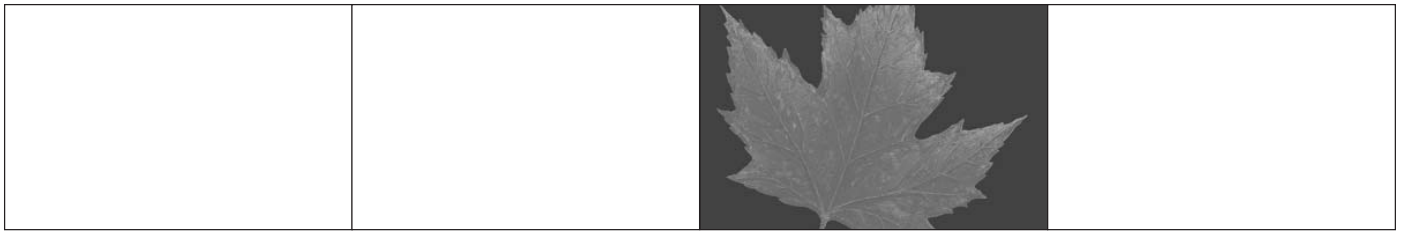
The first six reasons reflect objective external **conditions** that managers face. The last three are more in the nature of external **pressures** that managers may feel.

Five Attitudes of Government Managers towards Sponsorship and Partnership

Along with external reasons go their **internal** counterparts — **managers’ attitudes**.

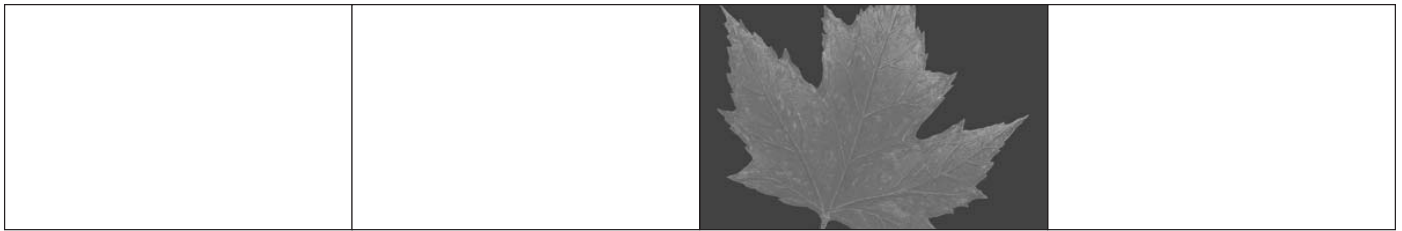
Some managers respond very positively to these conditions and pressures; others are neutral; and some are negative. Although there are many gradations, to simplify matters, one can characterize — indeed, caricature — managers’ attitudes according to five distinct “types”:

1. The **Deal Maker** perceives opportunities to exchange benefits, often in novel ways or circumstances, to the mutual advantage of the corporate sponsor and the federal government program.



2. The **Builder** creates something new with other committed parties whose interest goes beyond mutual advantage. Having compatible objectives and sharing a vision, the various partners want to be **complementary constituents** of an important public good.
3. The **Resister** goes along skeptically, worrying that corporate sponsorship is overly risky, pays off less than predicted or won't work at all.
4. The **Exploiter** constructs arrangements that co-opt other parties, undervalue their contribution or off-load federal government responsibilities, causing the other parties to feel used. (This can happen inadvertently, when one or more parties does not fully understand an arrangement or does not make its own agenda completely clear.)
5. The **Puritan**, convinced that “sponsorship is prostitution” and contrary to the moral principles of public service, avoids corporate sponsorship entirely.⁹

As admitted above, there is an element of caricature here. The purpose of these “types” is to raise awareness of people's inner reasons, attitudes or drives that can work for or against sponsorship.



