

Chapter 10

Public diplomacy and the wider society

Introduction

10.1 The committee in this report has clearly shown that public diplomacy is not only the concern of diplomats, analysts, or individuals involved in international relations. It noted previously that private activities—from art, education, popular culture to fashion, sports and news—have a bearing on foreign policy including national security, trade, tourism and other national interests.¹

The new diplomacy

10.2 Some commentators now refer to a 'new diplomacy' which is a multi-stake process.² They recognise that foreign ministries must develop a public diplomacy framework that involves a wider society that goes beyond government departments and agencies and cultural and educational institutions.³ NGOs, journalists, sports and business people as well as a country's diaspora are engaged in activities that may feed into public diplomacy. This means that, to have an effective public diplomacy policy, a foreign ministry should build effective linkages with all these constituent entities that affect international policy. Indeed, the UK Foreign and Commonwealth Office has adopted as one of its key operating principles in its public diplomacy strategy 'work with others, including the business and diaspora communities and NGOs'.⁴

10.3 Thus, diplomats are now engaged in building 'extensive networks at home and abroad'.⁵ Professor Krishan S Rana, Professor Emeritus, Service Institute, New Delhi,

1 See Joshua S. Fouts, Director, Center on Public Diplomacy, University of Southern California, 'Rethinking Public Diplomacy for the 21st Century: A Toolbox for Engaging the Hearts and Minds of the Open Source Generation', Prepared for presentation at the APSA Political Communication Conference on International Communication and Conflict, 31 August 2005, p. 4.

2 *Committee Hansard*, 11 April 2007, p. 9.

3 See paragraphs 2.2–2.17 of this report and also Evan H. Potter, *Canada and the new Public Diplomacy*, Netherlands Institute of International Relations 'Clingendael', 2002, pp. 3–4.

4 The United Kingdom Parliament, Further memorandum submitted by the Foreign and Commonwealth Office, Public Diplomacy Strategy Board, Letter to the Chairman of the Committee from the Secretary of State, Foreign and Commonwealth Office, 22 May 2003, <http://www.publications.parliament.uk/pa/cm200203/cmselect/cmfaff/859we12.htm> (accessed 24 May 2007); Foreign and Commonwealth Office, Public Diplomacy Strategy, May 2003, http://www.fco.gov.uk/Files/kfile/PUBLICDIPLOMACYSTRATEGY_May2003.pdf (accessed 24 May 2007).

5 See comments by Jorge Heine, 'On the Manner of Practising the New Diplomacy', The Centre for International Governance Innovation, Working Paper No. 11, October 2006, p. 9.

described the changing nature of foreign diplomacy with its emphasis on managing and coordinating the many and varied agents of public diplomacy:

The gatekeepers of external contracts have become shepherds that try and keep the flock that goes to foreign pastures more-or-less together, trying to push them to act with coherence.⁶

10.4 This chapter looks at this new 'multi-stake' diplomacy. It considers how the government works with the many non-official organisations or groups who are engaged in international activities that may have a bearing on Australia's public diplomacy.

Non-state participants in Australia's public diplomacy

10.5 Students of public diplomacy in Australia recognise the challenges presented by the increasing number of organisations participating in public dialogue and influencing international perceptions of Australia. Professor Naren Chitty, Professor of International Communication at Macquarie University, wrote:

...while the nation state, particularly the powerful nation state, remains a key actor, other actors have grown in importance. These actors include international organisations, multinational corporations, non-government organisations, religious organisations and movements, publics, markets, high profile individuals and even terrorist networks.⁷

10.6 These private organisations with overseas connections are removed from government control or funding, but nonetheless exert significant influence on Australia's public diplomacy. According to Professor Chitty: 'non-state actors must be drawn into the picture if one is going to have an effective scheme'.⁸

NGOs

10.7 There is growing recognition that some NGOs can assist in effective communication with communities in other countries. Many of these organisations—International Red Cross, Amnesty International—have credibility, respect and established global networks.⁹ Although they tend to be fiercely independent, and sometimes highly critical, of governments, they nonetheless present opportunities to assist or complement a government's public diplomacy efforts. Professor Kishan S. Rana, noted:

6 Kishan S Rana, Professor Emeritus, Foreign Service Institute, New Delhi, *Foreign Ministries: Change and Reform*, Working paper, November 2005, p. 3.

