

The Senate

Standing Committee on
Foreign Affairs, Defence and Trade

Australia's public diplomacy: building
our image

August 2007

© Commonwealth of Australia 2007

ISBN 978-0-642-71840-2

Printed by the Senate Printing Unit, Parliament House, Canberra.

Members of the Committee

Core Members

Senator Marise Payne, LP, NSW (Chair)
Senator Steve Hutchins, ALP, NSW (Deputy Chair)
Senator Mark Bishop, ALP, WA
Senator Alan Ferguson, LP, SA
Senator Michael Forshaw, ALP, NSW
Senator John Hogg, ALP, QLD
Senator the Hon. Sandy Macdonald, NATS, NSW
Senator Russell Trood, LP, QLD

Secretariat

Dr Kathleen Dermody, Committee Secretary
Ms Lisa Fenn, Principal Research Officer
Ms Erja Vanhalakka-Stephenson, Senior Research Officer (from 16 April 2007)
Dr Richard Grant, Senior Research Officer (until 5 April 2007)
Ms Angela Lancsar, Executive Assistant

Senate Foreign Affairs, Defence and Trade Committee
Department of the Senate
PO Box 6100
Parliament House
Canberra ACT 2600
Australia

Phone: + 61 2 6277 3535
Fax: + 61 2 6277 5818
Email: fadt.sen@aph.gov.au
Internet: www.aph.gov.au/Senate/committee/fadt_ctte/index.htm

Table of contents

Members of the committee	iii
Main findings and recommendations	xi
CHAPTER 1	1
INTRODUCTION AND CONDUCT OF THE INQUIRY	1
Referral of the inquiry	1
Timing of the inquiry	1
Terms of reference	2
Conduct of the inquiry	3
Submissions	3
Public hearings	3
Structure of the report	4
Acknowledgments	5
CHAPTER 2	7
DEFINING 'PUBLIC DIPLOMACY'	7
The meaning of public diplomacy	7
Public diplomacy in the US	9
Public diplomacy in the UK	9
Public diplomacy in Canada	10
Public diplomacy in Australia	10
The scope of public diplomacy	11
The committee's definition of public diplomacy	12
CHAPTER 3	15
INTERNATIONAL DEVELOPMENTS IN PUBLIC DIPLOMACY	15
Soft Power	15
The growing awareness of the role of public diplomacy	17
The importance of public diplomacy	18
The contest to be heard	20
Conclusion	25
CHAPTER 4	27
PUBLIC DIPLOMACY IN AUSTRALIA	27
Awareness of public diplomacy in Australia	27
Public diplomacy activities	31
Bilateral foundations, councils and institutes	31
Culture	32
Environment	33
Major events and expositions	33
Humanitarian	34
Media	34
Publications	35
Defence/Military	35
Sports	35
Trade	35

Other departments and agencies	36
Department of Defence	36
Invest Australia	36
AusAID	37
Department of Agriculture, Fisheries and Forestry	38
Department of Education, Science and Training	39
Australian Broadcasting Corporation	40
Australian Sports Commission	42
Australian Film Commission	43
Australia Council for the Arts	44
Museums Australia	45
National Gallery of Victoria and Art Gallery of Western Australia	46
Preliminary assessments of Australia's public diplomacy activities and programs	46
CHAPTER 5	51
THE CHALLENGES FACING AUSTRALIA AS A MEDIUM-SIZED COUNTRY PURSUING EFFECTIVE PUBLIC DIPLOMACY	51
Gaining attention in a crowded space	51
Stereotypical or outdated images	53
Sunshine, cuddly koalas and abundant natural resources	53
Race relations	55
Responding to a changing political environment in the region	57
Terrorism	60
Conclusion	61
CHAPTER 6	63
THE COHERENCE AND CONSISTENCY OF AUSTRALIA'S PUBLIC DIPLOMACY MESSAGE	63
Introduction	63
Australia's message	63
Understanding others	64
Mechanisms for obtaining an understanding of others	67
Market research, surveys and opinion polls	68
Managing the many and diverse images coming out of Australia	73
Domestic diplomacy	74
Conclusion	77
CHAPTER 7	79
PEOPLE-TO-PEOPLE LINKS AND RELATIONSHIP BUILDING AS PART OF AUSTRALIA'S PUBLIC DIPLOMACY	79
Public diplomacy—a two-way street	79
Previous inquiries—the importance of people-to-people links	79
Education and exchange programs	81
Support for education programs	83
Opportunities to build on education programs	84
Alumni	84
Visitors programs	88
International media visits program and special visits program	89
The Australian Centre for Democratic Institutions	89