Appendix B. Experience and Approaches — Examples of Sponsorship Programs

National Museum of Science and Technology — Revenue generation without program interference

Based on an interview with Mike Marta, Director, Corporate Development, National Museum of Science and Technology Corporation, August 22, 1997

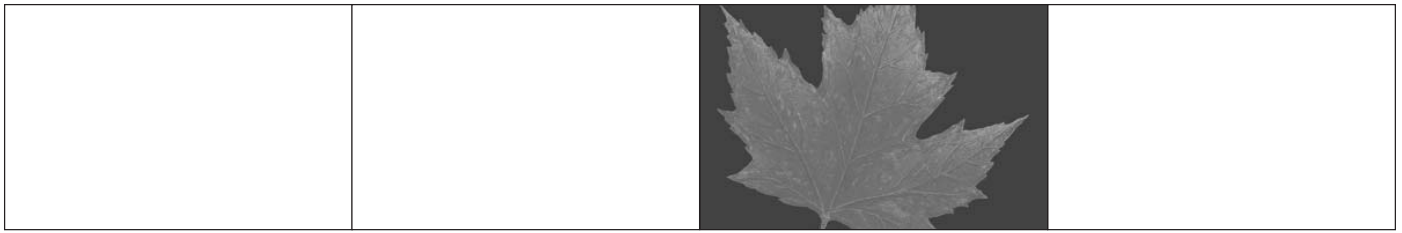
The National Museum of Science and Technology (NMST) is a Crown Corporation. It generates revenue to augment funds for its programming (mainly exhibits). Sponsorship is far more important to it than partnership. It is intended primarily to generate revenue and, secondarily, to augment the capacity of NMST to meet its historical, educational and attendance objectives.

The strategic objective of NMST's sponsorship program is to generate revenue as an investment in future programming (i.e. to build equity), not to make current programming possible.

Revenue comes from payment for the right to associate with a current exhibition and goes into the Specified Purpose Account for future programming (not general administration). Thus, NMST does not allow itself to be sponsor-dependent for current planned work. Work plans are approved on the basis of known revenue, not on the hopes of securing sponsorship revenue. Thus, NMST avoids revenue dependency, and the attendant problems of program uncertainty and undue influence by sponsors over content. However, there is flexibility about current programming — allowing potential sponsors to suggest content as an exhibit is being developed is a legitimate expansion of research and development, and allows them to be more involved. Further, NMST occasionally accepts legitimate program enhancements from sponsors.

Revenue from licensing should not be taken for granted. The current year's work plan should be limited to this year's appropriation plus last year's sponsorship revenues (and other ongoing revenue projection, e.g. cafeteria, store). Don't plan on anything, at least as a "core" activity, that cannot thus be paid. If management isn't willing to pay for it from known resources, it isn't core; asking Corporate Development to generate revenue for a current project turns sponsorship specialists into program managers.

The major challenges faced by the Corporate Development Office are educating agency managers and staff about the nature and potential benefits of sponsorship; participating sufficiently in the annual program-planning process; integrating exhibition communications in which sponsors are involved with other communications activities of the agency; and harmonizing agreements with corporate sponsors with the sometimes erratic path and timing of development of new properties.



National Literacy Secretariat — Multi-stakeholder partnerships

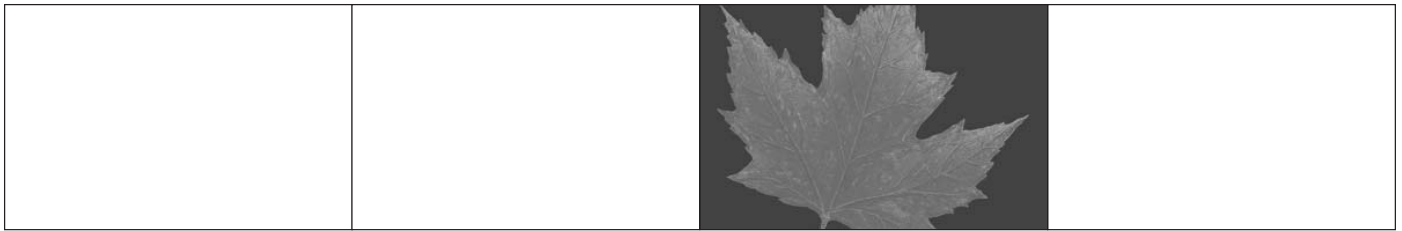
Based on an interview with Jim Page, Director General, National Literacy Secretariat/Office of Learning Technologies, Human Resources Development Canada, July 2, 1997