7 *Submission 15*, p. 5.

8 *Committee Hansard*, 11 April 2007, p. 36.

9 See for example, Mark Leonard with Catherine Stead and Conrad Smewing, *Public Diplomacy*, The Foreign Policy Centre, London, 2002, pp. 55–57.

Official trade negotiation and domestic socio-economic development networks now include NGOs as regular partners, some including them in their delegations to global conferences. Foreign ministries in the West also use them as partners on world hunger and disaster relief, and in relation to human rights advocacy. The NGOs, having gained a status as interlocutors, would like to become part of the policy formulation process; there are finite limits to how far foreign ministries can accommodate them in decision-making councils—they are after all special interest groups, sometimes making conflicting demands.¹⁰

10.8 In evidence presented to the committee, Mr Geoff Miller also noted the increasing presence of NGOs in multilateral diplomacy which in his view is 'growing in volume, scope and complexity'.¹¹ He drew attention to the growth in 'the size, power and roles of multinational corporations, and the degree to which they now routinely involve themselves in issues that once would have been regarded as the prerogative of governments'.¹²

10.9 Mr Trevor Wilson referred to the 'terrific job' that Australian NGOs of all kinds are doing for the country's reputation. They include in particular church organisations or non-government humanitarian groups that are identified as Australian.¹³ Dr Mark Zirnsak, Uniting Church in Australia, Synod of Victoria and Tasmania, noted the need for the Australian Government to work with NGOs to facilitate and build on their ability to engage in public diplomacy. He said:

Often non-government organisations or civil societies have an ability to reach other parts of the overseas community in ways that governments may not be able to. Government could then also get recognition for the positive actions it has taken in a number of areas and the need to work with NGOs to give overseas communities realistic expectations about what an Australian government might do, particularly in the areas of the promotion of human rights and peace-building. We commend the government on its

10 Kishan S. Rana, *Foreign Ministries: Change and Reform*, Working paper, November 2005, p. 12. In 2005, he was Professor Emeritus, Foreign Service Institute, New Delhi and Senior Fellow, DiploFoundation, Malta and Geneva. He retired as ambassador to Germany in 1995, after 35 years in the Indian Foreign Service (serving as ambassador/high commissioner in Algiers, Prague, Nairobi, and Mauritius, and consul general in San Francisco). He was a joint secretary in Prime Minister Indira Gandhi's office from 1981 to 1982. Rana specialised in economic diplomacy, and worked initially on Chinese affairs. Since 1995 he has worked as a business advisor, assisting international and Indian companies, and taught at the Foreign Service Institute, New Delhi. He has written a study of the diplomatic process, *Inside Diplomacy* (October 1999), and is co-author of *Managing Corporate Culture*, a book on business culture in India (November 1999).

11 Geoff Miller, 'Current and emerging challenges to the practice of Australian diplomacy', *Australian Journal of International Affairs*, vol. 56, no. 2, 2002, p. 199 and *Submission 16*.

12 *Submission 16*, p. 199.

