



Communication and Visibility Strategy

Australia's support for infrastructure development in Indonesia

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EXECUTIVE SUMMARY

1. BACKGROUND

Australia is an increasingly major donor to the infrastructure sector in Indonesia. Its infrastructure development portfolio consists of four projects and initiatives, funded by combined grants of AUD166.9 million and a highly concessional loan of AUD300 million. Between them, they oversee a diverse set of activities, including major construction works, support for community-driven approaches to local water and sanitation needs and an extensive program of technical support to improve policy and investment environments in water and sanitation (watsan), transport and other sectors. This strategy guides the way AusAID communicates about these activities and achievements to stakeholders and audiences in Australia and Indonesia.

2. INFRASTRUCTURE PROJECTS AND INITIATIVES

Four major projects make up AusAID's portfolio of infrastructure support.

- The Eastern Indonesia National Road Improvement Project (EINRIP) will fund 20 major projects in nine provinces, totalling 400 kilometres of roads and 1300 metres of fabricated steel bridge structures. Built to fully engineered designs, EINRIP roads are expected to prove harder wearing and longer lasting than other national roads.
- The Indonesia Infrastructure Initiative (IndII) responds to Government of Indonesia (GoI) requests for technical input to help improve infrastructure policy, planning and investment. IndII currently funds more than 50 activities, focused primarily in the transport and water and sanitation sectors, and also provides crosscutting investment and policy support. It also implements major Water and Sanitation Initiative grants that will help expand watsan utility networks in low-income communities and improve urban sanitation planning.
- AusAID contributes to the GoI/World Bank Water and Sanitation for Low Income Communities Program (PAMSIMAS). PAMSIMAS will reach 4000 villages in 15 provinces using a community-driven approach that works with communities to plan, finance, manage and maintain their own water supply and sanitation systems. AusAID's contribution will be used to fund the program in 400 villages and provide technical support to program management.
- AusAID also contributes to the Water and Sanitation Policy and Action Planning (WASPOLA) Facility, which supports the GoI in policy development, implementation and management of the watsan sector.

3. FEEDBACK AND FINDINGS

Infrastructure projects were reviewed in order to identify communications needs, with respect to:

- INFORMATION SHARING, and AusAID's responsibility to meet varying stakeholder needs for timely and relevant information about Australian infrastructure projects in Indonesia.
- PUBLIC DIPLOMACY and PUBLIC RELATIONS. Australian support to infrastructure in Indonesia creates opportunities to promote Australia's

positive relationships with, and contributions to, Indonesian development for Indonesian stakeholders and audiences. Evidence of project achievement are also important for securing public support in Australia.

- SUPPORTING PROGRAM GOALS. Strategic communication, in terms of project 'socialisation', promotion of AusAID models and systems as good practice and direct engagement with end users can support sustained impact and the achievement of longer-term project goals.

Key findings and feedback from consultations are summarised under these three headings below.

INFORMATION SHARING

- There is a need for a 'big picture' overview of AusAID's portfolio of infrastructure support, setting out the scope of the program, priority areas for assistance and the range of strategic approaches employed, as well as a mechanism for providing stakeholders with updates from across the infrastructure portfolio.
- IndII's print and electronic publications provide ample material for keeping stakeholders informed about IndII activities, progress and outcomes. Distribution of these materials can be expanded in order to better reach more of the stakeholders identified by this strategy. Website monitoring and some audience research should inform future development of communication products.
- Feedback from key stakeholders consulted about the quality of engagement and ease of communication with AusAID counterparts, especially where AusAID has worked closely with Government of Indonesia counterparts for capacity building, was very positive.

PUBLIC DIPLOMACY AND PUBLIC RELATIONS

- Projects managed by other donors or local government counterparts are not consistent in the way they recognise Australian support and funding. Explicit protocols for negotiating and monitoring Australian badging in these more complex arrangements should be developed to ensure appropriate recognition of AusAID support in upcoming activities, including PAMSIMAS expansion in 400 'AusAID' communities and water and sanitation utility connections funded by AusAID grants.
- GoI and project stakeholders interviewed during consultations recognised Australia's need to account for its spending to taxpayers, and described explicit acknowledgement of funding sources on key infrastructure as necessary for the sake of transparency. They also affirmed that Australian support for innovations and reforms can be understood as votes of confidence in Indonesian-led activities, and that co-promotion of Australian and Indonesian achievements under the 'Australia-Indonesia Partnership' banner were valuable to both sides. The Australia-Indonesia Partnership should remain the focus of messaging for Indonesian audiences.
- Stories and messages for Australian audiences can additionally emphasise Australian expertise and promotion of worlds-best practice in its overseas development assistance.

SUPPORTING PROJECT GOALS

Ongoing, strategic communication should consider:

- 'Socialisation' of project impacts. In most cases, it has been appropriate for project counterparts to communicate potential impacts and implications of AusAID-supported projects to end-users. However, some activities, especially those relating to planning and policy reform, may have more complex, far reaching and political implications than others, and may require more sensitive and staged socialisation strategies. There are also opportunities to engage more widely with the Indonesian public around policy reforms, for example relating to master plans, road safety and metropolitan water supply management.
- Promotion of AusAID-funded models, systems and modalities. Activities like EINRIP and the expansion of water and sanitation utilities can be positioned as good practice. GoI and other donors can be encouraged to draw on Australian-funded examples in future work, so that AusAID programs have lasting institutional impact and may be expanded or scaled up. This means directly engaging with these stakeholders as potential funders of future infrastructure, reinforcing the technical, evidence-based case supporting AusAID approaches through policy briefs and presentations, engaging project contractors and consultants as potential champions for improved systems and possibly harnessing public demand for higher standards.
- Ways to further influence infrastructure project end use. AusAID has an interest in engaging with end users and beyond the basic provision of infrastructure. Increased public awareness and interest in EINRIP road standards may go some way towards stimulating public demand for better quality roads, for example; supporting public awareness and education activities may help to ensure that increased access to water and sanitation networks services ultimately improves hygiene and health standards. While recognising that influencing behaviour is a complex undertaking, carefully targeted communication activities can help to influence the way people use and interact with Australian supported infrastructure. The strategy outlines options for directly engaging end users through participatory communication projects and partnering with other organisations to deliver education activities.

4. STAKEHOLDERS

AusAID's stakeholders are divided into six categories. Most stakeholders are targets for communication in their own right, with whom AusAID seeks to directly influence decision-making and practice. Some can also be classified as intermediaries, that AusAID may be able to recruit to influence other stakeholders on its behalf. They are:

- **INFRASTRUCTURE DEVELOPMENT PARTNERS**, including GoI counterparts in national agencies, local governments and state-owned enterprises providing services in the water and transport sectors and implementing aspects of AusAID-supported programming. As co-implementer of PAMSIMAS and WASPOLA, the World Bank is also considered a development partner.
- **PROJECTS, DONORS AND (I)NGOs** working on related activities in the water and sanitation and transport sectors, with whom AusAID may need to coordinate and share knowledge, and possibly engage to complement existing Australian programming.
- **Indonesian and Australian CONTRACTORS**, consultants and professionals employed by AusAID-funded projects, whose professional networks may

provide useful means of disseminating knowledge developed through AusAID-supported projects.

- Indonesian END USERS of Australian-supported projects, the individuals, businesses and communities expected to benefit from improved infrastructure or be affected by planning and policy decisions. In some cases, this will include significant sections of the INDONESIAN PUBLIC.
- THE AUSTRALIAN PUBLIC, to whom AusAID has an obligation and interest in accounting for the way taxpayer funds are spent.
- AUSTRALIAN MINISTERS AND ELECTED REPRESENTATIVES, including the offices of the Prime Minister, the Minister for Foreign Affairs and Trade and the Parliamentary Secretary for Development Assistance as well as parliamentarians more broadly.
- AUSTRALIAN AND INTERNATIONAL COMMUNITIES OF PRACTICE, whose networks may be useful for recruiting champions and increasing AusAID's profile in specific technical sectors.

5. OBJECTIVES

Communication objectives can be summarised as follows:

- To keep stakeholders informed and up-to-date about activities, progress and outcomes.
- To ensure Australian support is visible, acknowledged and promoted within activities and projects.
- To raise awareness of, and support for, AusAID's infrastructure development in Indonesia among Australian audiences.
- To make the case for further investment in using development approaches trialled through Australian-funded activities.
- To promote public awareness of key issues relating to infrastructure reform.
- To recruit champions for communicating with peers and other audiences.
- To influence end user attitudes and behaviour relating to infrastructure.

6. MESSAGES

Key messages harmonise with overall AusAID messaging about its development assistance in Indonesia. Whether describing AusAID's overall support for the infrastructure sector, major programs like IndII or EINRIP, or individual activities, key messages should emphasise the following dimensions of Australia's support:

- Project impact – what activities will achieve and who will benefit from them
- The dual focus on 'hardware' – that is, infrastructure delivery, and 'software', or responsive capacity building and support for community-driven approaches.
- Emphasis on international standards and expanding activities with proven track records, which improve both the cost effectiveness and impact of GoI-funded programs.