The program engages collaborators from many sectors — provincial and territorial governments, community-based literacy organizations, professional associations, industry associations, companies and other federal government departments. The cause of literacy is advanced in a wide variety of ways. The Secretariat's budget has risen even in times of cut-backs.

The Secretariat's philosophy is to act as stewards of their policy objectives rather than as owners of a program to deliver. Therefore, the Secretariat casts its net widely to identify (even “create”) and engage stakeholders. It empowers them as much as possible via a participatory process:

- resources are assigned to a topic area, and the program enunciates a minimum of very broad policy objectives and criteria;
- stakeholders come together for **policy conversations** to scope issues;
- together with the officials, they design programs, some of which may not require federal participation; and
- for the programs that involve the federal side, officials conduct the funding aspect according to the consensus priorities and parameters in a tough but clear manner — the process must be transparent and honest.

Although the collaborations include corporate sponsorship, they are more in the nature of partnerships. The Secretariat aims to create conditions, so that whoever is best positioned can exercise leadership. This gives rise to partnership as shared ownership. “People are motivated powerfully by the sense that they own at least part of an issue,” and, in fact, many stakeholders claim to have the lead — everybody owns literacy. An underlying belief is that public policy is made not by politicians and bureaucrats but by the public for the public. So too, only the community can deliver social programs. Therefore, the public servant acts as a co-ordinator, steward and catalyst, not as an owner. “Exchange values” are less an issue in this model than clear demarcation of who does what in a joint activity; all parties receive the value of the activity being a success.



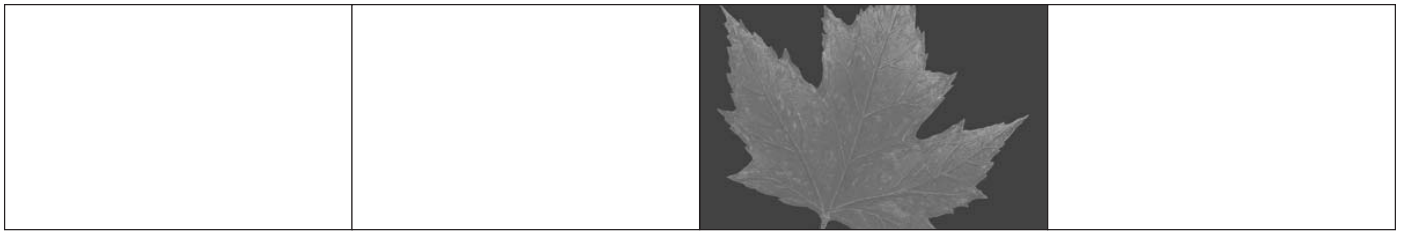
Native Friendship Centres — Stimulating community sponsorships and partnerships

Based on an interview with Jim Lanigan, Manager, Native Programs, Citizens Participation Directorate, July 21, 1997

“The organizations we support have a long partnership history, because we have always demanded that there be other funding sources. A new Friendship Centre has to have existed for two years, before we will provide support. The Centres receive an average of 35 percent of their budget from us, and this is only for infrastructure. They have to connect into their communities to find support for their programming and services to clients. This means that the programming is discussed locally, not with an Ottawa bureaucrat.”

“Compared to other Native organizations seeking funds, the Centres have always had the advantage of possessing equity — they own their buildings. Finding sponsors and partners has become easier in recent years. With rising profits, corporations are becoming socially conscious, and some see Natives as an emerging market. For instance, most banks have active “Aboriginal portfolios.” Like mining and other resource-based industries, they want to be seen as Native-friendly.”

“The Friendship Centres also derive revenue from providing services to Native clients for various government programs (federal and other levels) and for some corporations.”



