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**Australian Government**  
**Australian Customs and**  
**Border Protection Service**

## **Maritime People Smuggling Strategic Communications Strategy 2011/2012 and 2012/2013**

### **Summary**

This strategy proposes using the funding allocated for counter-people smuggling communications over the 2011/12 and 2012/13 financial years to establish a broader-based, more strategic communications effort that creates enduring and flexible capabilities. <sup>s37(2)(b), s47E(d) & s47C</sup>

To this end, we will draw on the lessons learned from past communications campaigns, with particular importance to be placed on messaging tailored to the target audience. We also recognise the value of longer-term exposure to messages since short-term awareness does not necessarily translate into behavioural change. <sup>s37(2)(b), s47E(d) & s47C</sup>

### **Background**

Offshore communications campaigns have long been a part of the Australian Government's counter-people smuggling efforts. Under the Howard Government, DIAC implemented an overseas and domestic campaign beginning in 1999 and running until 2001 in various iterations. This campaign used a range of written materials, such as posters, flyers, fact sheets and Q&A documents. Customs and Border Protection assumed responsibility for the overseas component of the strategic communications effort as a result of the redistribution of roles following the 2008 National Security Statement, though DIAC retains the onshore component. A Memorandum of Understanding exists between DIAC and Customs and Border Protection to fund DIAC's onshore campaign from the communications budget allocated to Customs. DIAC is committed to providing routine feedback on its onshore activities to assist Customs in the generation of its messaging offshore.

Communications campaigns undertaken by Customs and Border Protection have used a wide range of approaches, including passive messaging (flyers and posters), active messaging (community engagement) and informative measures <sup>s37(2)(b), s47E(d) & s47C</sup>

The objective of overseas communications campaigns is to dissuade potential irregular immigrants (PIIs) and potential people smugglers and organisers throughout the South-East Asian region from engaging in maritime people smuggling activity. The communications effort is based on the fact that PIIs who reach Australia by boat believe that the risks of an irregular voyage to Australia outweigh the benefits of pursuing a resettlement outcome through regular migration channels. Strategic communications activity contributes to efforts to reduce irregular maritime arrivals by:

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- 1) Promoting the Australian Government's border management arrangements;
- 2) Highlighting the dangers of a high risk sea voyage to PII's;
- 3) Discouraging involvement by local communities; and
- 4) Highlighting to people smugglers the penalties faced.

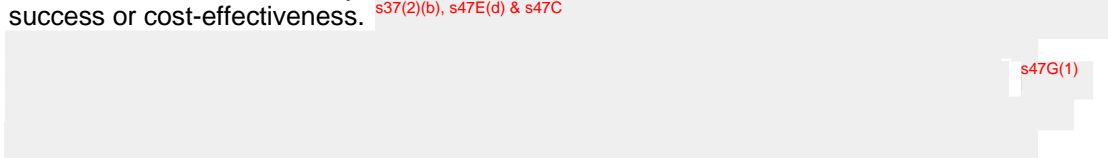
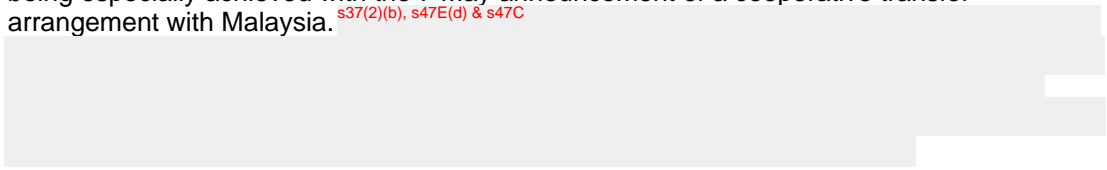
To these ends, the Australian Government's communications effort aims to:

- Establish targeted communications campaigns in high risk source and transit countries;
- Establish effective partnerships with the International Organization for Migration (IOM) and the UN High Commissioner for Refugees (UNHCR); and
- Use high level delegations to promote Australia's message overseas to foreign officials and governments.