For the overall program of infrastructure support, for example, key messages include:

- Almost half of Indonesia's population lives on US\$2 or less per day. Australia is committed to working with Indonesia to reduce poverty through improved health, education and infrastructure.
- Australia contributes \$167 million to the development of Indonesia's transport and water and sanitation infrastructure sectors. It has also provided a no-interest, \$300 million loan to fund major construction works.
- Australian support improves transport corridors to promote regional economic and social development.
- Australian support connects households and communities to reliable water supplies and builds water and sanitation facilities for urban and rural communities.
- Australia works directly with Indonesian policy makers and the private sector to improve policy and investment environments and support future growth.
- Australia-Indonesia Partnership infrastructure is designed and built to international standards. Activities expand on existing programs with proven track records in Indonesia.

7. ACTIVITIES

A range of materials and activities are suggested for communicating with key stakeholder groupings. These include:

- Developing an **INFRASTRUCTURE INFORMATION PACKAGE**, that describes Australia's overall infrastructure portfolio as well as the four main projects, for use in websites, print and briefing material.
- Publishing a quarterly **PROGRAM-WIDE E-BULLETIN**, which provides stakeholders with regular updates from across the infrastructure portfolio.
- Ongoing **DOCUMENTATION** of infrastructure activities.
- Developing stories and features to attract **MEDIA COVERAGE** in Australian, Indonesian and special interest stakeholder media.
- Supporting **POLICY DIALOGUES**, television and radio talkshows and public seminars to create opportunities for more in-depth discussion of policy issues, especially those arising from IndII's portfolio of policy reform work.
- Clarifying **PROTOCOLS** for recognising Australian support in multi-donor projects and investing in more **SIGNAGE** and other relevant program merchandise.
- Developing **BRIEFING PAPERS** to reinforce the technical case for using Australian systems and project modalities in other contexts.
- Special outreach to **PROFESSIONAL NETWORKS**, through their associations and membership media.
- Initiating a **PARTICIPATORY COMMUNICATION PROJECT** with EINRIP communities and end users to explore and potentially advocate for community demand for improved roads.
- Partnering with other donors, NGOs or governments to develop more systematic **EDUCATION ACTIVITIES** post-infrastructure delivery.

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TABLE OF ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
AIP	Australia-Indonesia Partnership
AKJI	The Association of Indonesian Road and Bridge Contractors
ANTARA	Australia Nusa Tenggara Assistance for Regional Autonomy
AusAID	Australian Government Overseas Aid Program
Bappenas	National Planning Agency
Bina Marga	Directorate-General of Highways, Ministry of Public Works
BPPSPAM	Supporting Agency for Development of Water Supply Systems
Cipta Karya	Directorate-General of Human Settlements, Ministry of Public Works
EINRIP	Eastern Indonesia National Roads Improvement Project
FIDIC	International Federation of Consulting Engineers
GoI	Government of Indonesia
GTZ	German Agency for Technical Cooperation
<i>hibah</i>	grant
IndII	Indonesia Infrastructure Initiative
(I)NGO	(International) Non-Government Organisation
INKINDO	The National Association of Indonesian Consultants
JICA	Japan International Cooperation Agency
KADIN Indonesia	The Indonesian Chamber of Commerce and Industry
<i>Karang taruna</i>	Indonesian youth organisation
NTB	West Nusa Tenggara province
NTT	East Nusa Tenggara province
M&E	Monitoring and Evaluation
MPs	Members of Parliament
PA	Public Affairs
PAMSIMAS	Water and Sanitation for Low Income Communities Program
PDAM	Public Water Utility
<i>Percik</i>	Splash magazine
<i>Percik Yuniior</i>	Splash Junior magazine
PERPAMSI	Indonesian Association of Water Suppliers
PMU	Project Management Unit
<i>Prakarsa</i>	Initiative magazine
UNICEF	United Nations Child Fund
USAID	United States Agency for International Development
WASPOLA Facility	Water and Sanitation Policy and Action Planning Facility
Watsan	Water and Sanitation
WSES Working Group	Water Supply and Environmental Sanitation Working Group
WSI	Water and Sanitation Initiative (AusAID)
WSLIC	See PAMSIMAS
WSP	Water and Sanitation Program (World Bank)

1. INTRODUCTION

1.1 Background

Australia is an increasingly major donor to the infrastructure sector in Indonesia. Its current infrastructure development portfolio consists of four projects and initiatives, funded by combined grants of AUD166.9 million and a highly concessional loan of AUD300 million. They are:

- The Eastern Indonesia National Road Improvement Project (EINRIP) is implemented directly through the Government of Indonesia's Directorate-General of Highways agency.
- The Indonesian Infrastructure Initiative (IndII) is implemented by a managing contractor on AusAID's behalf. IndII in turn manages several major grants to expand water and sanitation (watsan) utility connections and improve urban sanitation planning, funded by AusAID's Water and Sanitation Initiative (WSI)¹.
- The Water and Sanitation for Low Income Communities Program (known as PAMSIMAS in Indonesian) and the Water and Sanitation Policy and Action Planning (WASPOLA) Facility, two established initiatives managed by the World Bank.

Between them, the four projects oversee a diverse set of activities, including (but not limited to):

- Building, improving and extending hard infrastructure like roads and water utility connections.
- Applying community-driven approaches to developing local solutions to watsan needs.
- An extensive program of technical support to improve policy and investment environments in watsan, transport and other sectors.

After initial design and start-up phases, many activities are now well underway and beginning to yield important outcomes. With this in mind, AusAID has commissioned a strategy to guide the way it communicates about its activities and achievements to stakeholders and audiences in Australia and Indonesia. To inform this strategy, 24 consultations were conducted with project staff and representatives from key stakeholder groups, including the Government of Indonesia (GoI), local government agencies and other donors. A brief field trip was made to Lombok and Sumbawa to visit IndII and EINRIP project sites.

¹ Although funding for the water and sanitation *hibahs* (grants) comes from WSI rather than core IndII project funds, *hibahs* are managed by IndII and identified as IndII activities by stakeholders. For the sake of simplicity it will rarely be appropriate to differentiate between funding sources in project communications. Support to PAMSIMAS also comes from WSI.

1.2 Strategy overview

This strategy is guided by three overarching imperatives, or reasons, for integrating strategic communication with program design and implementation. These relate to:

- **INFORMATION SHARING.** AusAID has a responsibility to meet varying stakeholder needs for timely and relevant information about Australian infrastructure projects in Indonesia. This may include underlying project rationale, descriptions of activities and updates to keep stakeholders 'in the loop' about progress and outcomes.
- **PUBLIC DIPLOMACY and PUBLIC RELATIONS.** Australian support to infrastructure in Indonesia creates opportunities to promote Australia's positive relationships with, and contributions to, Indonesian development for Indonesian stakeholders and audiences. Narratives and evidence of project achievement are also important for securing public support in Australia.
- **SUPPORTING PROGRAM GOALS.** Strategic communication, in terms of project 'socialisation', promotion of AusAID models and systems as good practice and direct engagement with end users can support sustained impact and the achievement of longer-term project goals.

As primary responsibility for PAMSIMAS and WASPOLA implementation lies with the World Bank, which has communication plans and resources of its own, this strategy focuses on EINRIP and IndII with respect to communication needs to support project goals. Australian investment in PAMSIMAS and WASPOLA is nevertheless significant and constitutes an important dimension of Australia's support for infrastructure in Indonesia as a whole. Ensuring appropriate recognition of AusAID's support to multidonor programs like these is also a consideration for this strategy.

Following summaries of project activities and existing communication resources in Part 2, Part 3 of this strategy describes key findings from the consultation phase, relating to communication needs under the three headings. Responding to these needs, subsequent sections segment stakeholders (Part 4), outline communication objectives (Part 5) and key messages (Part 6), recommend communication activities and materials for development (Part 7) and suggest options for resourcing their implementation (Part 8). Possible risks arising from this strategy are addressed in Part 9, and Part 10 provides a summary matrix of the strategy as a whole.

2. INFRASTRUCTURE PROJECTS AND INITIATIVES

2.1 AusAID-supported projects

EASTERN INDONESIA NATIONAL ROAD IMPROVEMENT PROJECT (EINRIP)

EINRIP will fund 20 major road and bridge improvement projects in 9 provinces in Eastern Indonesia, totalling 400 kilometres of roads and 1300 metres of fabricated steel bridge structures. Projects have been selected to improve major transport corridors in order to promote the economic and social development of the region. Construction of twelve road 'packages' is already underway, with

eight more scheduled to begin before the end of 2010. Road and bridge improvements are funded through a highly concessional loan to GoI valued at AUD 300 million.

EINRIP roads are expected to prove harder wearing and longer lasting than other national roads based on typical Indonesian designs. EINRIP roads are built to higher technical standards using fully engineered designs, developed using an initial project grant of AUD 28 million. EINRIP has introduced a project management structure that uses International Federation of Consulting Engineer (FIDIC) standard contracts, as a way to better ensure construction quality by segregating supervision from project management. A long-term impact assessment will determine the extent to which EINRIP roads represent value for money, improve traffic flows and impact upon accident rates.