13 *Committee Hansard*, 11 April 2007, p. 30.

efforts with regard to sending volunteers overseas as a form of public diplomacy.¹⁴

10.10 Members of the Foreign Correspondents' Association (FCA) provide an example of another group of people whose activities contribute to overseas perceptions of Australia. They maintain that it is 'foreign news agencies and journalists that predominantly shape the views overseas audiences form of Australia'.¹⁵ For example, the FCA noted:

It is they who report on the reality of life, politics and business—unhindered by the constraints of being public servants or being otherwise dependent on the government.¹⁶

10.11 According to Mr Urs Walterlin, President of the Association, 'If you talk to us, 'you talk to the world'.¹⁷

10.12 The Association was of the view that Australian Government entities other than Tourism Australia are yet 'to discover what opportunities the FCA can offer'. It noted that the only departmental contact the FCA has had in the past few years was with the DFAT. It stated further that most years the department sponsors an annual visit to Canberra for a group of members to observe the delivery of the budget. According to the FCA, it has recently indicated to DFAT its desire to widen the list of potential interview partners to include ministers and senior bureaucrats as well as the government offering assistance to visits projects such as the North West Shelf oil and gas fields. It was FCA's view that:

...the Australian Government not only *could* but also *should* use the FCA much more to communicate messages to the world. It is very clear that our members significantly shape the image the world has of Australia. We believe the Australian Government has not yet realized this and is underestimating or not recognizing at all the impact our members' work has.¹⁸

10.13 The Association made a number of recommendations, key among them was that ministers of all portfolios give priority to invitations to speak before the FCA and further that their departments develop direct lines of communication with the Association to facilitate visits by members to places and projects of interest.

14 *Committee Hansard*, 15 March 2007, p. 52.

15 *Submission 29*, p. 4.

16 *Submission 29*, p. 4.

17 *Committee Hansard*, 12 April 2007, p. 33.

18 *Submission 29*, p. 4.

Sporting diplomacy

10.14 Sporting activities are among the range of private activities that could have a bearing on foreign policy. In chapter 8, the committee considered the government-sponsored Australian Sports Outreach Program and noted that the work being done by the Australian Sports Commission in sports development in overseas countries was commendable.

10.15 The committee, however, has not explored in detail the connection between the sporting activities of private organisations or clubs and Australia's public diplomacy. It notes that in 2005, the Lowy Institute produced a report which considered Australia's membership of the Asian Football Confederation (AFC) and the opportunities this membership offered to deepen people-to-people links with Asia.¹⁹

10.16 The author of the study argued that 'AFC membership means that, for the first time in its history, Australia will have a significant, on-going sporting relationship with a large number of Asian (and Middle Eastern) countries'.²⁰ This study makes valuable reading and suggests a number of ways to integrate sport into the various public diplomacy programs particularly those conducted under the auspices of the bilateral councils. The committee notes the reference in the study to sport providing a 'common point of conversation'.²¹ The recent very public debate about the proposed tour by the Australian Cricket team to Zimbabwe illustrates how sport can become the focal point of what is a public diplomacy concern.²² A good reputation built on a solid bank of goodwill means that Australia's message can be heard over the controversy generated by the occasional international sporting incident.

10.17 In this regard, the committee again draws attention to the work being done by the ASC in sports development and the substantial body of goodwill that these types of activities build up over time. The Lowy report suggests that there are other potential sporting activities worth exploring that could contribute to Australia's public diplomacy.

19 Anthony Bubalo, *Football Diplomacy?*, Lowy Institute for International Policy, Policy Brief, November 2005, pp. 1, 3, 6, 9–11, and 65.

20 Anthony Bubalo, *Football Diplomacy?*, Lowy Institute for International Policy, Policy Brief, November 2005, p. 3.

21 Anthony Bubalo, *Football Diplomacy?*, Lowy Institute for International Policy, Policy Brief, November 2005, p. 6.

22 In May 2007, it was widely reported that Cricket Australia had been instructed by the Australian Government to cancel the planned one-day cricket series in Zimbabwe in September 2007 on the grounds that the cricket tour would provide a propaganda opportunity for the Mugabe regime. See media reporting, for example, *Cricket World*, 13 May 2007, <http://www.cricketworld.com/australia/article?aid=11311>