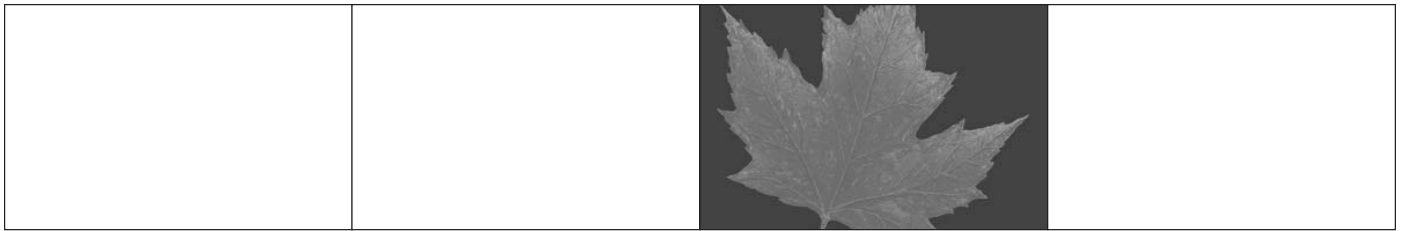
Heritage Tourism — Co-investment in common objectives and mutually supportive programming

Based on an interview with Margaret Archibald, Executive Director, Heritage Tourism Secretariat, July 24, 1997.

National Parks and National Historical Sites provide a concrete opportunity for people to experience their Canadian-ness. Together with Parks Canada, Heritage Tourism complements other sectors of the department with a strong Canadian-identity focus. It serves the demand side (by encouraging travellers to see their own country); whereas the arts and culture sector deals with producers. In addition, Heritage Tourism deals in “hard” programming and tangible goods, whereas colleagues in Canadian Identity work more in the realm of ideas and attitudes.

Tourism is inherently collaborative; various sectors like the attractions, transportation and accommodation industries have to work together. Profits are modest, and competition is intense. Tourism operators are looking now for non-traditional partners.

The Heritage Tourism program has some messages for individual Canadians, but its top priority is influencing the travel influencers. It participates in multimember commercial deals for specialty tourism communications. For example, for a national newspaper insert co-ordinated by the National Capital Commission, the program shared a promotional page with the Canadian Tourism Commission (CTC); because the two organizations' messages were compatible, neither required a whole page, and splitting the fee made financial sense. In effect, Heritage Tourism co-invests with the CTC in particular and other colleague organizations in tools that meet their common objectives.



Parks Canada — Canadian Parks Partnership

Based upon interviews with several current and former Parks Canada officials.

The Canadian Parks Partnership (CPP) is a national, nonprofit, umbrella organization that represents local cooperating associations. These grass-roots “Friends” organizations help support Parks Canada's efforts to provide Canadians with opportunities to become stewards of their national heritage. Currently, 41 associations are operating at 55 national parks and national historic sites across Canada. These nonprofit, charitable organizations have approximately 10,000 members. The CPP was established by the cooperating associations at a time when Treasury Board did not allow Parks Canada to retain proceeds from licensing agreements, or any other revenue generating programs.

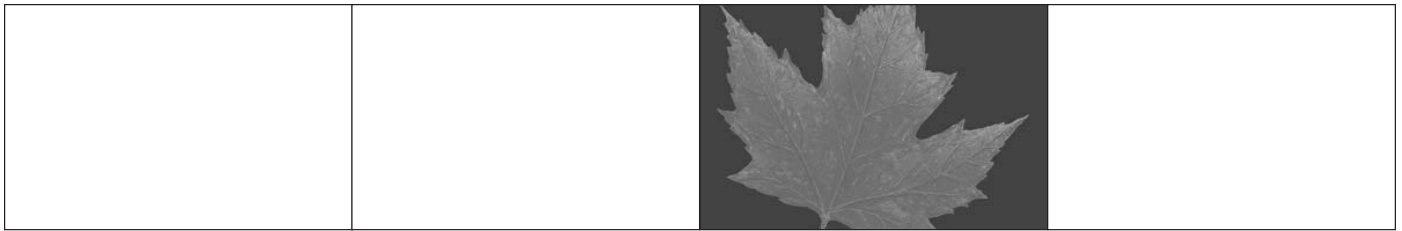
Between April 1991 and March 1994, the CPP received contribution funding from Parks Canada to develop lasting, revenue-generating partnerships with the private and nonprofit sectors. The CPP, as a result of a Joint Cause-Related Marketing program, became financially self-sufficient in 1994. This marketing program was a unique three-way partnership among government, nonprofit and business sectors to generate revenue and build support for parks and sites. It enabled the development of products, services and corporate sponsorships, which not only generated revenue but created awareness and understanding of the value of parks and sites, and helped build a public support base.