INDONESIAN INFRASTRUCTURE INITIATIVE (INDII)

IndII works closely with relevant GoI agencies at national and sub-national levels to improve infrastructure policy, planning and investment. IndII currently funds more than 50 activities, focused mainly in the transport and watsan sectors, and provides crosscutting investment and policy support. Activities are developed in response to requests for technical input from partner agencies. In some cases, IndII also provides grants that directly fund or subsidise infrastructure development and construction.

Illustrative examples of IndII's work include:

- Support to the AUD 20 million Water *hibah* (grants) program. Under the scheme, 20 local governments and water utilities (PDAMs) will undertake to build approximately 60,000 new service connections targeting low-income households in urban areas. Grant funds will be disbursed to local governments after the connections have been installed and verified. A smaller Sanitation *hibah* program, using the same modality, is also under development.
- Support to the Ministry of Transport to develop national rail, port and aviation navigation 'master plans', intended to guide infrastructure development and regulation in those sectors for the next 20 to 25 years.
- Establishment of a Road Safety Unit at the Directorate-General of Highways at the Ministry of Public Works and road safety audit training programs for engineers.
- Development of bankable business cases to attract Public-Private Partnership investment in Umbalan Spring and Jatiluhur-Jakarta water pipeline projects.

These and a few other high-profile examples of IndII programming dominated discussions with project staff and stakeholders, and have influenced the communication needs identified by this strategy accordingly. Other needs and priorities are likely to emerge as activities progress and new ones come online.

WATER AND SANITATION FOR LOW INCOME COMMUNITIES (PAMSIMAS)

PAMSIMAS is the third phase of the Water and Sanitation for Low Income Communities (WSLIC) program. PAMSIMAS will reach 4000 villages in 15 provinces using a community-driven approach that works with communities to plan, finance, manage and maintain their own water supply and sanitation

systems and improve hygiene behaviours. This represents a significant scaling up of previous WSLIC activities, as of part of GoI efforts to reach 70% of the population with water and sanitation facilities by 2015. AUD 22.5 million will go towards funding PAMSIMAS in 400 villages and a further AUD 10 million has been used to provide technical assistance to the scaling up process.

THE WATER AND SANITATION POLICY AND ACTION PLANNING (WASPOLA) FACILITY

The WASPOLA Facility was established to provide a flexible mechanism to support the GoI in policy development, implementation and management of the watsan sector. Like PAMSIMAS, WASPOLA is in its third phase. It has worked with local governments to improve water service planning and better link donor-funded programs like PAMSIMAS with government systems and budgets. It also supports the inter-agency Water Supply and Environmental Sanitation (WSES) Working Group, and a significant knowledge management program of watsan-related practice and expertise contributed by government and non-government actors.

2.2 Existing communication resources

Communication resources vary significantly between the four programs:

- The Project Management Unit (PMU) at the Directorate-General of Highways (DGH or Bina Marga) manages EINRIP's external communication. The PMU maintains a very basic project website and prints activity descriptions in brochure format. AusAID has initiated successful 'launches' of construction of EINRIP road packets, in Bali and Kalimantan, attracting strong media coverage. Communication is otherwise conducted through regular project channels, including provision of training for some Bina Marga staff and representatives from construction contractors.
- IndII has dedicated communication resources located with the managing contractor. The active publications and web team produces a steady stream of activity summaries, profiles, features and updates, presented on a comprehensive website, in *Prakarsa* (Initiative) magazine and on one-page flyers, and in 'email blasts' sent regularly to stakeholders to alert them to new material. The IndII communications team works with AusAID Public Affairs for large events and to engage with media. It also hires external event planners when IndII needs to conduct stakeholder consultations and workshops.
- PAMSIMAS and WASPOLA both have project communication teams and well-established channels for engaging with internal and external stakeholders. The PAMSIMAS PMU maintains a comprehensive website that acts as both an information repository and a project management tool. Supported by WASPOLA, the WSES Working Group maintains an active knowledge management/sharing program that disseminates information and updates about government, donor and NGO-funded watsan activities via its website, periodic publication of *Percik* (Splash) magazine for practitioners and *Percik Junior* (Splash Junior) for schools.
- AusAID Public Affairs (PA) in Indonesia and Australia facilitates engagement with the Australian media and any Australian audiences, including Minister's offices and parliamentarians. AusAID PA in Jakarta liaises with Jakarta-based journalists for Australian media outlets, as well as with Indonesian media.

3. FEEDBACK AND FINDINGS

Infrastructure projects were reviewed in order to identify communications needs with respect to information sharing, public diplomacy and public relations, and strategic communication in support of project goals. This section summarises key findings from consultations and identifies gaps that are subsequently addressed by the strategy.

3.1 Information-sharing

3.1.1 'The big picture' – portfolio overview

The reviewer is unaware of any publicly available material that provides a general overview of AusAID's portfolio of infrastructure support in Indonesia. An overview of this kind will give AusAID the opportunity to describe a more comprehensive program, focusing on priority areas for assistance (watsan and transport) and strategic approaches (working directly with GoI, communities, and public utilities as needed). Combined, they represent a significant investment in Indonesian infrastructure, which is appropriate given the size and extent of development challenges facing the sector. An overview can also help to promote coordination and to avoid overlap in the sector.

3.1.2 IndII

Of the four major projects, AusAID has directly invested the most significant communication resources in IndII. IndII's many print and electronic publications amply meet its needs for keeping stakeholders informed about activities, progress and outcomes. Proactive dissemination and story telling also increases the visibility of its work.

Interest from a number of stakeholders interviewed for this strategy suggests that there is scope to expand the distribution of email blasts and *Prakarsa*, in order to better reach more of the stakeholders identified by this strategy. Simple steps for promoting these products include featuring a 'Sign up for Email blasts' link on IndII's website, and advertising a sign-up email in *Prakarsa* magazine. IndII consultants and staff members can be asked to distribute cards promoting IndII publications when on field trips and monitoring missions.

Many of IndII's publications are relatively new, and it will be worth monitoring website usage and in time investing in some basic audience research to determine which materials and formats are most in demand, to inform future development.

3.1.3 Routine information sharing

Although the reviewer did not meet with representatives from all of AusAID's government counterparts, those consulted reported close and harmonious working relationships with AusAID counterparts. Feedback about the quality of engagement and ease of communication, especially where AusAID has worked closely with counterparts for capacity building, was very positive. These relationships are likely to develop further as engagement increases.

3.2 Public relations and public diplomacy

3.2.1 Public relations vs. public diplomacy

Early in the consultation process, some AusAID and project staff raised concerns that promoting AusAID's role in supporting Indonesian infrastructure development could be seen as diminishing or even criticising GoI's role in managing Indonesian development. This has implications for the way Australia 'badges' its projects, and the stories it tells to different audiences about its work. As such, this was an issue canvassed carefully in consultations contributing to this strategy.

As AusAID's development budget and scope of work has increased, so too has Australian media, parliamentary and public scrutiny. As a result, accounting for and demonstrating the impact of taxpayer-funded overseas development assistance is more important than ever before. Profiling Australia's support for infrastructure in Indonesia and Australia supports the broader goal of increasing public awareness of Australia's international development assistance. For Australian audiences, this means emphasising the role of Australian expertise in addressing development challenges. Demonstrating the effectiveness of Australian assistance is also increasingly important.

For Indonesian audiences, recognising Australia's role in Indonesian development need not (and should not) detract from leadership and ownership of AusAID-funded projects by Indonesian development partners. Stakeholders interviewed during these consultations recognised Australia's need to account for its spending to taxpayers, and described explicit acknowledgement for funding sources on key infrastructure as necessary for the sake of transparency. More importantly, they also affirmed that Australian support for innovations and reforms can be understood as votes of confidence in Indonesian-led activities, and that co-promotion of Australian and Indonesian achievements under the 'Australia-Indonesia Partnership' banner is valuable to both sides.

3.2.2 Visibility and badging

AusAID's branding guidelines state that the current Australia-Indonesia Partnership (AIP) logo should be used "on everything", from project infrastructure to publications to press releases.² In practice, however, due recognition of Australian support in projects managed by other donors (such as the World Bank in the case of PAMSIMAS and WASPOLA) or local government counterparts (such as PDAM in the case of the water *hibah*) is less consistent. This occurs when outputs are produced several steps removed from AusAID's influence. For example, WASPOLA's website, stationary and merchandise prominently feature the appropriate Australian Government logo.³ However, Australia does not feature as a distinct donor in *Percik* magazine or on the WSES website, even though WASPOLA is a major supporter of both. *Percik* is in wide circulation and this is just one example of a lost opportunity for Australian support for infrastructure development and reform to be recognised.