Business diplomacy

10.18 Business is yet another area that intersects with a country's public diplomacy programs. This inquiry did not take evidence on business diplomacy but mentions this activity to indicate how widely the net can be cast when taking account of the many organisations that, deliberately or not, affect public diplomacy. A recent issue of the *Journal of Business Strategy* was devoted especially to the role of business in public diplomacy. The editor summarised the views of the authors contributing to this edition which tended to agree that, 'one way or another, business has a role in public diplomacy, whether by default or intention'.²³

10.19 Based on its work, Invest Australia demonstrated its awareness of the business community as a public diplomacy resource. It advised the committee that towards the end of 2006, it initiated the Australians Abroad pilot program to 'increase positive public diplomacy within the international business community'. It informed the committee that a key strategy of the program is 'to educate and encourage endorsement, word-of-mouth marketing and reinforcement of key messages by influential Australian business leaders based in key international markets'.²⁴ It explained:

Two key expatriate organisations in the US—Advance and the American Australian Association—were selected through a competitive process to raise the level of awareness of Australia as an investment location. They have been responsible for distributing Invest Australia's e-newsletter, Inflow, to their membership and organising networking events in the US on behalf of Invest Australia.²⁵

10.20 Without the need for further evidence, the committee notes that both sport and business open up avenues for dialogue and engagement between Australia and other countries and provide the opportunity for Australia to deepen and broaden its people-to-people links.

Committee view

10.21 The committee acknowledges that the many and varied activities undertaken by NGOs, civic activists, writers, journalists, business and sports people, religious groups and leaders and many other individuals and organisations may affect Australia's public diplomacy. In some cases, their activities may complement or support the government's public diplomacy objectives but, in others, they may not. Clearly DFAT has an interest in monitoring the influence that various organisations have on Australia's public diplomacy and their potential to contribute to efforts to promote Australia's image abroad. Furthermore, where the potential does exist, it is important for DFAT to be able to take full advantage of those opportunities and to

23 Editor's notes, *The Journal of Business Strategy*, vol. 27, iss. 3, Boston, 2006, p. 3.

24 *Submission 24*, p. 6.

25 *Submission 24*, p. 6.

coordinate and integrate the relevant activities into Australia's public diplomacy strategies.

10.22 The committee now turns to Australia's diaspora as another group relevant to the promotion of Australia overseas.

Diaspora

10.23 A 2004 Lowy Institute Paper looked at Australia's diaspora and concluded:

Australia's expatriates should be seen as an integral element of our diplomatic efforts. A strategically located diaspora can help our international representatives to do their job: to gather information, build relationships and advocate Australia's interests. They can also assist our public diplomacy effort, serving as goodwill ambassadors and helping to project an accurate and contemporary image overseas...Properly mobilised, the members of our diaspora could be powerful instruments of Australia's soft power.²⁶

10.24 After inquiring into Australia's diaspora, the Senate Legal and Constitutional References Committee reinforced this view. It argued that Australia should embrace its expatriate community as part of Australia and recognise that they are an important part of the society. Importantly, it noted:

...expatriate Australians represent an underutilised resource: not only are they an asset in terms of promoting Australia and its social, economic and cultural interests; they are also ambassadors for our nation, which is otherwise disadvantaged by our geographic remoteness and small population.²⁷

10.25 Although estimates of the number of Australians living overseas vary, figures provided by DFAT to the Senate Legal and Constitutional References Committee in 2004 indicated that there were well over 750,000 Australians resident overseas.²⁸ The Lowy report suggested that the figure of Australians living overseas was close to one million with perhaps three quarters of that number relocated on a long-term basis.²⁹

10.26 The views of some witnesses to this committee were consistent with the findings of the Lowy and the Senate committee reports. They were of the view that

26 Michael Fullilove and Chloë Flutter, *diaspora: the World Wide Web of Australians*, Lowy Institute Paper 04, The Lowy Institute for International Policy, 2004, p. 46.