Revenue generated went to: 1) the CPP Parks Fund which supports projects in national parks and national historic sites; 2) CPP activities which directly support its members, which in turn support individual parks and sites; and 3) national education and fund-raising activities. The program was estimated to have reached more than seven million Canadians, and generated more than \$2 million in revenues and \$5 million in-kind promotional and advertising support. The Fund to date has provided \$84K in support for local projects conducted by cooperating associations in national parks and national historic sites across the country. Parks Canada benefitted indirectly from this program.

Though the Master Licensing Agreement, which was used to administer the Cause-Related Marketing program, has ended (December 1996), a number of corporate partners continue to support joint initiatives such as the annual ‘Take A Hike’; a national fund-raising and promotional event coordinated by the CPP.

Recently, Parks Canada was given the authority to retain all revenues and is investigating the potential for and appropriateness of corporate sponsorship.

As a new relationship with the CPP was defined, Parks Canada agreed to provide the CPP with transition funding until a new way of ensuring financial stability could be found. Parks Canada's financial support to the CPP will aid it to continue to provide services to member associations, assist with establishing additional cooperating associations, and to establish a new national education program, kids@parks.



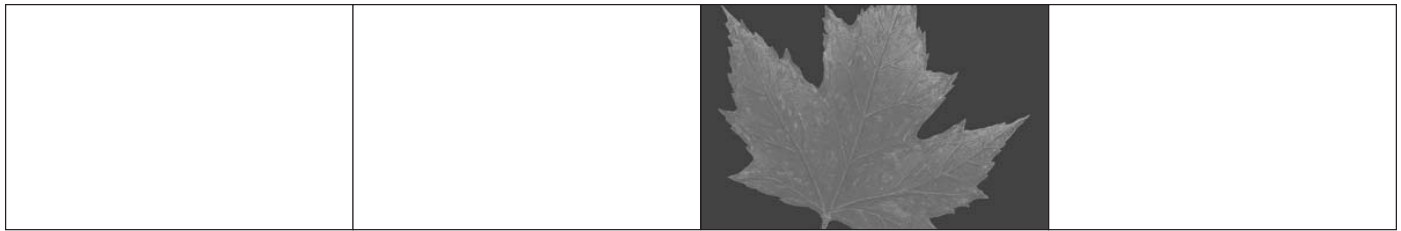
International Day to Eliminate Racism — Financial and in-kind support to current programming

Based on an interview with Harvey Brodtkin, Manager, Education and Promotion, Multiculturalism Program, July 15, 1997.

This program is typical for the Directorate, in that all Multiculturalism programs require funding recipients to show that they are working with other stakeholders who can advance the same cause. This requirement for partnership is rooted in the social development model — get people to work together. However, working with **corporations** is fairly new for Multiculturalism.

The annual March 21 anti-racism program receives both monetary and in-kind support. **Sympatico** did an electronic forum, and **Panasonic** provided video equipment as prizes for a video contest. **Benetton** produced and displayed anti-racism day shirts. **The Royal Bank** provided funding. The sponsors received the opportunity to show publicly that they care and are doing something with respect to racial equality.