² The standard exception is where AusAID has contributed to multidonor arrangements like WASPOLA, where the Australian Government logo is used instead

³ Albeit (incorrectly) placed against a multicoloured background at www.waspola.org

In most cases, this appears due to the lack of an explicit mechanism to negotiate and monitor badging in these slightly more complex arrangements, than to resistance from project implementers themselves. World Bank PAMSIMAS staff have said that they are happy to look at ways of recognising Australian support in the 400 communities where PAMSIMAS operates with Australian funding; the PDAM and local government counterparts in Lombok interviewed for this strategy understood the need to explicitly acknowledge Australian support on subsidised *hibah* connections. It is not currently clear how these arrangements will be negotiated and who is responsible for seeing them through, and this is something that should be addressed.

3.3 Supporting program goals

Whether articulated formally in project documentation or not, AusAID hopes that its support will have long term impacts beyond immediate project outputs, be they roads, taps, plans or regulations. In consultations, several distinct areas emerged where targeted communication activities running alongside and beyond infrastructure activities themselves could support these longer-term goals.

3.3.1 'Socialising' implications and impacts

AusAID programs will affect ultimate users in a variety of ways, whether they are individual users of EINRIP roads or the industries and businesses that will be affected by port and rail master plans. AusAID's approach has been to leave communication of implications for end users to their project counterparts, which is appropriate in most cases, as counterparts tend to have established channels for communication with customers and stakeholders. Accordingly, it is the role of PDAMs to explain why certain sites have been selected to receive subsidised water connections and local governments to negotiate land acquisition and compensation with communities. As a general point, program socialisation should be a standing point for discussion with counterparts, and its success (or otherwise) reviewed as part of program monitoring. AusAID may also need to factor in costs for local socialisation activities, which might include mass media advertising and public relations, distribution of materials and so on.

Some activities – particularly those supported by IndII focusing on policy reform – have more complex and far-reaching implications. They create opportunities to engage more widely with the Indonesian public around important reforms, for example relating to master plans, road safety and metropolitan water supply management. Radio and television talkshows and public forums are possible vehicles for these kinds of public dialogues. GoI counterparts and other stakeholders should continue lead wider public engagement, but AusAID is in a good position to contribute experts to the discussion.

3.3.2 Promoting good practice

AusAID has expressed the desire to position and promote specific AusAID-funded activities as good practice, encouraging government and donors alike to draw on Australian-funded examples in future work, so that AusAID programs have lasting institutional impact and may be expanded or scaled up. For example:

- EINRIP roads are significantly more expensive to build than standard national roads. A secondary aim of the EINRIP project is to set new standards for road

construction in Indonesia, to make a case for more investment in better quality roads as well as for adoption of longer design life and management systems. To support this, EINRIP will monitor road use post-construction to better understand their impact on traffic flows, local economies and road safety.

- The water *hibah* pioneers an on-granting mechanism to local governments, and GOI is interested in expanding the water *hibah* with new donor contributions if it proves successful. Promotion of the *hibah* experience within policy and donor circles can support this expansion.

PROMOTING THE EINRIP MODEL

Consultations in Jakarta and brief interaction with teams at the EINRIP Sumbawa bypass project site suggested several strategies for promoting the EINRIP model, which represents major investments by both Australia and Indonesia. Elements of these included:

- Engaging potential funders of future infrastructure, including GoI (Public Works) and large infrastructure donors like the World Bank, ADB and JICA
- Reinforcing the technical, evidence-based case, drawing on international experience, baseline and impact data, to support arguments for investing in the EINRIP model for design, project management and construction (and equally, the *hibah* modality). This includes making versions of AusAID-commissioned monitoring and evaluation studies publicly available.
- Engaging contractors and consultants as experts and potential champions for improved systems.
- Harnessing local and international expert opinion and public demand in support of higher quality and improved systems and business processes.

Similar models can be developed to promote the water and sanitation *hibahs* and other AusAID-supported activities.

3.3.3 Influencing end-user attitudes and behaviour

Infrastructure projects have wide-ranging impacts on the lives of beneficiaries and end users, and AusAID has expressed an interest in further influencing the way people use and interact with Australian-supported infrastructure. For example:

- Increased public awareness and interest in EINRIP road standards may go some way towards stimulating public demand for better quality roads.
- Better EINRIP roads are likely to impact road safety, both for better (EINRIP roads are engineered to minimise road hazards) or possibly for worse (dangerous speeds are more easily achieved on wide, high quality roads). As road safety becomes a policy focus, it may be appropriate to consider initiatives that address driver behaviour and other factors.
- The purpose of increasing access to watsan services is to improve hygiene and health standards. While PAMSIMAS incorporates hygiene education with the community-driven infrastructure development component, water and sanitation *hibahs* are not currently linked with follow-up behaviour change activities.

- Water use patterns in households are likely to change when they are connected to mains supply. Concerns have been raised about how water might be used or wasted in households that also have access to alternative sources of water.

Addressing any of these behaviours is well outside the scope of activities as they are currently designed. Genuine behaviour change campaigns are major undertakings and true impacts can take years to emerge. They also involve a large number of variables – improving road safety, for example, requires enforcement of road rules, better road engineering and vehicle safety standards as well as changes in driver behaviour. Nevertheless, this strategy includes options for directly engaging end users through participatory communication projects, partnering with other organisations to deliver education activities, and even simply making infrastructure 'look different' using AIP branding, as a step towards raising awareness of improved quality.

4. STAKEHOLDERS

AusAID's infrastructure stakeholders are divided into six categories. Most stakeholders are targets for communication in their own right, with whom AusAID seeks to directly influence decision-making and practice. However, some can also be classified as intermediaries, that AusAID may be able to recruit to influence other stakeholders on its behalf. The six categories are:

- **INFRASTRUCTURE DEVELOPMENT PARTNERS**, including GoI counterparts in national agencies, local governments and state-owned enterprises that provide services in the watsan and transport sectors and implement AusAID-supported activities. As co-implementer of PAMSIMAS and WASPOLA, the World Bank is also considered a development partner.
- **Other PROJECTS, DONORS AND (I)NGOs** working on related or overlapping activities in the watsan and transport sectors.
- **Indonesian and Australian CONTRACTORS**, consultants and professionals, including those employed by AusAID-funded projects and others who may nevertheless have an interest in AusAID programming.
- **Indonesian END USERS** of Australian-supported projects, the individuals, businesses and communities expected to benefit from improved infrastructure or be affected by planning and policy decisions. In some cases, this will include significant sections of the **INDONESIAN PUBLIC**.
- **THE AUSTRALIAN PUBLIC**, to whom AusAID must account for the way taxpayer funds are spent.
- **AUSTRALIAN MINISTERS AND ELECTED REPRESENTATIVES**, including the offices of the Prime Minister, the Minister for Foreign Affairs and Trade and the Parliamentary Secretary for Development Assistance as well as parliamentarians more broadly.

4.1 Infrastructure Development Partners

To varying degrees, infrastructure development partners have influence and input into how program funds should be spent and where priorities lie. They share (and

in many cases have lead) responsibility for implementing AusAID-funded projects, and for achieving mutually negotiated outcomes. In addition to the routine project-based communication necessary to ensure implementation in line with agreed parameters, AusAID is interested in raising the profile of its work across the infrastructure portfolio with these stakeholders and in influencing future funding decisions and ways of working. They include:

- National GOI counterparts, including:
 - The National Planning Agency (Bappenas), which acts as Executing Agency for IndII and works directly with IndII for infrastructure development.
 - The Ministry of Public Works, and specifically the Directorate General of Highways (Bina Marga) and the Directorate General of Human Settlements (Cipta Karya), with regards to road improvement and water and sanitation activities respectively.
 - The Ministry of Transport, which works closely with IndII to improve transport infrastructure planning.
 - Cross-sectoral and inter-agency government working groups, including the WSES Working Group and the Supporting Agency for Development of Water Supply Systems (BPPSPAM), also provide opportunities for engaging with government.
- Local governments at provincial and district levels. Roles of provincial and district governments vary significantly between activities. District-level planning and public works agencies will co-invest in the water *hibah* and help determine which households and localities will receive connections. By contrast, in EINRIP, district governments have been responsible for land acquisition and liaison with local water and electricity utilities, but have had limited input into which roads will be improved, how they will be designed or built.
- State-owned enterprises, hitherto including PDAMs and national rail company PT Kereta Api.
- Outside of government, AusAID contributes funding to the World Bank implemented PAMSIMAS and WASPOLA programs, and to geothermal energy project development with the ADB.

4.2 Related projects, donors and NGOs

Other agencies' work and agendas intersect with the AusAID infrastructure programs, even if AusAID does not currently engage with them directly. Australia coordinates and harmonises agendas and programs with other donors and NGOs in priority sectors, through formal groupings like the Urban Transport and Sanitation Working Groups as well as bilateral relationships with key players.

Donor and NGO groupings in key sectors include:

- World Bank, ADB and JICA (road construction and improvement).
- World Bank, JICA, the Royal Netherlands Embassy, USAID, UNICEF, Mercy Corps (water and sanitation).
- World Bank, ADB and GTZ (urban transport).

Donors and NGOs take different and complementary approaches to development problems that AusAID programs also tackle, and AusAID can consider partnering with lead agencies in areas that have not hitherto been a strong focus for AusAID. AusAID will also engage directly with these stakeholders to share technical knowledge and lessons learned.