27 Senate Legal and Constitutional References Committee, *They still call Australia home: Inquiry into Australian expatriates*, March 2005, p. v.

28 Senate Legal and Constitutional References Committee, *They still call Australia home Inquiry into Australian expatriates*, March 2005, p. 18. The figure quoted for Australian residents overseas was 759,849 for the period 2002–2003.

29 Michael Fullilove and Chloë Flutter, *diaspora: the World Wide Web of Australians*, Lowy Institute Paper 04, The Lowy Institute for International Policy, 2004, p. vii.

Australia's diaspora is 'far-flung, influential and well-disposed'.³⁰ Ms Buffington cited two cases where prominent Australians have given a boost to Australia's public diplomacy. Professor Ian Frazer, a former Australian of the Year, gave a symposium in Bangkok in April 2007 and spoke to the media about his discoveries. He also addressed a lunch-time meeting at the Australian Consulate in New York. Professor Peter Doherty, a Nobel laureate, also took part in similar promotional work in India. Ms Buffington explained further that Professor Doherty had been a very positive Nobel laureate:

He has done a lot of multimedia for us in terms of the sort of material that we would show at education exhibitions, where he is talking about the impact of an Australian education as a foundation for his work that gained him the Nobel prize. He has been very generous with his time. So there are a lot of subtle ways that we also engage the global community, both in the overt sense of promoting Australia as an education destination but also in the subtle showcasing of that excellence.³¹

10.27 Indeed, Australian scientists through their extensive international connections and their high standing in the science community have played a major role in promoting Australia's interests.

10.28 Australian expatriates do not have to be famous to contribute to Australia's public diplomacy. Dr Wells was of the view that the millions of Australians living and working offshore were a resource to be exploited 'as part of an industry engagement framework'.³² She said:

...so much of people's impressions and understanding of Australian values and the Australian way of life come from a person to person engagement. It is our industries and our industry representatives who are doing a lot of that person to person engagement on the ground. It is our expatriate diaspora, which is working with industry offshore, that is doing that engagement on the ground.³³

10.29 Similarly, Mr Mirchandani also drew attention to the potential for Australia's diaspora to have a constructive role in Australia's public diplomacy. His view of public diplomacy was 'Team Australia'. He explained:

Team Australia is anyone who is going abroad to interact in overseas countries at whatever level. They should all form part of the Australian narrative...Every Australian overseas is a small part and a carrier of this narrative. It would be great if they were empowered, trained, informed—

30 *Submission 2*, p. 5.

31 *Committee Hansard*, 11 April 2007, p. 54.

32 *Committee Hansard*, 15 March 2007, p. 25.

33 *Committee Hansard*, 15 March 2007, p. 25.

many going overseas do not even know that—about what this narrative is and therefore they could lend their weight to it.³⁴

10.30 He noted a private sector summit on public diplomacy held by the US State Department which supported the creation of a corps of private sector foreign service officers made up of academics and businesspeople with specialised expertise. The suggestion was that they could work abroad on short-term assignments. Mr Mirchandani was of the view that Australia should be considering creative proposals based on the notion that, 'Everyone is an Australian, and everyone is a diplomat when he or she is overseas'.³⁵

10.31 According to Mr Mirchandani, expatriates would love to be involved as long as it did 'not take them into areas of discomfort in policy terms'. He indicated that they do not really need financial incentive, 'but recognition would certainly play a part in spurring them on'.³⁶ As noted previously, Invest Australia has already taken active steps to involve expatriates in their promotional work.

10.32 The Lowy report acknowledged DFAT's excellent work in connecting with Australian expatriates. It noted, however, that while many Australian diplomats use their contacts with expatriates to promote the national interest, the Australian government has not given priority to this type of activity. Overall, the report claimed that there is no strategic, whole-of-department—let alone whole-of-government—effort to interact with the diaspora or to use it to achieve the department's goals, including advocacy, information collection and public diplomacy. In particular, the authors identified the following gaps:

- (a) There is no central unit within DFAT or any other department to engage with the diaspora.
- (b) Outside the performance of consular duties, there is no regular surveying of contacts with the diaspora in diplomatic posts, or a specific diaspora element in post evaluation reviews.
- (c) The issue is not emphasised in official DFAT documents such as annual reports and white papers.