Asialink conversations	90
Speaking the language, understanding the culture	92
Conclusion	94
CHAPTER 8	95
THE ROLE AND COORDINATION OF PUBLIC DIPLOMACY ACTIVITIES BY GOVERNMENT DEPARTMENTS AND AGENCIES	95
Introduction	95
Government departments and public diplomacy	95
Agencies that contribute significantly to Australia's public diplomacy	96
Coordinating the public diplomacy activities of government departments and agencies	101
Inter-departmental committee meetings on public diplomacy	101
Views on the effectiveness of the whole-of-government approach	103
A special coordinating unit	106
State and local councils	110
Conclusion	113
CHAPTER 9	115
COORDINATING PUBLIC DIPLOMACY ACTIVITIES—CULTURAL AND EDUCATIONAL INSTITUTIONS	115
The role of cultural institutions in Australia's public diplomacy	115
The Australia International Cultural Council	118
The Australia Council for the Arts	119
Planning and coordination of cultural activities	120
Public diplomacy and the education sector	125
CHAPTER 10	129
PUBLIC DIPLOMACY AND THE WIDER SOCIETY	129
Introduction	129
The new diplomacy	129
Non-state participants in Australia's public diplomacy	130
NGOs	130
Sporting diplomacy	133
Business diplomacy	134
Diaspora	135
The problem of integrating and coordinating public diplomacy activities	141
CHAPTER 11	145
AUSTRALIA'S PUBLIC DIPLOMACY: TRAINING AND PRACTITIONERS	145
Coordinating public diplomacy activities within DFAT	145
Public diplomacy a part of mainstream work	147
The role of IAB in training staff and coordinating public diplomacy activities	148
Overseas posts	149
Locally engaged staff	152
Practitioners of public diplomacy—skills and training	155
Call for a specialist public diplomacy unit	158

CHAPTER 12	161
TECHNOLOGY AND COMMUNICATIONS	161
Public diplomacy in Australia and new technologies	162
Radio Australia and Australia Network	164
Conclusion	165
CHAPTER 13	167
THE EVALUATION OF AUSTRALIA'S PUBLIC DIPLOMACY PROGRAMS	167
The department's public diplomacy objectives	167
Tools for evaluating public diplomacy programs	167
The Annual report	167
Bilateral Councils	168
Overseas posts	168
Special visits programs	169
Observations on the annual report	169
Continuing dialogue and self assessment on performance	172
Self assessment as a means to evaluate public diplomacy programs	173
Difficulties evaluating public diplomacy	174
Surveys and polls	176
Tourism Australia	177
Invest Australia	177
The Council on Australia Latin America Relations	178
Radio Australia and Australia network	179
Proposals to improve evaluation	179
An independent, comprehensive review of Australia's public diplomacy	182
CHAPTER 14	185
FUNDING AUSTRALIA'S PUBLIC DIPLOMACY	185
Resources for public diplomacy	185
Funding for Australia's public diplomacy	185
DFAT's public diplomacy programs—IAB	186
General views on funding available for Australia's public diplomacy	188
Funding for the bilateral foundations, councils and institutes	189
Funding public diplomacy activities	193
Funding cultural diplomacy	194
Additional funding	198
Conclusion	199
CHAPTER 15	201
AUSTRALIA'S PUBLIC DIPLOMACY—COMMITTEE'S FINDINGS AND RECOMMENDATIONS	201
Tracking opinions in key target countries	203
Domestic diplomacy	203
People-to-people links	204
Exchange programs	204
Visitors programs	205
Coordination	206
Local councils and public diplomacy	208

Cultural institutions	208
Education institutions	209
Training for public diplomacy	211
Diplomacy as a mainstream activity	211
Modern technology	212
Evaluation	212
Funding	213
Foundations, councils and institutes	213
Conclusion	214
APPENDIX 1	
PUBLIC SUBMISSIONS	215
APPENDIX 2	
ADDITIONAL INFORMATION, TABLED DOCUMENTS AND ANSWERS TO QUESTIONS ON NOTICE	217
APPENDIX 3	
PUBLIC HEARINGS AND WITNESSES	219
APPENDIX 4	
ROUNDTABLE PARTICIPANTS	223
APPENDIX 5	
BILATERAL FOUNDATIONS, COUNCILS AND INSTITUTES PROMOTING PEOPLE-TO-PEOPLE LINKS AND ACCURATE, CONTEMPORARY IMAGES OF AUSTRALIA IN SUPPORT OF THE GOVERNMENT'S FOREIGN AND TRADE POLICY GOALS	227