AusAID projects in other sectors can also overlap with infrastructure programming. Recent ANTARA analysis of public expenditure in East and West Nusa Tenggara (NTT and NTB) provinces includes a focus on infrastructure spending, which may be relevant to, or affected by, IndII-supported activities in those regions.

4.3 Contractors and professional networks

4.3.1 Project contractors and consultants

During consultations, it was local consultants and contractors (and, to a lesser extent, international audit consultants) who expressed the most serious reservations about the investment value of what were called 'luxury' EINRIP roads, and who raised concerns that teething problems with the unfamiliar FIDIC management structure meant it may not yet be living up to expectations for delivering improved construction quality. As consultations were very limited it is not possible to know whether this representative of views held by other contractors in other locations. It is also likely that attitudes will change as contractors become more accustomed to new systems. Nevertheless, these views are worth noting here.

If EINRIP standards are to become industry standards, as AusAID hopes, it will be important for professionals with experience and knowledge of those systems to recognise their value and advocate their use. Better engaging these groups, possibly through peer networks or by recognising industry achievement of higher standards, is a significant challenge for this strategy.

4.3.2 Indonesian professional networks

Linking in with wider professional networks creates opportunities to raise the profile of EINRIP and other AusAID-supported infrastructure activities. Some of these associations include:

- The National Association of Indonesian Consultants (INKINDO, affiliated with FIDIC)
- The Association of Indonesian Road and Bridge Contractors (AKJI)
- The Indonesian Chamber of Commerce and Industry (KADIN Indonesia)
- The Indonesian Association of Water Suppliers (PERPAMSI)

Technical faculties at major Indonesian universities like the University of Indonesia, Gajah Mada and Institutes of Technology in Bandung and Surabaya are also sources of technical expertise, research and knowledge for AusAID-funded infrastructure activities.

4.3.2 Australian and International Communities of Practice

In a similar way, tapping into Australian and international professional organisations, or even peak representative bodies with interests in watsan, transport and engineering, may also provide avenues for raising the profile of specific AusAID-supported infrastructure activities for specialist technical audiences. These stakeholders can speak with authority about infrastructure quality and Australian expertise, important messages especially for Australian audiences. In the long term, developing relationships with respected industry leaders could allow Australia to identify champions prepared to speak favourably, publicly and independently about Australia's work overseas.

Some of these organisations might include:

- FIDIC
- Roads Australia
- Engineers Australia
- National Road Safety Council

The extent to which Indonesian, Australian and international professional networks will actually be interested in engaging with AusAID's infrastructure assistance portfolio has not been explored by this review and requires further investigation. Further research with GoI, AusAID and industry counterparts is likely to identify other organisations to engage.

4.4 'End users', communities and the Indonesian public

End users vary between activities. EINRIP will ultimately benefit road users and their communities. Water *hibah* will see new households connected to water utilities. Communities participating in PAMSIMAS can expect to have access to improved watsan services and hygiene education. Master plans will ultimately have impact on the industries and businesses that are heavy users of rail and port networks. Some policy reforms will have relevance to large sections of the Indonesian public.

As noted, AusAID's direct interaction with end users is, in most cases, fairly limited, and GoI development partners may or may not take the lead in communicating the impacts of AusAID-funded programming. Nevertheless, there are some things AusAID will want to 'say' to end users that do not typically fall within the purview of its counterparts. It will be up to AusAID to ensure its support is duly recognised by development partners; local governments and utilities are unlikely to have capacity for developing education and behaviour change campaigns; counterpart agencies may need support to develop cultures of encouraging public dialogue relating to policy decisions. Alternative approaches to end users and the Indonesian public, via mass media or direct engagement, must be found.

4.5 The Australian Public

The Australian Government has indicated its desire to engage more with the Australian public in order to raise awareness of, and support for, Australia's

overseas aid program. AusAID must be able to explain its commitment, in simple terms, to the constituents that make it possible.

4.6 Australian Ministers and Elected Representatives

The Offices of the Prime Minister, the Minister for Foreign Affairs and Trade and the Parliamentary Secretary for Development Assistance are key stakeholders for AusAID, along with Australian parliamentarians more broadly. Communication with these audiences must ensure that key decision-makers have the information they need to make and defend sound policy with reference to the infrastructure program, and its place within the overall international aid program.

MPs play an important role in communicating with their electorates, and their public positions on development assistance may influence on media coverage and public attitudes more broadly.

5. COMMUNICATION OBJECTIVES

Objectives for engaging with each stakeholder cluster can be summarised as follows:

Objective

To keep stakeholders informed and up-to-date about activities, progress and outcomes

To ensure Australian support is visible, acknowledged and promoted within activities and projects.

To raise awareness of, and support for, AusAID's infrastructure development in Indonesia

To make the case for further investment in using development approaches trialled through Australian-funded activities

To recruit champions for

Stakeholder grouping

Development partners
Other donors and (I)NGOs
Contractors and communities of practice
End users, communities and the Indonesian public
Australian public
Australian Ministers and elected representatives

Development partners
End users, communities and the Indonesian public
Contractors

Australian public
Australian Ministers and Elected Representatives

Development partners
Other donors and (I)NGOs
Contractors and communities of practice

Contractors and communities of

<i>communicating with peers and other audiences</i>	practice Other donors, NGOs and programs
<i>To promote public awareness of key issues relating to infrastructure reform</i>	End users, communities and the Indonesian public Other donors and (I)NGOs
<i>To influence end user attitudes and behaviour relating to infrastructure</i>	End users, communities and the Indonesian public Other donors and (I)NGOs [as intermediaries, partners]

6. MESSAGES

Key messages harmonise with overall AusAID messaging about development assistance in Indonesia. Whether describing AusAID's overall support for the infrastructure sector, major programs like IndII or EINRIP, or individual activities, key messages should emphasise the following dimensions of Australia's support:

- Project impact – what activities will achieve and who will benefit from them
- The dual focus on 'hardware' – that is, infrastructure delivery, and 'software', or responsive capacity building and support for community-driven approaches.
- Emphasis on international standards and expanding activities with proven track records, which improve both the cost effectiveness and impact of GoI-funded programs.

6.1 Overarching messages

For the overall program of infrastructure support, for example, key messages include:

- Almost half of Indonesia's population lives on US\$2 or less per day. Australia is committed to working with Indonesia to reduce poverty through improved health, education and infrastructure.
- Australia contributes \$167 million to the development of Indonesia's transport and water and sanitation infrastructure sectors. It has also provided a no-interest, \$300 million loan to fund major construction works.⁴
- Australian support improves transport corridors to promote regional economic and social development.
- Australian support connects households and communities to reliable water supplies and builds water and sanitation facilities for urban and rural communities.
- Australia works directly with Indonesian policy makers and the private sector to improve policy and investment environments and support future growth.

⁴ EINRIP communications usually refer to the AUD 300 million loan as being "highly concessional". If possible, it would be preferable to use plainer language to describe what this means. If 'no-interest' (suggested here) is incorrect or not appropriate, an alternative can be found.

- Australia-Indonesia Partnership infrastructure is designed and built to international standards. Activities expand on existing programs with proven track records in Indonesia.

6.2 Messages by theme

Key messages for specific sectors and activities should follow a similar pattern. For example,

WATSAN

- Australia is committed to helping halve the number of Indonesians without access to safe drinking water by 2015.
- Australia supports clean water and sanitation programs that will:
 - Connect 60,000 low-income households to mains water supplies in urban areas
 - Expand existing community-led water and sanitation programs to 4000 new villages⁵
 - Build capacity of governments, utilities and community organisations to invest in and expand water and sanitation networks.

ROADS

- The Australia-Indonesia Partnership's Eastern Indonesia National Roads Improvement Project is supporting 20 major road and bridge upgrades in 9 provinces.
- Project sites have been selected to improve strategic transport corridors in order to promote the economic and social development of the region.
- Roads and bridges built by the Australia-Indonesia partnership set new standards for durability and high-quality construction.

OTHER TRANSPORT INFRASTRUCTURE

- Australia supports road, rail and sea transport infrastructure development in Indonesia.
- Rail, port and aviation navigation master plans [developed with Australian expertise] will guide future development and regulation in those sectors.
- With Australian expert support, the Government of Indonesia has established its first national Road Safety Unit.

6.3 Contextualising activities

There are a limited number of scenarios in which Australia's overall program of support will be the main focus for communication. More frequently, stories and materials will centre on individual projects and activities. Nevertheless, specific examples can be contextualised by reference to the broader program, as in:

⁵ AusAID's contribution directly funds 400 additional communities, but the PAMSIMAS program overall aims to reach 4000. Use of the larger number echoes current messaging about AusAID's support for PAMSIMAS.

- "Activity X is part of Australia's \$167 million package supporting infrastructure development in Indonesia" or
- "Australia contributes \$167 million to the development of Indonesia's transport and water and sanitation sectors, through the Australia-Indonesia Partnership."