10.33 The report suggested that the bureaucratic focus on the diaspora should be sharpened. The authors did not believe that a large new bureaucracy was necessary but that certain modest, targeted reforms to DFAT's processes could address present shortcomings, namely:

- A unit should be created to generate new ideas on expatriate engagement, capture the experiences of different diplomatic posts, and distribute best practices throughout the system. This unit should be located in DFAT but

34 *Committee Hansard*, 11 April 2007, p. 45.

35 *Committee Hansard*, 11 April 2007, p. 45.

36 *Committee Hansard*, 11 April 2007, p. 50.

work with other arms of government, such as the Australian Electoral Commission (AEC), Austrade and Invest Australia.

- Diaspora engagement should be made an explicit aim of the Department and be included in post and divisional objectives and ministerial directives to heads of mission. Posts should, of course, be allowed flexibility as to how this end is achieved, given the variety of environments in which they operate. For example, there are likely to be more opportunities to work with expatriates to advance Australia's interests in global cities such as New York, London and Hong Kong. However, the ambition should be consistent, even if the programs are not.
- A tailored, up-to-date and comprehensive website should be created to function as a 'one-stop shop' for expatriates. It should be administered by the government to ensure it is regarded as trustworthy by users.³⁷

10.34 The Legal and Constitutional References Committee made some similar recommendations which were supported by government members of the committee. It recommended the establishment of a policy unit within the DFAT to facilitate the coordination of policies relating to Australian expatriates.³⁸ The Standing Committee on Foreign Affairs, Defence and Trade is of the view that this recommendation could be expanded to include public diplomacy in the duties and responsibilities of the proposed unit.

10.35 The Senate Legal and Constitutional References Committee also recommended that the consular role for foreign missions be revised to contain a specific requirement that posts engage with the local expatriate community in all ways appropriate to that location.³⁹

10.36 In its response to the Senate committee's recommendation, the government did not support the establishment of a special policy unit within DFAT dealing with expatriate matters. It stated that Australian missions work 'closely and actively with Australian expatriate communities, organisations and social groups to maintain positive and productive links to promote Australian goods and services as well as information and cultural activities'.⁴⁰ The government accepted the recommendation that the consular role for foreign missions be revised to require posts to engage better with the local expatriate community. It noted, however, that this requirement already existed. The government explained that Australian missions 'provide a broad range of

37 Michael Fullilove and Chloë Flutter, *diaspora: the World Wide Web of Australians*, Lowy Institute Paper 04, Lowy Institute for International Policy, 2004, p. 50.

38 Senate Legal and Constitutional References Committee, *They still call Australia home Inquiry into Australian expatriates*, March 2005, p. 123.

39 Senate Legal and Constitutional References Committee, *They still call Australia home Inquiry into Australian expatriates*, March 2005, p. 124.

40 Government Response to the Legal and Constitutional References Committee on its inquiry into Australian expatriates, *Senate Hansard*, 7 December 2006, p. 106.

services across, inter alia, consular, immigration, trade, cultural and business activities, as part of which there is a continuous process of engagement with local expatriate communities'. It reported that there was to be 'an expansion of consular services, with an additional 15 officers to be posted to Australian missions over the next two years [from 2006], as well as the appointment of 16 local support staff [to] further improve the service delivered to Australians abroad'.⁴¹

10.37 Even so, evidence to the committee strengthened the call for measures to be taken to ensure that the network of Australians living abroad is regarded as a vital part of the Australian community, with significant potential to make a valuable contribution to Australia's public diplomacy. RMIT argued that the government should make better use of the network of Australians living and working overseas and cited from the Lowy report:

...many of these Australians enjoy positions of influence and authority in academia, business, communications and the arts; and are favourably disposed to promoting Australia's influence through public diplomacy channels...Support for country-based professional networks—in the form of resources for partnered activity with Government—would sustain and give focus to this work. This is another area in which universities, with their international staff and alumni linkages, could be engaged.⁴²

10.38 Professor Joseph Siracusa suggested that if Australia wants to promote 'the Australian story', it should consider how the Harvard alumni organises itself around the world, which would provide a proven and successful model. He said, 'A lot of our students spend six months overseas, and they are your great ambassadors, but you have to regularise or systematise this thing'.⁴³ In stressing the important contribution that Australians overseas could make to Australia's public diplomacy, he recommended:

- a stock take of all the talent Australia has and the opportunities they have to tell Australia's story—identify the resources;⁴⁴
- a major conference called 'Australia's World, World's Australia' that would bring together educators, elected people and Australians who work overseas to work out a strategy for Australia's public diplomacy.⁴⁵

10.39 It should be noted that in December 2006, Advance-Global Australian Professionals hosted a gathering of expatriate Australians 'at the top of their fields from around the world and their on-shore peers'. They met in Sydney to identify

41 Government Response to the Legal and Constitutional References Committee on its inquiry into Australian expatriates, *Senate Hansard*, 7 December 2006, p. 107.

42 *Submission 9*, p. 3.

43 *Committee Hansard*, 15 March 2007, p. 23.

44 *Committee Hansard*, 15 March 2007, p. 26.

45 *Committee Hansard*, 15 March 2007, p. 24.

'strategies to leverage their networks and influence in their respective industries and fields of endeavour'.⁴⁶ This meeting confirmed the notion that some of Australia's 'best and brightest' while living overseas, have 'a desire to strengthen the connection with Australia'. Participants also showed a willingness to enquire into how 'best advantage can be made of their personal networks and influence abroad'.⁴⁷ Although, those attending the summit saw themselves as a major element in 'Australia's public diplomacy kit bag' they agreed that they are 'currently almost totally unused with little global application of their talents and resources to Australia's public diplomacy objectives'. A recommendation coming out of the summit was to:

Extend programmes which leverage leading Australian professionals around the world as a major public diplomacy asset, assisting in the promotion of Australia as an excellent trade, investment, education and tourism destination.⁴⁸



Photographer: Jon Love

Advance 100 Global Australians on the steps of the Sydney Opera House at the conclusion of the Summit.

46 *Submission 31*, p. 6.

47 *Submission 31*, p. 22.

48 *Submission 31*, p. 8.

10.40 Invest Australia has clearly demonstrated its interest in using Australian expatriates to assist it in promoting Australia.

Committee view

10.41 The committee notes the government's response to the Legal and Constitutional Committee's recommendation to improve links with Australia's diaspora. It believes, however, that the opportunities to engage Australian expatriates more actively and constructively in promoting Australia overseas are not being fully explored. It suggests that DFAT look carefully at the Lowy report, *Diaspora*; reconsider the relevant recommendations made by the Legal and Constitutional References Committee; and the evidence before this committee with a view to implementing measures that would encourage more active engagement by Australia's expatriates in Australia's public diplomacy.

Recommendation 14

10.42 The committee recommends that DFAT review the findings of the Lowy report, *Diaspora*, reconsider the relevant recommendations made in March 2005 by the Senate Legal and Constitutional References Committee on Australian Expatriates and consider the evidence set out in this report with regard to Australian expatriates and Australia's public diplomacy. The committee urges DFAT to formulate and implement strategies that would enable DFAT to take advantage of the significant resource of the diaspora and encourage Australian expatriates to engage more constructively in Australia's public diplomacy.