(Note: This illustrates the usual form of sponsorship, in which essential or extra support is sought for a current program. It is both fruitful and risky: fruitful because the talents and assets of partners enrich the program; risky because the program would be jeopardized if there are last minute problems with a sponsor, and if a sponsor whose contribution has become essential begins to make unacceptable suggestions. This is why it is important to involve sponsors in early planning, and to establish a relationship of trust based on compatible objectives and constant communication.)



APPENDIX C. INTERVIEWS

Citizens' Participation and Multiculturalism Branch

Scott, Susan - Director General

Canadian Identity Directorate

Ouellette-Rogers, Micheline - Director

Roy, Jean-Paul - State Ceremonial and Promotion of Canadian Symbols

Davidge, Doug - National Strategic Alliances

Fizet, William - Canadian Studies and Youth Programs

Harrison, Joy

Indri, Mara

Russell, Roberta

MacLeod, Kevin -National Initiatives

Multiculturalism Directorate

Brodkin, Harvey

Claus, Erica

Citizens' Participation Directorate

Lanigan, Jim

McRae, Don

Young, Debra

Parks Canada

Blackstock, Pam

Cargill, Sue

Fluke, Michelle

Good, John

Kush, Richard

Meleg, Lily

Middlebro, Tanya

Tiernay, Karen

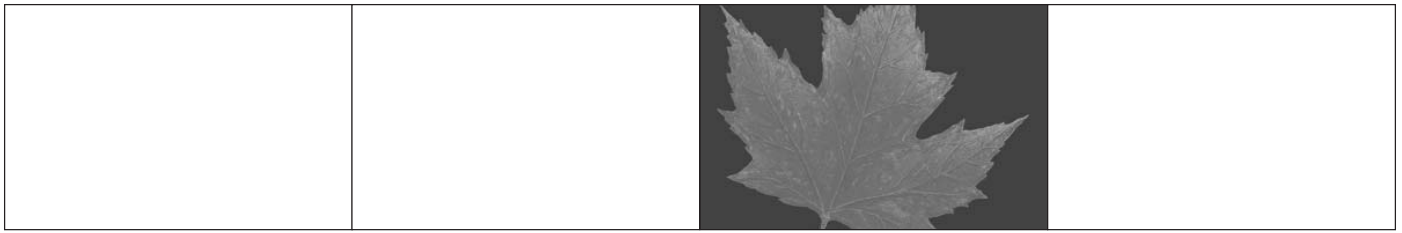
Whytock, Kim

International Events and Promotion

Bertrand, Ellen

Bruce, Erika

Hornby, Eileen

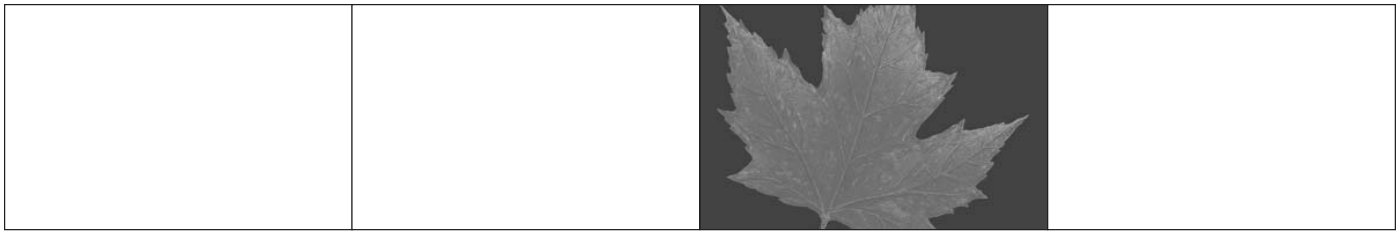


Other PCH Sectors

- | | |
|---------------------|-------------------------------------|
| Archibald, Margaret | - Heritage Tourism |
| Fern, Bob | - Corporate Affairs |
| Gravel, Micheline | - Cultural Development and Heritage |
| Ouellette, Roger | - Sport Canada |