7. ACTIVITIES

A range of media, materials and activities are recommended to meet communication needs identified in preceding sections. These include:

- Developing an INFRASTRUCTURE INFORMATION PACKAGE, that describes Australia's overall infrastructure portfolio as well as the four main projects.
- Publishing a quarterly PROGRAM-WIDE E-BULLETIN, which provides stakeholders with regular updates from across the infrastructure portfolio.
- Ongoing DOCUMENTATION of infrastructure activities.
- Developing stories and features to attract MEDIA COVERAGE in Australian, Indonesian and special interest stakeholder media.
- A program of PUBLIC DIALOGUES via mass media on key matters relating to infrastructure reform.
- Clarifying PROTOCOLS for recognising Australian support in multi-donor projects and investing in additional SIGNAGE and other relevant program merchandise.
- Developing BRIEFING PAPERS to reinforce the technical case for using Australian systems and project modalities in other contexts.
- Special outreach to PROFESSIONAL NETWORKS, through their membership media and potentially by involving them in field trips.
- Initiating a PARTICIPATORY COMMUNICATION PROJECT with EINRIP communities and end users to explore and potentially advocate for community demand for improved roads.
- Partnering with other donors, NGOs or governments to develop more systematic EDUCATION ACTIVITIES post-infrastructure delivery.

7.1 Infrastructure Information Package

Infrastructure information materials provide an introduction to each of the four projects, placed in the context of overarching infrastructure support.

A one- to two- page fact sheet on Australia's overarching portfolio of in Indonesia can include:

- Key messages relating to the overall program.
- Brief project descriptions (approximately one paragraph each).

One-page fact sheets on each of the four activities can include:

- Key messages relating to each activity.

- An expanded description of each activity, providing background, rationale and recent progress in addition to the activity description.

This material can be adapted for and made available in a number of contexts, including:

- AusAID's Indonesian website (www.indo.usaid.gov.au), as the primary repository of publicly available information on Australian programming in Indonesia.⁶ Brief activity descriptions can be followed by links to the relevant, external project websites.
- As project descriptions on AusAID's Indonesia development activity map (www.usaid.gov.au/country/indonesia.cfm).⁷
- On IndII's project website as 'related links'.
- As talking points, for use by Australian representatives and dignitaries speaking at infrastructure related events or with media.
- As briefing material for media, ministerial and parliamentary audiences.

7.2 Program-wide e-bulletin

The scope of Australian support for infrastructure in Indonesia can also be demonstrated in a program-wide, quarterly e-mail bulletin incorporating recent news and features from all four major activities. Drawing on IndII's "e-mail blast" format, content for an infrastructure e-bulletin can be sourced from existing material produced by partners and project teams, although AusAID may also want to incorporate new features or materials if gaps are perceived.

Existing sources include:

- IndII's activity reports, news and features.
- Stories and features from the PAMSIMAS website.
- Articles featured in *Percik* and on the WSES Working Group website (www.ampl.or.id).

Bulletins can be promoted to members of all stakeholder groups identified by this strategy, Jakarta and Canberra-based AusAID staff working in relevant sectors, and through other AusAID networks, including to Australian Youth Ambassadors for Development and scholarship alumni, so that interested people can opt in as desired.

7.3 Documentation

Photographic documentation of project progress can be used widely, for promotional purposes, in background information kits, annual reports and so on. In projects like EINRIP, for example, photographs can tell strong stories about the extent to which roads have been improved, the scale and quality of EINRIP construction, safety standards on construction sites and so on. In the case of IndII, some activities will naturally prove more 'photogenic' than others. IndII

⁶ The 'Project' section of this site includes a detailed description of EINRIP but does not mention IndII or Australia's support for PAMSIMAS or WASPOLA.

⁷ EINRIP and PAMSIMAS activities are already marked on this map but IndII's regionally focused activities are not.

has already invested substantially in its various publications and has a standing need for good images to support its stories.

Public Affairs already has some photographic and film documentation of EINRIP roads and PAMSIMAS activities. Project teams can add to this by:

- Organising existing photographic material collected by project staff into photographic archives. These do not have to be comprehensive or contain every photograph ever taken, but they should be illustrative of major highlights and project milestones.
- Commission professional photographers to take high-quality, print-worthy photographs of selected projects at various stages of development.

Activities involving communities (for example, as described in 7.8 below) may also produce documentary material suitable for a range of purposes.

7.4 Media coverage

Media coverage is a powerful and effective way of reaching public audiences and key influencers like. Depending on the story, media coverage can support a range of objectives, including increasing the visibility of infrastructure activities for Australian and Indonesian audiences and raising public awareness of focus issues.

AusAID Public Affairs in Jakarta and Canberra manage all media engagement, and parts of the infrastructure portfolio, notably EINRIP, have already staged successful media events with public affairs support. Project teams can nevertheless play an important role in identifying good stories and media opportunities.

7.4.1 Types of media coverage

Broadly, AusAID's infrastructure projects can seek three types of media coverage:

- NEWS stories, which typically focus on announcements, for instance of new funding, research findings, plans and policies and project launches and inaugurations. Events and participation by high-level dignitaries draw attention to announcements and improve the likelihood of coverage. Expert briefings, supporting research or data and participation by local beneficiaries can provide depth and interest for news stories.
- OP EDs or opinion pieces, which can be drafted by Australian and Indonesian experts working within the infrastructure portfolio and timed coincide with the significant dates, such as National Infrastructure Day, or events, like project launches or project workshops.
- FEATURE stories, which can cover specific activities and issues in more depth for general as well as more specialised audiences. Features usually require 'talent' that can appeal to target audiences, for example technical experts or individual beneficiaries.

'Talkshow' and discussion formats are a fourth type of media coverage, discussed in more detail under 7.5.

7.4.2 News and story angles

Australia's varied program of infrastructure support yield story angles to appeal to a range of audiences.

WATER AND SANITATION

Current news and feature-worthy activities operating in the Water and Sanitation sector include:

- Water and sanitation *hibahs*.
- Improving governance of local water services by bringing PDAMs, local governments and communities together more effectively in four locations in East Nusa Tenggara.
- Strengthening community-based water suppliers in rural West and East Java to expand their operations to new users, funding positions to manage community organisations professionally and readying them to apply for loans to expand infrastructure.
- PAMSIMAS in locations supported by Australian funding.

Story angles include:

- Ceremonial 'turning on' of new water connections.
- Individual accounts of improved access to water and sanitation services for poor families and communities, both in urban and rural areas.
- Link with improved health and MDG targets.
- Local governments and utilities taking responsibility for improved water services/combating under investment and supporting reform in the water sector [business/technical audience].
- Findings from *hibah* baseline and impact surveys.

TRANSPORT

EINRIP is the single largest Australian initiative in the transport sector; others include:

- National rail and port 'master plans'; an air navigation master plan is also in development.
- Development of bus rapid transit systems in several cities.
- The establishment of Indonesia's first Road Safety Unit and road safety audit training for Indonesian engineers.

Story angles include:

- Start of construction of new EINRIP road packets for regional audiences, featuring local GoI and representatives from AusAID project teams empowered to speak (under these limited circumstances) on AusAID's behalf.
- Announcements of master plans; response from major business/industry operating in the transport sector.

- High numbers of estimated road fatalities in Indonesia per year, profile of formerly poor-quality, dangerous roads (like the EINRIP Bali package), profile of the new Road Safety unit (Indonesian audiences).
- Australia's own success in reducing its road toll in recent decades; how Australian expertise is working to bring Indonesia's fatality rates down (Australian audiences).
- Profiles of individual Australian engineers and consultants and the expertise they bring to Indonesia (Australian audiences).⁸
- Eventually, individual accounts of improved access to markets, health and education services due to improved EINRIP roads.
- Eventual outcomes of EINRIP impact assessment.

7.4.3 Target outlets

Media outlets with potential interest in carefully targeted stories include:

- Indonesian news coverage in national Indonesian outlets, including Tempo Magazine, Jakarta Post, radio ARH Metro TV, TVOne.
- Indonesian special interest media, such as *Business Indonesia*, which regularly devotes pages to transport and infrastructure news.
- Provincial and sub-provincial media outlets in locations where there are prominent Australian projects (for example, EINRIP in Bali and Makassar/South Sulawesi; Bus Rapid Transit systems in regional cities in East Java).
- Australian news coverage in outlets with Jakarta-based correspondents (for example, Australia Network, ABC, Fairfax and News Ltd press).
- Australian news features, women's/family interest and business media.
- Trade publications, newsletters and other membership media of professional associations in Indonesia and Australia.

7.5 Policy dialogues

Television and radio talkshows and public seminars create opportunities for more in-depth discussion of policy issues, especially those arising from IndII's portfolio of policy reform work. Road quality and safety, master planning and water management for major populations in Jakarta and Surabaya are just some of the issues that may attract interest from a wider Indonesian audience.

Dialogues can feature senior officials and experts, individually in conversation with a moderator, or as part of a panel. Pre-prepared audio or video segments featuring vox pops with end users or background information can provide context and add interest. Public interaction can be built into phone-in or talkback elements. Government counterparts should initiate dialogues, but AusAID can contribute and recommend expert talent for discussions. AusAID support should be formally recognised but is not in itself a focus for discussion.