A detailed summary of Customs and Border Protection's recent people smuggling communications activities can be found at Attachment A.

Customs and Border Protection has been allocated \$2,930,000 over the 2011/12 and 2012/13 financial years to continue the strategic communications campaign. Funding beyond these years is not certain. In addition, Customs and Border Protection has access to \$831,000 per financial year in the form of DIAC administered funding. These two sources of funding amount to \$2,296,000 per year in 2011/12 and 2012/13.

**Assessment of past strategic communications campaigns**

- For Indonesian communication activities, results of a public information campaign aimed at Indonesian fishing communities identified as being at risk of exploitation by people smuggling syndicates are inconclusive due to a seemingly incomplete method of evaluation. There have been some positive signs such as reports of local police being informed of suspicious activity and attendance at community events was good, but neither can be assumed to indicate success or cost-effectiveness. <sup>s37(2)(b), s47E(d) & s47C</sup>  
 <sup>s47G(1)</sup>
- For Sri Lankan communication activities, the first campaign did not provide strong evidence of target audience impact. For the second Sri Lankan campaign, awareness of campaign messages did increase over the four week period between the middle and end evaluations, demonstrating that rapid dissemination does not produce an immediate response. With time, however, the messages infiltrate and spread. In an environment of mixed messaging from multiple sources recall of specific messages was limited. For the purposes of future planning, the number of Sri Lankan arrivals has declined considerably since 2009, lessening the importance of Sri Lanka as a source country.
- For Pakistan and Afghanistan communication activities, dissemination of messages regarding changes in Australian Government policy was successful to some extent, with high impact being especially achieved with the 7 May announcement of a cooperative transfer arrangement with Malaysia. <sup>s37(2)(b), s47E(d) & s47C</sup>  


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- The Malaysian public information campaign was highly successful in implanting message awareness in the targeted Afghan and Sri Lankan Tamil communities, but a longer and more intensive campaign would have been required before behavioural change could be measured.
- The complexity of communications activities renders qualitative assessment extremely difficult. In addition, it is acknowledged that catalysing behavioural change requires a long-term approach even if, in the short term, awareness of a message is very high. Assessments have been carried out wherever possible across statistically significant numbers of targeted audience members.

- s37(2)(b), s47E(d) & s47C  
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- s37(2)(b), s47E(d) & s47C  
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- DFAT has advised that Posts in countries where communications activity is underway would appreciate greater visibility of the effort.

Bearing these lessons in mind, Customs and Border Protection should aim to make the most of the funding allocated for communications campaigns over the current and next financial year. Funding beyond this cannot be guaranteed. As consistency of messaging has proven an important consideration, our strategy should aim wherever possible to build enduring capabilities and make long-lasting impressions. A degree of *ad hoc* work is to be expected to respond to new developments and provision should be made for this, but communications in the 2011/12 and 2012/13 financial years would benefit from more strategic overall approach with an eye to bedding down longer-term capabilities.

s37(2)(b), s47E(d) & s47C  
[Redacted]

s37(2)(b), s47E(d) & s47C  
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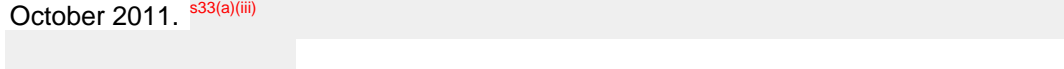
s37(2)(b), s47E(d) & s47C



s37(2)(b), s47E(d) & s47C



The IOM-contracted CLO program remains operational in Indonesia and is expected to terminate in October 2011. <sup>s33(a)(iii)</sup>



We have renewed the contract with our contractor keeping up our online presence at australia-asylum.com. This website will be maintained for another 12 months in Tamil and Dari languages. An English-language version has been requested and will also hosted for 12 months.