The problem of integrating and coordinating public diplomacy activities

10.43 There are many government agencies, private sector entities and individuals who have made or could make a contribution to the effectiveness of Australia's public diplomacy. As noted in chapter 8, even among government departments there is a need for strong communication networks and clear direction from a recognised central body. Bringing the many non-state organisations into Australia's public diplomacy framework so they can complement the work of government bodies poses a significant challenge for government.

10.44 Australia is not alone in grappling with this problem of successfully integrating the activities of many organisations and individuals into the one framework. A dominant theme in overseas literature on public diplomacy concentrates on the importance of coordination and strategic planning. Many refer to the need 'to foster synergies between activities of governments and societal actors'.⁴⁹ Mark Leonard suggested that:

49 See for example, Bátorá J., *Multistakeholder Public Diplomacy of Small and Medium-Sized States: Norway and Canada Compared*, Paper presented to the International Conference on Multistakeholder Diplomacy, Mediterranean Diplomatic Academy, Malta, February 11–13 November 2005, p. 4.

Each country has a different set of institutions to manage its public diplomacy strategy. Some are part of government, others are independent. Each will have its own mission and priorities, but in order to practice public diplomacy effectively, it is important to examine the institutions as a spectrum and see whether there are gaps between the institutions which are not yet filled.⁵⁰

10.45 Evidence to this committee has already noted the importance of developing a coherent public diplomacy strategy with other stakeholders in government and society.⁵¹ Indeed, the previous chapter drew attention to the observations of some cultural and educational institutions that the lack of strategic planning impedes more effective engagement in Australia's public diplomacy. More generally, Mr Trevor Wilson criticised DFAT's current public diplomacy because of its short-term focus. He suggested that the objective of public diplomacy is a 'strategic building of not so much our image but our reputation, our influence, and good understanding of Australia'.⁵² He said:

I think we need to identify the sorts of strategies that we should be pursuing in our public diplomacy that are above politics—bipartisan strategies, which the community would strongly support. If you look at DFAT's annual reports or those of the Australia International Cultural Council or any of the other institutions and bodies, there are broad statements of principle, but there is no statement of strategy that would actually inform public diplomacy activities; there is no direct connecting thread there.⁵³

10.46 Media Gurus referred to the need to harness and coordinate the relevant activities of all the various contributors to Australia's public diplomacy to take full advantage of their position, 'so that different agencies are not knocking on the same door at the same time'.⁵⁴

Committee view

10.47 In its recommendation to expand and strengthen the role and function of the IDC and to develop a strategic public diplomacy plan (see recommendation 6), the committee recognised the importance of non-state organisations and Australia's diaspora to Australia's public diplomacy. It suggested that:

50 Mark Leonard with Catherine Stead and Conrad Smewing, *Public Diplomacy*, The Foreign Policy Centre, London, 2002, p. 11.

51 Jan Melissen, 'Public diplomacy between Theory and Practice', The 2006 Madrid Conference on Public Diplomacy, pp. 8–14 of 28, <http://www.realinstitutoelcano.org/documents/276.asp> (accessed 23 January 2007) and Philip Fiske de Gouveia, Foreign Policy Centre, The 2006 Madrid Conference on Public Diplomacy, pp. 4–6 of 28, <http://www.realinstitutoelcano.org/documents/276.asp> (accessed 23 January 2007).

52 *Committee Hansard*, 11 April 2007, p. 16.

53 *Committee Hansard*, 11 April 2007, p. 17.

54 *Submission 2*, p. 5.

- the government's strategic framework take account of non-state stakeholders and adopt as one of its key operating principles in its public diplomacy strategy 'work with others, including business, NGOs and Australian expatriates;
- a sub-committee of the IDC be established with responsibility for ensuring that non-state organisations involved in international activities, including diaspora communities, are incorporated into an overarching public diplomacy framework.

10.48 The final chapter of the report will also draw together some of these suggestions and recommendations made in the body of the report.