⁸ Public Affairs is negotiating involvement of IndII staff in a PRIME TV series

As is the case for media coverage more generally, dialogue formats can be targeted to different markets and population centres. National coverage is high-value, but it may be equally appropriate to initiate dialogues in support of specific activities for local audiences, or in order to help 'socialise' key outcomes of AusAID-supported activities. A new IndII activity that aims to improve water governance in NTT and NTB by bringing stakeholders together more effectively is just one project where this approach may be relevant.

7.6 Badging and signage

7.6.1 Improved protocols for recognition

AusAID is currently developing new corporate branding, which may affect the way Australian support for infrastructure in Indonesia is formally badged. Based on discussions with project teams, it is suggested that new guidelines accompanying branding changes include explicit advice on:

- Appropriate branding/language in cases where Australia is a co-contributor to a multidonor project such as PAMSIMAS or WASPOLA.
- What staff should expect to brand or co-brand, in terms of outputs from these projects.
- Which stakeholders AusAID staff should work with to ensure consistent branding.
- Who has responsibility for negotiating and monitoring the way project counterparts, especially at sub-national levels, to acknowledge Australian Government or Australia-Indonesia Partnership support for activities.

Introduction of new branding guidelines will create an opportunity to remind and educate AusAID and managing contractor staff of how they need to broach and ensure due recognition with counterparts.

7.6.2 Project signage and merchandise

In the meantime, AusAID can afford to do much more than it is currently doing to badge AusAID-supported activities. Needs have been identified for:

- More signs alongside Australian-funded roads. The goal is for roads to be known as 'Australia-Indonesia Partnership' rather than 'EINRIP' roads. In addition to the standard project signboards currently in place, signs could feature taglines like, 'You are on an Australian-Indonesian Partnership road' or, 'Welcome back to the Australia-Indonesia Partnership road', which directly address road users and may go some way towards raising awareness of difference in quality in comparison to non-AIP sections. Roadside monuments or gateway/archways may also be considered, as long as they do not present traffic hazards.
- Signs, stickers or plaques recognising AIP support for individual water and sanitation *hibah* connections.
- Variation to standard PAMSIMAS project signage to recognise Australian support in 400 communities.

AusAID's infrastructure activities also provide opportunities to distribute useful products to project workers and beneficiaries that can, at the same time, carry Australian badging. Some options include:

- Reflective vests for EINRIP road construction crews; this may also be appropriate for professional and community crews working on water and sanitation infrastructure.
- Safety signage for road construction sites (alerting road users to roadwork, reminding them to slow down etc). Witches hats have also been suggested as being critical to improving safety on road construction sites.
- Billboards carrying road safety messages.
- Hand towels or similar, as part of information packages on sanitation and hygiene delivered to homes with new connections (see 7.9).

7.7 Briefing papers

A series of short briefing papers will distil the knowledge and wisdom that underpins project design and that emerges out of project-based research. These can be targeted at Indonesian policy makers and donors, as well as wider communities of practice and AusAID staff. Briefings should use plain language and minimise technical jargon to maximise utility for multiple audiences. They should be short and concise, and focus on conveying key messages about effectiveness and expected impact.

As a matter of course, budgets for producing, publishing and disseminating briefing papers should be incorporated into M&E and research activities, including those undertaken by external agencies on AusAID's behalf.

Briefing notes can initially focus on EINRIP and *hibah* projects, but may also be appropriate for other IndII activities. Possible themes include:

- Lessons from international experience that inform EINRIP project design; summaries of findings from World Bank funded trials of the *hibah* model.
- Findings from baseline and subsequent studies.
- Key findings from eventual impact evaluations.

Briefing papers should be distributed widely to relevant stakeholders via:

- Infrastructure e-bulletins and IndII email blasts.
- Targeted dissemination workshops.
- Opinion pieces based on key findings.
- Indonesian, Australian and international online 'knowledge hubs', just some of which include:
 - In Indonesia: BaKTI, the Knowledge Exchange for Eastern Indonesia (www.batukar.or.id)
 - In Australia: The Australian Development Gateway, <http://www.developmentgateway.com.au/>; Australian Policy Online <http://www.apo.org.au/>

- Internationally: Eldis, at the Institute of Development Studies: <http://www.eldis.org/>; specialist thematic sites, like the Global Transport Knowledge Partnership: www.gtkp.com

7.8 Further engaging professional audiences

Finding ways to recognise industry and professional achievement, and identifying professional advocates for improved construction standards represents a challenge for this strategy. More needs to be known about the leadership structure of professional organisations, the kind of influence they have with members, and their willingness to engage with AusAID.

7.8.1 Internal and project media

Basic steps for engaging with professional networks via membership and project media include:

- Indonesian, Australian and International professional associations and their web and newsletter editors should be approached directly to canvass interest in joining the e-bulletin mailing list. Associations can also be targeted for distribution of other communication materials, including policy briefs.
- The e-bulletin may be able to incorporate profiles of Indonesia individuals and companies as a way of recognising achievement.
- Any mainstream or specialised, technical coverage of infrastructure projects can be routinely fed back to stakeholders, via the e-bulletin and direct distribution through project management structures.

7.8.2 Field visits

Field visits allow key stakeholders to get to know AusAID's infrastructure support program first-hand. AusAID can consider funding a study tour of Indonesian project sites by Australian professional opinion leaders, perhaps as part of a larger delegation including parliamentarians or journalists, as part of a longer-term strategy to gain support from independent technical intermediaries.

7.8.3 Recognising excellence

Another option to explore might be for AusAID to create or support an Indonesian industry award recognising excellence in road design, construction or management, as a way of signalling Australia's long-term commitment to partnering with the industry for reform.

7.9 Participatory communication project

In the absence of established road user lobbies or research into community attitudes towards roads and road quality, an EINRIP-focused participatory communication project will be a useful first step in understanding whether community demand for better quality roads really exists, and how it might be mobilised.

In a participatory communication project, participants take responsibility for capturing and conveying their own stories through photography, film, art, or

narrative media. Community-led projects of this kind can have a number of important uses, many of which are particularly relevant for EINRIP.

- Participatory communication projects provide constructive ways of engaging communities around particular issues.
- The process can provide insight into the nature of problems and the steps that could be taken to resolve them
- Subsequent material may then be used to advocate for community and user needs within policy and decision making circles.
- From a public relations perspective, material may allow AusAID to demonstrate and showcase its support for infrastructure activities from new and unexpected points of view.

Some options for an EINRIP participatory communication project include:

- Working with young people in selected EINRIP project areas to document community concerns and aspirations for local roads. These might include concerns around road safety or access to services and markets. Documentary teams would work with young people to teach basic filming and story-telling skills. Young people could be recruited through schools or youth organisations like *karang taruna*.
- Identifying a cross section of road users – bus and commercial freight drivers, farmers, men, women and children travelling locally. Teams could follow them on their respective journeys – on and off EINRIP roads – and record impressions and concerns about what they encounter along the way.

End products can be used in a variety of settings for multiple audiences. Maps are strong visual images for infrastructure projects, so films, images and stories can be presented on interactive web-based maps for wider Australian and Indonesian audiences. Lower-tech exhibitions of outputs can be toured through participating and nearby communities.

Although the focus for this activity is communities, it will nevertheless be necessary to reach out to GoI and other key stakeholders to explain project goals and involve local counterparts as appropriate.

7.10 Partnerships for education and behaviour change

Unlike advocacy for improved road quality, hygiene and sanitation education are well-established fields for behaviour-change communication. Complementing activities that expand water and sanitation services to low income houses, subsequent approaches could include:

- PDAMs participating in the water *hibah* could be asked to distribute educational material on hygiene and sanitation to households and communities with new water connections, as part of a 'starter kit' provided with the first meter reading or bill delivery. AusAID could approach other programs or agencies active within the watsan sector, such as PAMSIMAS, UNICEF or Plan International, to source appropriate material. Comic formats used in publications like *Percik Junior* for example are designed to be attractive to children. Inclusion of 'Australia-Indonesia Partnership' hand-towels or similar

also create opportunities for public diplomacy to beneficiaries of AusAID-supported projects.

- A variation could be to partner directly with organisations that specialise in health education and communication and support them to work parts of Indonesia where *hibahs* or expansion of community-based water suppliers are working. Ideally, a program of this kind could be piloted in a local government where *hibah* activities overlap with existing watsan education programs, whether delivered by international agencies, specialist communication firms or by local, municipal governments and small-scale NGOs. A mapping exercise to identify potential sites could be initiated in conjunction with the WSES Working Group, or the Sanitation-focused Donor Working Group. Partner agencies would then develop campaign-specific activities, messages, slogans and media, which might include approaches to community intermediaries, advertising (in the form of Public Service Announcements in print, radio, television), other public relations activities to attract media attention, direct dissemination of information in various formats (posters, flyers, comics) and so on.