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**IN-CONFIDENCE****Attachment A****SUMMARY OF PAST COMMUNICATIONS CAMPAIGNS TO DETER PEOPLE SMUGGLING  
UNDER CURRENT AND PREVIOUS GOVERNMENTS**

- A campaign targeting diaspora communities within Australia who may encourage PII's to make the journey to Australia by boat is also being implemented by DIAC.

<b>SUMMARY OF ANTI-PEOPLE SMUGGLING COMMUNICATIONS ACTIVITY</b>			
Pakistan Communications Campaign	<ul style="list-style-type: none"> <li>• TV and Radio advertisements (6,936 placements)</li> <li>• Bus Branding (15 buses for 3 months)</li> <li>• Branded taxi stops (3 months)</li> <li>• Travel agents collaterals (211 agents)</li> <li>• Online advertising</li> </ul>	\$392,400	Completed
Sri Lankan Communications Campaign (PVT)	<ul style="list-style-type: none"> <li>• TV, Radio and Press advertisements (4,921 placements)</li> <li>• Leaflets (151,000)</li> <li>• PR activity – story placement (45 articles per month)</li> <li>• www.Australia-Asylum.com (Tamil language)</li> <li>• Online advertising (25m views per month)</li> </ul>	\$422,432	Completed
Sri Lankan Communications Campaign (IOM)	<ul style="list-style-type: none"> <li>• Branded Chairs (700)</li> <li>• Posters (25,500)</li> <li>• Banners (468)</li> <li>• Branded Bus Shelters (14)</li> <li>• Street Drama (32 performances)</li> <li>• Community Awareness Seminars (5)</li> </ul>	\$201,006	Completed
Indonesian Communications Campaign	<ul style="list-style-type: none"> <li>• Workshops with community and religious leaders (284 people)</li> <li>• Irregular Migrant Awareness Day (4,200 people)</li> <li>• Religious Outreach (5,600 people)</li> <li>• Family Day (14,000 people)</li> <li>• Movie Nights (4,200 people)</li> <li>• Festival (28,000 people)</li> </ul>	\$810,000	Completed

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	<ul style="list-style-type: none"> <li>• Radio Public Service Announcements (3,600 placements)</li> </ul>		
Malaysian Communications Campaign	<ul style="list-style-type: none"> <li>• Direct community engagement through diaspora NGOs</li> <li>• Printed collaterals</li> <li>• Limited advertising for Malaysian audience</li> <li>• In conjunction with Malaysian Government</li> </ul>	\$656,757	Completed
Indonesian Community Liaison Officer Network	<ul style="list-style-type: none"> <li>• IOM community advocacy network</li> <li>• Provides a vehicle for direct messaging and market feedback</li> <li>• CLOs will shortly report on PII perceptions of recent policy changes</li> </ul>	\$701,969	Contract extended to October 2011
SAGE Persia (Iran/Kurdistan)	<ul style="list-style-type: none"> <li>• Media and online liaison and monitoring</li> <li>• Farsi-speaking journalist deployed in the region for six months</li> </ul>	\$493,117	Ongoing to 15 October 2011
<b>RESEARCH ACTIVITY</b>			
AFG/PAK Research Programme	<ul style="list-style-type: none"> <li>• Series of surveys and focus groups of PIIs in Pakistan, Afghanistan and transit countries</li> <li>• Bi-monthly reporting</li> <li>• Ad hoc projects to gauge Afghan PIIs' awareness of and reactions to Australian Government policy changes.</li> </ul>	\$397,600+	Completed
Afghanistan Scoping Study	<ul style="list-style-type: none"> <li>• To inform development of communications strategy targeting PIIs in Afghanistan</li> </ul>	\$75,000	Completed
Sri Lankan PII Research	<ul style="list-style-type: none"> <li>• Series of three surveys of Sri Lankan PIIs' perceptions of Australia as a destination for irregular migration.</li> </ul>	\$57,506	Completed

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