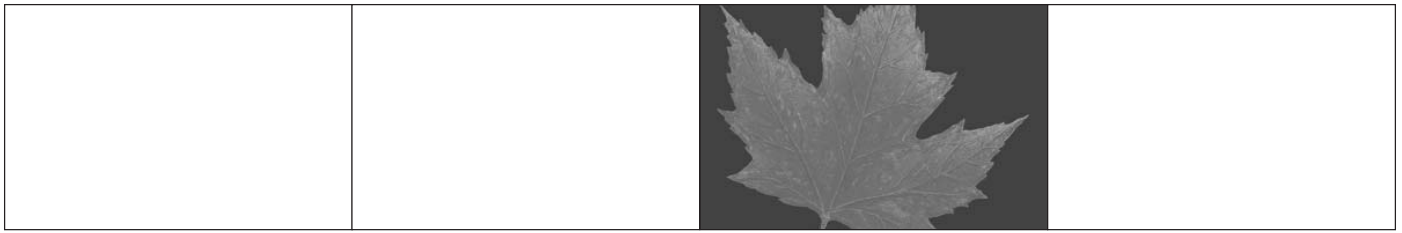
Other Departments and Agencies

- | | |
|-----------------|--|
| Clout, Kathryn | - Citizenship and Immigration |
| Levick, Peter | - National Capital Commission |
| Marta, Mike | - National Museum of Science and Technology |
| Mazerolle, Guy | - Canada Information Office |
| Murphy, Helen | - National Gallery of Canada |
| O'Keefe, Mary | - Natural Resources Canada |
| Page, Jim | - Literacy, Human Resources Development Canada |
| Stevenson, Lynn | - Prime Minister Awards, Industry Canada |



ENDNOTES

1. This exchange is to be fair for both sides. Rules of the *Financial Administration Act* apply, as do provisions of the Treasury Board's Policy on Non-Financial Transactions. For instance, one must secure fair open-market value for what the federal government offers, and ensure that exchanges over \$100,000 appear on departmental financial books.
2. What is described here occurs to some extent in two of the areas interviewed — Assistant Deputy Minister, Partnerships (Subsequently subsumed under ADM Corporate Services), at Citizenship and Immigration, and Director, External Relations, at Parks Canada — and, in a more complete fashion, in the work of the National Literacy Secretariat, Human Resources Development Canada.
3. The issue of seeking financial donations can be framed this way: There are various ways to give “gifts to Canada.” But some people would limit how much the federal government seeks financial donations, for several alleged reasons: unfair competition with charitable-status organizations; unclear relationship between normal taxation and “voluntary taxation;” possible perception of pressure on corporations to donate; jeopardy to the impartial conduct of federal government business; and confusion with the charitable giving to political parties. The argument can be extended beyond donations to sponsorship: it can be alleged that the federal government has an unfair advantage over other support seekers in possessing so many properties that can provide benefits to sponsors; only the federal government can offer the benefit of “face time” with public officials; and with the federal government knocking on their doors, corporations have less time to listen to proposals from other organizations.
4. For example, “The Federal Government as ‘Partner’: Six Steps to Successful Collaboration,” p. 4.
5. The scope of this study did not include direct interviews with corporate representatives. However, federal government interviewees who have had dealings with corporations provided many comments on the corporate perspective. Other research and writings were examined too.
6. Presentation by Henry Storgaard (Storgaard and Associates), IIR Conference, October 6, 1997, Ottawa.
7. For instance, focus-group research has shown that the third-strongest national identifier for Canadians, after the flag and the anthem, is national parks. Knowing such information is knowing what business calls **brand value**.



8. The line between necessity (1, 2) and opportunity (4, 5) is not rigid. For instance, whether a program **must** or merely **wishes** to extend its constituency may be disputed; but the advantage of leveraging communications with another entity applies in both cases.

9. It is hard to fathom why sponsorship specialists and collaborating parties (whether commercial or not-for-profit) should be any less concerned, any less careful about the long-term success of a valued program, than the program's staff. Moreover, firms don't want to be known for having dominated, desecrated or subverted something that many people value.