8. RESOURCES

8.1 Infrastructure communication officer

This strategy recommends enough cross-portfolio activity to warrant the engagement of a Communication Officer to oversee its implementation. His/her role would include:

- Providing ongoing communications advice for individual activities. This may include preparing formal, dot-point communication plans for key activities, updated as necessary.
- Developing and updating basic information materials and ensuring use in relevant media.
- Liaising with project teams to gather material for a quarterly infrastructure e-bulletin, developing promotional materials and establishing relationships to expand its distribution.
- Supporting Public Affairs in Jakarta (and Canberra) with reference to media requests, visits, events etc.
- Identifying media opportunities, especially in regional and special-interest outlets.
- Reviewing communication products and materials across the infrastructure portfolio to ensure Australian support receives due recognition, and working with project teams to broach badging issues where they arise.
- Providing advice on procurement of signage and merchandise as necessary
- Recruiting implementing partners to carry out participatory, education-focused and other activities as necessary, co-designing projects and managing contracts.

- Monitoring outcomes and publishing and promoting resulting project outputs as appropriate.
- Identifying and addressing emerging or ad-hoc communication needs, especially relating to EINRIP and IndII activities.

An option for resourcing this role is to expand the existing IndII communication team, on the understanding that the new team-member would have additional responsibilities and a broader focus. IndII already collaborates with EINRIP to incorporate EINRIP stories in IndII publications, and it works across both the watsan and transport infrastructure sectors. Co-locating the communication officer with the most varied project in the infrastructure portfolio has the advantage of ensuring strategic communications advice is available to the IndII team.

Alternatively, the communication officer could be based in the AusAID infrastructure section.

8.2 Project teams

Infrastructure project teams will remain responsible for:

- Routine, internal communication with project partners and key stakeholders.
- Providing technical content for information kits, talking points and briefings for media, Ministerial and parliamentary audiences.
- Negotiating appropriate due recognition and badging of Australian-supported activities with project partners.
- Procuring and funding project-specific signage and merchandise.
- Writing or commissioning briefing notes based on existing or planned research.

AusAID Public Affairs will retain overall responsibility for media liaison. The Infrastructure Communications Officer will be able to access PA resources and expertise as necessary, and should work closely with PA in the development of communication activities.

8.3 Communication partners and contractors

AusAID can also commission local partners to implement more resource-intensive communication activities. Although proposed projects like the EINRIP community engagement activity (7.8) will break new ground for AusAID as an institution and infrastructure as a sector, for example, there are Indonesian NGOs that specialise in community engagement and development communication whose expertise could be harnessed in designing as well as implementing an appropriate activity. Specialist communication and public relations firms and specific media outlets can be engaged to support other activities on a needs basis. Some possible candidates include:

- Yayasan BaKTI, the Knowledge Exchange for Eastern Indonesia
- Yayasan SET, which specialises in film and video production
- Studio Driya Media
- Inka Maris & Associates
- Radio ARH FM

- Yayasan Visi Anak Bangsa
- Radio Trijaya FM
- Independent film makers (for example, winners of Metro TV's Eagle award)

9. RISK MANAGEMENT

This section summarises a number of risks that may come with specific recommendations set out in this strategy, and steps that can be taken to mitigate them.

Scenario	Risk	Management
AusAID seeks to improve the visibility of its support to Indonesian infrastructure in the ways suggested by this strategy.	AusAID is seen as overreaching itself, diminishing GoI's leadership role. Relationships with key stakeholders are damaged as a result.	<ul style="list-style-type: none"> ▪ Messaging and positioning to all Indonesian audiences emphasises the leadership role played by GoI. ▪ Australia-Indonesia Partnership badging is used. ▪ AusAID initiates early and frank discussion/negotiation with counterparts about what constitutes due recognition. Counterpart expectations for co-branding are taken into account, and ideas for creative signage and merchandise sought.
AusAID supports public dialogues about matters of planning and public policy, led by GOI counterparts.	Specific GoI agencies, reforms or policies are unpopular, come under attack, or fail. AusAID and Australia's public profile in Indonesia is negatively affected by association.	<ul style="list-style-type: none"> ▪ Communication about Australian support for policy reform focuses on specific activities and outputs, which AusAID considers robust, relevant and strong. ▪ General statements like 'Australia supports the work of Ministry X' are not advised. ▪ AusAID has input into topics for public discussion, to ensure they are at an appropriate stage of development. ▪ Policy dialogues are initiated and led by GoI counterparts. Australian support for activities and dialogues are nevertheless recognised. ▪ Independent experts and commentators are also involved in public discussions.
AusAID increases visibility of its support in other activities, through project signage and increased local 'socialisation'.	Activities experience problems (delays, corruption, inappropriate targeting, lack of stakeholder engagement). AusAID and Australia's public profile in Indonesia is	<ul style="list-style-type: none"> ▪ Effective project monitoring and complaints-handling systems bring problems to the attention of AusAID. Solutions are found with counterparts as appropriate. ▪ Steps for resolving issues are communicated transparently to relevant stakeholders.

Scenario	Risk	Management
	negatively affected by association.	
AusAID commissions projects that work directly with communities, for example to explore attitudes to road infrastructure	Community response is critical of other key stakeholders (like GoI). Relationship with these stakeholders strained or damaged as a result.	<ul style="list-style-type: none"> ▪ GoI counterparts are advised of project objectives from the outset – i.e., to better understand community attitudes and engagement towards roads, including EINRIP roads. ▪ AusAID is clear that participatory communication activities seek to elicit community views, but that these are not necessarily the views of AusAID. ▪ Project outputs are transparently and sensitively shared with GoI counterparts. ▪ Subsequent national and international exposure of project outputs are also discussed with GoI counterparts.

10. STRATEGY SUMMARY MATRIX

		Stakeholder grouping					
		Infrastructure development partners	Related projects, donors and NGOs	Contractors and professional networks	End users, communities and the Indonesian Public	Australian Public	Australian Ministers and MPs
Objectives	To keep stakeholders informed and up-to-date about activities, progress and outcomes	Basic project information, widely available on websites, briefing kits etc					
		Quarterly infrastructure e-bulletin					
	To ensure Australian support is visible, acknowledged and promoted within activities and projects.	Improved protocols for recognition, project signs and project-relevant merchandise		Improved protocols for recognition, project signs and project-relevant merchandise			
	To raise awareness of, and support for, AusAID's infrastructure development in Indonesia	Coverage in Indonesian national, local and business media				Coverage in Australian media	
	To make the case for further investment in using development approaches trialled through Australian-funded activities	Briefing papers					
	To promote public awareness of key issues relating to infrastructure reform	Policy dialogues					
	To recruit champions for communicating with peers and other audiences			Further engagement with professional stakeholders			
	To influence end user attitudes and behaviour relating to infrastructure					Participatory communication projects	Education partnerships

ANNEX 1: LIST OF CONSULTATIONS

No.	Date	Names
1	Monday 25 May	Nastasha Simpson, Mia Salim AusAID Public Affairs Section
2	Tuesday 25 May	Andrew Dollimore, Ely Andrianita AusAID Infrastructure Section (Water and sanitation, IndII)
3		Benjamin Power AusAID Infrastructure, Rural Productivity & Economic Governance
4		Carol Walker Efrulwan (Iwan) IndII Communications Team
5		David Hawes, Infrastructure Policy Advisor IndII
6		George Soraya, Team Leader, PAMSIMAS Irma Magdalena Setiono, Water and Sanitation Specialist World Bank
7	Wednesday 26 May	Jim Coucouvinis IndII
8		Rien Marlia EINRIP Project Management Unit Bina Marga, Directorate-General of Highways
9		Hugh Brown, Team leader Les Robertson, Engineering Advisor EINRIP Monitoring Unit
10		Friday 28 May
11	Friday 28 May	Patrick Dennis, Sigit Pratigny, Widya Narsi AusAID Infrastructure Section (Roads and transport infrastructure)
12		Monday 31 May
13	Tuesday 1 June	Syamsuhaidi (Head) District Planning Agency, East Lombok District
14		Makchul, Head of Spatial Planning & Infrastructure Division Farida Rachmi, Section head of regional infrastructure Provincial Planning Agency, West Nusa Tenggara
15		Rosiady Husaenie Sayuti, Head Provincial Planning Agency, West Nusa Tenggara
16		Anja Kusuma, Senior Program Officer Ade Yuan Ita, Communication Officer Australia Nusa Tenggara Assistance for Regional Autonomy (ANTARA) Program
17	Wednesday 2 June	Gawan Soesatyo, PPK Bina Marga, Sumbawa
18		Ted James EINRIP Audit team
19		Ari Wibowo, General Superintendent and head of project Jasa Marga, Sumbawa Besar Bypass project site
20	Thursday 3 June	Gary Swisher, Team leader WASPOLA
21		Darwin T Djajawinata, Secretary to the Vice Minister of Transport Nenden Novianti Ministry of Transport
22		Rina Agustin, Head Sub directorate of Foreign Cooperation and Investment Scheme Cipta Karya, Directorate General of Human Settlements
23		Philip Jordan, Road Safety Engineering Consultant IndII
24		Friday 4 June